

Report

Village of Sherwood Year 2030 Recommended Comprehensive Plan

January 2008



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Resolution No. 2008-03

RECOMMENDATION OF THE PLAN COMMISSION TO ADOPT THE VILLAGE OF SHERWOOD YEAR 2030 COMPREHENSIVE PLAN

WHEREAS, pursuant to sections 62.23(2) and (3), Wisconsin Statutes, for cities, villages, and those towns exercising village powers under section 60.22(3), the Village of Sherwood is authorized to prepare and adopt a comprehensive plan consistent with the content and procedure requirements in sections 66.1001(1)(a), 66.1001(2), and 66.1001(4); and

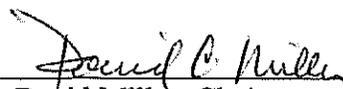
WHEREAS, the Plan Commission participated in the production of *Village of Sherwood Year 2030 Comprehensive Plan* in conjunction with a multi-jurisdictional planning effort to prepare the *Calumet County Year 2025 Comprehensive Plan*; and

WHEREAS, numerous forums for public participation have been provided including public informational meetings, open Plan Commission meetings, and a planning process web site.

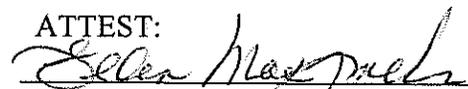
NOW, THEREFORE, BE IT RESOLVED, that the Village of Sherwood Plan Commission hereby recommends that the "Recommended Plan" of the *Village of Sherwood Year 2030 Comprehensive Plan* and plan adoption ordinance are filed with the governmental units specified under section 66.1001(4)(b) and (c), and are discussed at a public hearing required under section 66.1001(4)(d); and,

BE IT FURTHER RESOLVED, that the Village of Sherwood Plan Commission hereby recommends that, subject to the public hearing on the "Recommended Plan" and incorporation of plan revisions deemed necessary as a result of the public hearing or comments received from governmental units with which the plan was filed, the Village Board adopt the *Village of Sherwood Year 2030 Comprehensive Plan* by ordinance in accordance with section 66.1001, Wisconsin Statutes.

ADOPTED this 7th day of January, 2008.



David Miller; Chair

ATTEST:


Ellen Maxymek; Clerk

	Yea	Nay	Absent	Abstain
Barribeau			x	
Boll	x			
Dewing			x	
Doughman	x			
Helker			x	
Hennlich	x			
Miller	x			
Total	4	0	3	0

Motion: Doughman

Second: Boll

Approved: x Denied:

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Village of Sherwood Year 2030 Recommended Comprehensive Plan

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Visual Preference Survey Results and Images

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1. Issues and Opportunities

1.1 Introduction

The *Village of Sherwood Year 2030 Comprehensive Plan* will guide the future of the Village of Sherwood for the next 25 years. This document meets the requirements of Wisconsin's Comprehensive Planning Legislation, Wisconsin Statutes 66.1001.

Development of the *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, a community 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. A community 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. No matter 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).



Village of Sherwood

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

Village of Sherwood Issues and Opportunities

At the first meeting of the planning process the village identified issues and opportunities for the community over the planning period. These issues and opportunities were addressed throughout

the planning process and have been utilized to create goals and objectives. The following are the issues and opportunities identified by the village. They are in list form and the order is not reflective of any importance given to one topic over another.

- ◆ There is a need to maintain green space in the community.
- ◆ Fences in residential neighborhoods detract from the open feel of the community.
- ◆ There should be more communication with commercial property owners regarding development plans and ideas.
- ◆ It would be nice to have a village “show piece”.
- ◆ There is a need for re-development of the downtown area.
- ◆ Current development plans are not as detailed as they were in TIF 1. TIF 1 is seen as what planning can be. New plans should have that same level of detail.
- ◆ Transportation between the east and west parts of the village is a challenge.
- ◆ There is a need to develop the village as a whole unit rather than as two separate “wings”.
- ◆ Traffic overall needs to be improved. This includes ingress to and egress from the village.
- ◆ There is a lot of difficulty in getting people involved with the community process.
- ◆ There is a need for another well.
- ◆ Power lines in the downtown area should be buried.
- ◆ There are several nuisance properties.
- ◆ There is a need for increased police presence.
- ◆ There is a need for a new school.
- ◆ The village needs to protect and enhance its natural resources including streams, wetlands, woodlands, and the escarpment.
- ◆ There is a need to protect the open space around the park and possibly preserve more land.
- ◆ There needs to be clean stormwater education to deal with issues such as debris and fertilizer.
- ◆ There needs to be more economic development. Businesses needed include: hardware, pharmacy, health club, grocery store, bookstore, bike shop, boat business, bed and breakfast.
- ◆ The village needs to ensure its recreational viability over the long term.
- ◆ There is a need for a formal Recreational Department with programming for both children and adults. Possible needs include softball, t-ball, soccer, hiking, baseball, aerobics, basketball, volleyball, football.
- ◆ People come to the village wanting the small town feel yet demand city level services. There is not the existing tax base to support those demands.
- ◆ There needs to be more intergovernmental cooperation and with that, the village can avoid duplication of services.
- ◆ Ordinances in the village need to be enforced more regularly.
- ◆ The easy access to governance and fostering the neighborhood feeling takes a lot of time.
- ◆ There might not be enough emergency service protection based on the population, this needs to be looked at.
- ◆ There needs to be more local trails that are linked into the regional trail system.
- ◆ How do you juggle the cost of maintaining a 100’ lot width with the importance of maintaining the value of preserving the village character?

- ◆ The village needs to look at opportunities for conservation development and cluster development.
- ◆ Land uses need to be looked at. Where does multi-family housing go? What about elderly housing? Medical care?
- ◆ Sherwood has controlled growth.
- ◆ The community has managed to maintain a small town feel while tripling in size.
- ◆ Residential lots are a good size in the community.
- ◆ Strong controls on developers dictate a high level of building materials for new construction.
- ◆ There has been a lot of community planning to date. The community has, for the most part, stuck to the ideas within those plans. It is a challenge, however, to get developers to work within the context of the plans.
- ◆ The connecting paths through backyards in subdivisions make it easy to travel without getting onto the roads.
- ◆ There is an ongoing stormwater plan.
- ◆ There is an acceptable mix of housing within the community.
- ◆ Two golf courses add to the recreational value of the community.
- ◆ The typical level of education of residents is higher than the state average.
- ◆ The average income per capita in the village is higher than the state average.
- ◆ Drinking water and waste capacity are in the process of expansion.
- ◆ There is a good relationship between the State Park and the village.
- ◆ There is a unique agricultural industry in the village including birdseed, fertilizer, and boots.
- ◆ There was a call to the village office about availability for land for hotel development.
- ◆ There are private soccer, tee ball, softball, and pitch ball programs that already exist in the village, which caters to 450 children from Hilbert, Chilton, Harrison, Stockbridge, and Menasha.
- ◆ The marina and yacht club add to the village identity.
- ◆ There are some great volunteers in the community.

1.2 Calumet County Planning Process

Phase I, Plan for Planning

During the summer of 2003, Calumet County facilitated a “Plan for Planning” process with local communities to identify needs and desires of a planning process. The process was intended to determine:

- ◆ The work effort needed to develop a county comprehensive plan in conformance with Wisconsin’s Comprehensive Planning legislation.
- ◆ The resources, both internal and external, that could contribute to the planning effort.
- ◆ An efficient and coordinated planning process between Calumet County and its communities.
- ◆ How the document and maps should be built.
- ◆ The committee structure to direct the comprehensive planning process.
- ◆ Staff and consultant workloads and responsibilities.

- ◆ Comprehensive Plan development costs and the number of participating communities.

This process resulted in the submission of a Wisconsin Department of Administration (WDOA) Comprehensive Planning Grant on November 1, 2003. In February of 2004, the county was informed by the state that Calumet County and its participating communities were awarded \$248,000 to develop a comprehensive plan.

Phase II, Plan Development

Development of the *Calumet County Year 2025 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. As of January 1, 2010, any municipality that “affects land use” through regulation, such as zoning, land division or subdivision ordinances, or official mapping must make its decisions in accordance with that community’s comprehensive plan. Calumet County falls under this requirement because it administers a variety of ordinances. Therefore, according to the legislation, Calumet County is required to develop a countywide plan to meet the conditions of the legislation.

Incorporated community comprehensive plans are part of the county plan. However, a city or village plan is adopted separately and has autonomous authority for regulation and administration within its respective border. While the comprehensive planning law encourages coordinated planning between jurisdictions, it does not require consistency between plans. Accordingly, it is possible that a city or village preferred land use map may conflict with the plan of a neighboring town and that each respective plan will portray this difference. The state comprehensive planning law does not change the basic authorities or relationships between counties and towns in adoption or administration of plans or zoning.

The remaining six communities have either adopted or are nearing completion of a plan. Due to the proposed integration of the existing plans and 100% participation of communities without plans, the county planning process will provide the framework for both county and local plan development. The county process will also try to develop consistency between county and local plans through integrated decision making and coordination of ideas, policies, and plan recommendations.

Participating Communities		
Thirteen local units of government participated with the county in developing local comprehensive plans.		
<u>Cities</u>	<u>Villages</u>	<u>Towns</u>
Chilton	Hilbert	Brothertown
Menasha	Potter	Charlestown
New Holstein	Sherwood	Chilton
		New Holstein
		Rantoul
		Stockbridge
		Woodville

Map 1-1 Regional Setting

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1.3 Comprehensive Plan Development Process

Public Participation

The Wisconsin comprehensive planning legislation (s. 66.1001) 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 by adopting and initiating a public participation plan. The Village of Sherwood adopted a public participation plan on January 12, 2004.

Local Meetings

The majority of meetings for this plan were held with the Village of Sherwood Plan Commission. These meetings have been held on: February 16, April 13, May 11, June 8, July 13, August 10, and September 21, 2005; January 3, February 6, March 6, May 11, 2006; October 1, November 5, December 3, 2007; and January 7, 2008. 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 January 14, 2008. Minutes of these meetings are on record with the Village of Sherwood.

A public information meeting was held on October 12, 2005. Ninety-four people attended this meeting which consisted of two parts. The first was a summary of the planning process thus far including establishing of issues and opportunities, looking at the inventory and trends, and discussion of goals, objectives and policies, and recommendations. The second part of this meeting was a Visual Preference Survey. Seventy-six people took the Visual Preference Survey. The survey consisted of a series of slides in six categories where people rated the images on a scale of 0 (not appropriate for Sherwood. Feature shown should not be used or allowed in the village) to 10 (highly appropriate for Sherwood. Feature shown should be encouraged or required in the village). The statistical analysis of the results was done using mean, median and mode tallies. Please refer to Appendix A of this document for a summary of the process and findings.

In addition to these community meetings there was a meeting held on May 9, 2006 that included representatives from the Village of Sherwood, the Town of Harrison and Calumet County. Issues of mutual interest, including buffer zones and development patterns, were discussed at this meeting.

1.4 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.

1.5 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). They address key issues, opportunities, and problems that affect the community.

Issues and Opportunities

Goal: Require an orderly and planned pattern of community growth and development that will provide a high quality living environment (Sherwood Sewer Service Area Plan, 2002).

Housing

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

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

Transportation

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

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

Utilities and Community Facilities

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

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

- Goal:** Promote stormwater management practices in order to reduce property and public property damage and to protect water quality.
- Goal:** 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:** 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:** Provide quality, accessible recreation and open space facilities to all residents of the Village of Sherwood (Village of Sherwood Land Use Plan, 2000).
- Goal:** Ensure the provision of reliable, efficient, and well-planned utilities to adequately serve existing and future development.
- Goal:** Encourage improved access to health care facilities and child care.
- Goal:** Provide a level of police, fire, and emergency services that meets present and future needs.
- Goal:** Promote quality schools and access to educational opportunities.

Agricultural, Natural, and Cultural Resources

- Goal:** Support the agricultural resources of the county and the region.
- Goal:** Protect natural resource features in the Sherwood area (Village of Sherwood Land Use Plan, 2000).
- Goal:** Ensure the quality, safety, and quantity of groundwater to meet the community's present and future water supply needs.
- Goal:** Preserve natural features like woodlands, wetlands, floodplains, shorelands, and open spaces in order to maintain and enhance community green space.
- Goal:** Promote a small town atmosphere including attractive community entrances, small businesses, a vital downtown, and community culture and events.
- Goal:** Preserve significant historical and cultural sites, structures, and neighborhoods that contribute to community identity and character.

Economic Development

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

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

Goal: Promote the retention and expansion of existing businesses.

Goal: Promote entrepreneurial development and new business attraction efforts.

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

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

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

Intergovernmental Cooperation

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

Land Use

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

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

Implementation

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

1.6 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: *Require an orderly and planned pattern of community growth and development that will provide a high quality living environment (Sherwood Sewer Service Area Plan, 2002).*

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 (Sherwood Sewer Service Area Plan, 2002).

1.7 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.
4. Public participation shall be required prior to the development and/or amendment to any plans, ordinances or programs.
5. The existing road network and public facilities/services will be utilized to accommodate new development to the maximum extent possible.

6. The comprehensive plan will be referred to and/or utilized for all future development, planning or implementation decisions within the community.
7. Innovative planning or related land use initiatives or ideas will be given full consideration for use within the community.
8. The comprehensive plan will be assessed annually for compliance with Wisconsin comprehensive planning statutes.
9. All community policies and actions will be evaluated for compliance with the comprehensive plan.
10. All future community policies, actions, and programs will be developed and implemented in a manner that is consistent and accommodating to the goals and objectives identified within the comprehensive plan.
11. Future community issues, trends, opportunities and conflicts that were not included within the comprehensive plan will be thoroughly assessed and amended to the plan as necessary.
12. Adequate funding and staffing shall be maintained to properly administer community programs (i.e. permits, land use controls, etc.).
13. Establish community focal points, which include historic and cultural locations such as park, school, historic downtown, etc., where citizens feel safe and comfortable and which are identified as gathering locations throughout the community.
14. The community intends to coordinate capital improvements with the recommendations presented in the community's comprehensive plan.
15. Encourage relationships between the private, non-profit, and public sectors to meet the long term goals of the village.

1.8 Issues and Opportunities 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.

AB608, Wisconsin Act 233 – Clarification of Smart Growth Law

This bill was signed into law in April 2004. This new law reduces the number of programs or actions with which a comprehensive plan must be consistent. Under the new legislation, the only actions which must be consistent with a comprehensive plan are official mapping, local subdivision regulation, and zoning ordinances, including zoning of shorelands or wetlands in shorelands. The bill also iterates that a Regional Planning Commission's comprehensive plan is only advisory in its applicability to a political subdivision (a city, village, town, or county), and a political subdivision's comprehensive plan.

Wisconsin Department of Administration, Demographic Services Center

The Demographic Services Center's primary responsibility is to develop annual total population estimates for all Wisconsin towns, villages, and cities. It also makes annual estimates of the voting age population for all municipalities and total population estimates for zip code areas. In addition, the Demographic Services Center develops population projections by age and sex for the counties, population projections of total population for all municipalities, and estimates of total housing units and households for all counties. For further information on the Service Center contact the WDOA or visit its web-site at www.doa.state.wi.us.

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 demand, type of housing desired, and housing prices are driven by the population 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:

- ◆ The process of developing the housing element encourages citizens to start thinking and talking about local housing concerns.
- ◆ The data collection and analysis can increase understanding of the local housing situation and who lives in the community.
- ◆ The data allows for an understanding of future trends and how the community can prepare for change.
- ◆ More influence over the nature of future housing development can be attained.

- ◆ 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.
- ◆ It can bring together a diverse range of groups, agencies, and citizens that otherwise may not work together.
- ◆ It provides the chance to consider the community's housing concerns in relation to those of adjacent communities.

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 2000

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 2000, STF-1 through STF-4. STF-1 data were collected through a household-by-household census and represent responses from every household within the country. STF-2 data are similar to STF-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 STF-3 and STF-4 data.

Throughout this report, data from the U.S. Census will be designated as STF-1 or STF-3 data. It should be noted that STF-1 and STF-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

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 population trends of local communities, Calumet County, and the State of Wisconsin from 1970 to 2000.

Table 2-1
Population Counts, Calumet County, 1970-2000

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

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

Source: U.S. Bureau of the Census, STF-1, 1970-2000. Calumet County total does not equal the sum of municipalities listed due to communities located in other counties.

Table 2-2
Population Change, Calumet County, 1970-2000

Municipality	# Change 1970-1980		% Change 1970-1980		# Change 1980-1990		% Change 1980-1990		# Change 1990-2000		% Change 1990-2000		# Change 1970-2000		% Change 1970-2000	
	# Change	% Change														
T. Brillion	-133	-10.0%	109	9.2%	138	10.6%	114	8.6%								
T. Brothertown	74	5.2%	-85	-5.7%	-5	-0.4%	-16	-1.1%								
T. Charlestown	11	1.0%	-215	-19.7%	-86	-9.8%	-290	-26.9%								
T. Chilton	4	0.4%	-122	-10.9%	132	13.2%	14	1.3%								
T. Harrison	281	8.6%	-346	-9.8%	2,561	80.2%	2,496	76.6%								
T. New Holstein	14	0.9%	-121	-7.9%	51	3.6%	-56	-3.7%								
T. Rantoul	-59	-4.7%	-289	-24.4%	-83	-9.3%	-431	-34.7%								
T. Stockbridge	-37	-2.9%	69	5.5%	66	5.0%	98	7.6%								
T. Woodville	-47	-3.9%	-89	-7.7%	-78	-7.3%	-214	-17.7%								
V. Hilbert	280	31.3%	35	3.0%	-122	-10.1%	193	21.5%								
V. Potter	0	NA	252	NA	0	0.0%	252	NA								
V. Sherwood	22	6.3%	465	125.0%	713	85.2%	1,200	342.9%								
V. Stockbridge	-15	-2.6%	12	2.1%	70	12.1%	67	11.5%								
C. Appleton*	2,536	4.5%	6,782	11.5%	4,392	6.7%	13,710	24.3%								
C. Brillion	319	12.3%	-67	-2.3%	97	3.4%	349	13.5%								
C. Chilton	-65	-2.1%	275	9.3%	468	14.4%	678	22.4%								
C. Kiel*	235	8.3%	-173	-5.6%	540	18.6%	602	21.1%								
C. Menasha*	-108	-0.7%	-17	-0.1%	1,620	11.0%	1,495	10.1%								
C. New Holstein	400	13.3%	-70	-2.1%	-41	-1.2%	289	9.6%								
Calumet County	3,263	11.8%	3,424	11.1%	6,340	18.5%	13,027	47.2%								
Wisconsin	287,911	6.5%	186,127	4.0%	471,921	9.6%	945,959	21.4%								

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

Source: U.S. Bureau of the Census, STF-1, 1970-2000.

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 2000 the Village of Sherwood has increased its population by 1,200 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 2000 Census counts and the 2004 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, 2000-2004

Municipality	2000 Census	2004 Estimate	# Change 2000-2004	% Change 2000-2004
T. Brillion	1,438	1,529	91	6.3%
T. Brothertown	1,404	1,425	21	1.5%
T. Charlestown	789	782	-7	-0.9%
T. Chilton	1,130	1,146	16	1.4%
T. Harrison	5,756	7,917	2,161	37.5%
T. New Holstein	1,457	1,512	55	3.8%
T. Rantoul	812	826	14	1.7%
T. Stockbridge	1,383	1,433	50	3.6%
T. Woodville	993	967	-26	-2.6%
V. Hilbert	1,089	1,106	17	1.6%
V. Potter	252	251	-1	-0.4%
V. Sherwood	1,550	2,059	509	32.8%
V. Stockbridge	649	681	32	4.9%
C. Appleton*	70,087	71,895	1,808	2.6%
C. Brillion	2,937	2,969	32	1.1%
C. Chilton	3,708	3,760	52	1.4%
C. Kiel*	3,450	3,538	88	2.6%
C. Menasha*	16,331	16,779	448	2.7%
C. New Holstein	3,301	3,313	12	0.4%
Calumet County	40,631	44,361	3,730	9.2%
Wisconsin	5,363,690	5,532,955	169,265	3.2%

*Municipality crosses at least one county line; data provided are for the entire municipality.
Source: U.S. Bureau of the Census, STF-1, 2000. Wisconsin Department of Administration, Demographic Services Center, Population Estimates, 2004.

According to the 2004 population estimate, the Village of Sherwood continues to experience a high rate of growth. For the four year period shown, the village has experienced an increase of 509 residents.

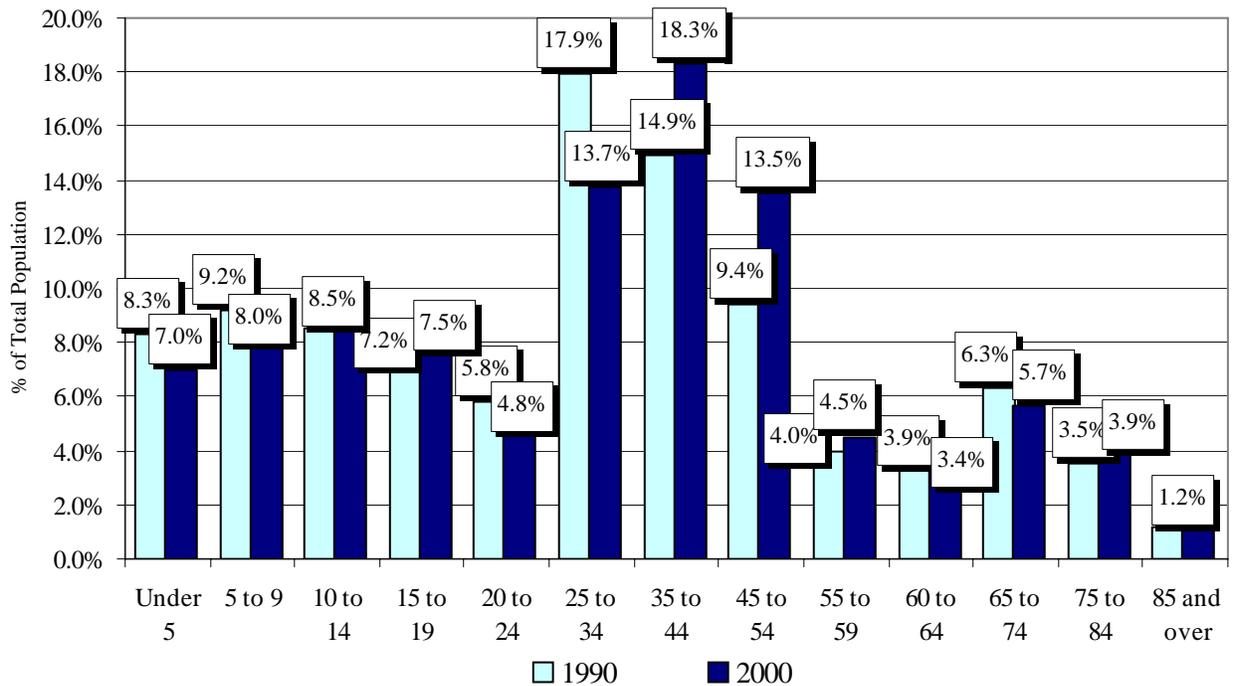
Population by Age Cohort

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 1990 and 2000 in Calumet County.

Figure 2-1
Percentage of Total Population by Age Cohort, Calumet County,
1990-2000



Source: U.S. Bureau of the Census, STF-1, 1990-2000.

Figure 2-1 charts the shifting of the population to older age groups over the 10 year period shown. In 1990, 14.9% of the population was in the 35 to 44 age group, but in 2000 this same group accounted for 18.3% of the population. A similar 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 2000.

Table 2-4
Population by Age Cohort, Calumet County, 2000

Municipality	Under 5	5-19	20-44	45-64	65+	Total	Median Age
T. Brillion	107	361	527	298	145	1,438	34.6
T. Brothertown	74	344	492	333	161	1,404	36.7
T. Charlestown	46	179	240	222	102	789	39.8
T. Chilton	71	320	406	221	112	1,130	34.0
T. Harrison	514	1,368	2,245	1,193	436	5,756	34.6
T. New Holstein	72	327	478	409	171	1,457	38.5
T. Rantoul	40	267	297	168	69	841	33.7
T. Stockbridge	74	323	433	373	180	1,383	39.7
T. Woodville	59	251	358	241	84	993	35.4
V. Hilbert	75	246	375	248	145	1,089	36.5
V. Potter	20	48	86	35	34	223	32.3
V. Sherwood	140	314	584	379	133	1,550	36.1
V. Stockbridge	29	144	230	167	79	649	37.4
C. Appleton*	4,834	16,513	26,979	13,837	7,924	70,087	33.8
C. Brillion	173	674	1,020	642	428	2,937	36.1
C. Chilton	241	754	1,333	703	677	3,708	36.9
C. Kiel*	233	764	1,228	679	546	3,450	35.9
C. Menasha*	1,149	3,442	6,647	3,162	1,931	16,331	34.0
C. New Holstein	156	673	1,006	786	680	3,301	41.0
Calumet County	2,846	9,773	14,952	8,690	4,370	40,631	35.2
Wisconsin	342,340	1,189,753	1,938,982	1,190,047	702,553	5,363,675	36.0

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

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

By reviewing the median ages provided in Table 2-4, it is evident that the age structure from one community to the next is somewhat different, requiring each community to consider the services and needs of its population differently.

Overall, the population of Calumet County does appear to be getting older. This shift indicates an aging of the population base and perhaps an increase in in-migration due to high quality of life accompanied by geographic access advantages to employment in the Fox Valley.

2.3 Population Trends and 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 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 2030, 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.

- ◆ Wisconsin's population in 2030 is projected to be 6.35 million, nearly one million more than the 2000 census count of 5.36 million.
- ◆ The working age population – ages 18 through 64 – will peak in 2015 at 3.67 million and, by 2030 decline slightly to 3.60 million (but still be 300,000 above the 2000 census count).
- ◆ The volume of deaths will increase substantially due to the aging population.
- ◆ The 65-plus population will increase slowly up to 2010, and then grow dramatically as the Baby Boomers join the ranks of the elderly. Senior citizens formed 13% of the state's total population in 2000. Their proportion will rise to 21% in 2030.

Table 2-5 displays the WDOA population forecasts for Calumet County to the year 2025.

Table 2-5
WDOA Population Forecasts, Calumet County, 2000-2025

Municipality	2000 Census	Projection 2005	Projection 2010	Projection 2015	Projection 2020	Projection 2025	# Change 2000-2025	% Change 2000-2025
T. Brillion	1,438	1,529	1,609	1,682	1,759	1,829	391	27.2%
T. Brothertown	1,404	1,403	1,392	1,376	1,366	1,351	-53	-3.8%
T. Charlestown	789	764	734	702	673	642	-147	-18.6%
T. Chilton	1,130	1,140	1,142	1,140	1,141	1,139	9	0.8%
T. Harrison	5,756	7,375	8,941	10,445	11,954	13,396	7,640	132.7%
T. New Holstein	1,457	1,501	1,536	1,566	1,599	1,627	170	11.7%
T. Rantoul	812	779	741	701	664	626	-186	-22.9%
T. Stockbridge	1,383	1,426	1,460	1,487	1,519	1,545	162	11.7%
T. Woodville	993	959	919	877	839	799	-194	-19.5%
V. Hilbert	1,089	1,062	1,028	990	956	920	-169	-15.5%
V. Potter	252	271	288	303	320	335	83	32.9%
V. Sherwood	1,550	1,990	2,413	2,818	3,225	3,614	2,064	133.2%
V. Stockbridge	649	671	687	701	717	731	82	12.6%
C. Appleton*	70,087	73,022	75,670	78,237	80,874	83,214	13,127	18.7%
C. Brillion	2,937	2,979	3,000	3,010	3,030	3,039	102	3.5%
C. Chilton	3,708	3,881	4,025	4,153	4,292	4,414	706	19.0%
C. Kiel*	3,450	3,635	3,812	3,990	4,173	4,317	867	25.1%
C. Menasha*	16,331	16,547	16,706	16,873	17,103	17,412	1,081	6.6%
C. New Holstein	3,301	3,306	3,289	3,260	3,243	3,215	-86	-2.6%
Calumet County	40,631	44,182	47,398	50,381	53,473	56,336	15,705	38.7%
Wisconsin	5,363,690	5,563,896	5,751,470	5,931,386	6,110,878	6,274,867	911,177	17.0%

*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: 2000-2025, January 2004.

According to WDOA population forecasts, the Village of Sherwood is estimated to experience population growth of 2,064 persons from 2000 to 2025. Only the Town of Harrison and City of Appleton are forecasted to experience more growth than the village.

Linear Trend Population Forecasts

Linear forecasts were created by using the 1970, 1980, 1990, and 2000 census counts. Increasing and decreasing population counts were used to calculate a constant value that was based on past census counts. These constant values were used to project the population to the year 2030 using a linear trend. Therefore, linear trends are based directly on historical population trends. Table 2-6 displays the resulting linear trends from the 2000 census count to the estimated 2030 projection.

In general, the linear forecasts that are provided are more conservative than the WDOA forecasts provided in the previous section.

Table 2-6
Linear Population Forecast, Calumet County, 2000-2030

Municipality	2000 Census	2005 Forecast	2010 Forecast	2015 Forecast	2020 Forecast	2025 Forecast	2030 Forecast	# Change 2000-2030	% Change 2000-2030
T. Brillion	1,438	1,432	1,426	1,449	1,471	1,494	1,516	78	5.4%
T. Brothertown	1,404	1,401	1,399	1,392	1,385	1,379	1,372	-32	-2.3%
T. Charlestown	789	738	687	633	579	524	470	-319	-40.4%
T. Chilton	1,130	1,101	1,071	1,067	1,063	1,059	1,055	-75	-6.6%
T. Harrison	5,756	5,740	5,724	6,081	6,438	6,795	7,152	1,396	24.3%
T. New Holstein	1,457	1,430	1,404	1,389	1,375	1,360	1,346	-111	-7.6%
T. Rantoul	812	725	638	559	480	401	322	-490	-60.4%
T. Stockbridge	1,383	1,391	1,399	1,417	1,435	1,453	1,472	89	6.4%
T. Woodville	993	959	925	888	852	815	779	-214	-21.6%
V. Hilbert	1,089	1,168	1,247	1,277	1,308	1,339	1,369	280	25.7%
V. Potter	252	315	378	428	479	529	580	328	130.0%
V. Sherwood	1,550	1,672	1,794	1,997	2,200	2,403	2,607	1,057	68.2%
V. Stockbridge	649	648	648	658	669	679	690	41	6.3%
C. Appleton*	70,087	72,417	74,746	77,142	79,537	81,933	84,328	14,241	20.3%
C. Brillion	2,937	3,000	3,063	3,112	3,161	3,210	3,259	322	11.0%
C. Chilton	3,708	3,761	3,813	3,928	4,044	4,159	4,275	567	15.3%
C. Kiel*	3,450	3,466	3,481	3,563	3,644	3,726	3,808	358	10.4%
C. Menasha*	16,331	16,300	16,269	16,492	16,715	16,939	17,162	831	5.1%
C. New Holstein	3,301	3,384	3,466	3,506	3,546	3,586	3,625	324	9.8%
Calumet County	40,631	42,303	43,975	46,100	48,225	50,350	52,476	11,845	29.2%
Wisconsin	5,363,690	5,482,200	5,600,709	5,751,909	5,903,109	6,054,310	6,205,510	841,820	15.7%

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

Source: U.S. Bureau of the Census, STF-1, 2000. Foth & Van Dyke linear projections 2005-2030.

According to linear population forecasts, the Village of Sherwood is estimated to experience population growth of 1,057 persons between 2000 and 2030.

East Central Wisconsin Regional Planning Commission Forecasts

The East Central Wisconsin Regional Planning Commission (ECWRPC), which serves Calumet County, has also developed population forecasts for the region it serves. Table 2-7 displays the 2005 through 2030 forecasts provided by ECWRPC for Calumet County.

Table 2-7
ECWRPC Population Forecasts, Calumet County, 2005-2030

Municipality	2000 Census	2004 WDOA Estimate	ECWRPC 2005	ECWRPC 2010	ECWRPC 2015	ECWRPC 2020	ECWRPC 2025	ECWRPC 2030	# Change 2000-2030	% Change 2000-2030
T. Brillion	1,438	1,529	1,571	1,643	1,702	1,759	1,803	1,835	397	27.6%
T. Brothertown	1,404	1,425	1,448	1,429	1,387	1,332	1,256	1,159	-245	-17.5%
T. Charlestown	789	782	787	732	658	572	469	352	-437	-55.4%
T. Chilton	1,130	1,146	1,169	1,179	1,172	1,159	1,131	1,090	-40	-3.5%
T. Harrison	5,756	7,917	8,384	10,112	11,937	13,930	16,005	18,143	12,387	215.2%
T. New Holstein	1,457	1,512	1,540	1,538	1,514	1,479	1,422	1,347	-110	-7.5%
T. Rantoul	812	826	833	785	719	641	546	437	-375	-46.2%
T. Stockbridge	1,383	1,433	1,465	1,494	1,504	1,508	1,496	1,468	85	6.1%
T. Woodville	993	967	975	917	838	744	631	500	-493	-49.6%
V. Hilbert	1,089	1,106	1,121	1,090	1,038	974	892	793	-296	-27.2%
V. Potter	252	251	259	275	290	306	320	332	80	31.7%
V. Sherwood	1,550	2,059	2,188	2,677	3,196	3,765	4,358	4,972	3,422	220.8%
V. Stockbridge	649	681	699	724	743	759	770	774	125	19.3%
C. Appleton*	10,974	11,241	11,588	12,323	12,982	13,656	14,258	14,788	3,814	34.8%
C. Brillion	2,937	2,969	3,022	3,008	2,949	2,866	2,741	2,577	-360	-12.3%
C. Chilton	3,708	3,760	3,849	3,944	3,997	4,034	4,031	3,990	282	7.6%
C. Kiel*	321	320	324	314	298	278	253	223	-98	-30.5%
C. Menasha*	688	1,124	1,225	1,661	2,133	2,655	3,208	3,789	3,101	450.7%
C. New Holstein	3,301	3,313	3,364	3,301	3,181	3,028	2,824	2,573	-728	-22.1%
Calumet County	40,631	44,361	45,812	49,146	52,239	55,445	58,414	61,141	20,510	50.5%

*Municipality crosses at least one county line; data provided are for portion of municipality in Calumet County only.

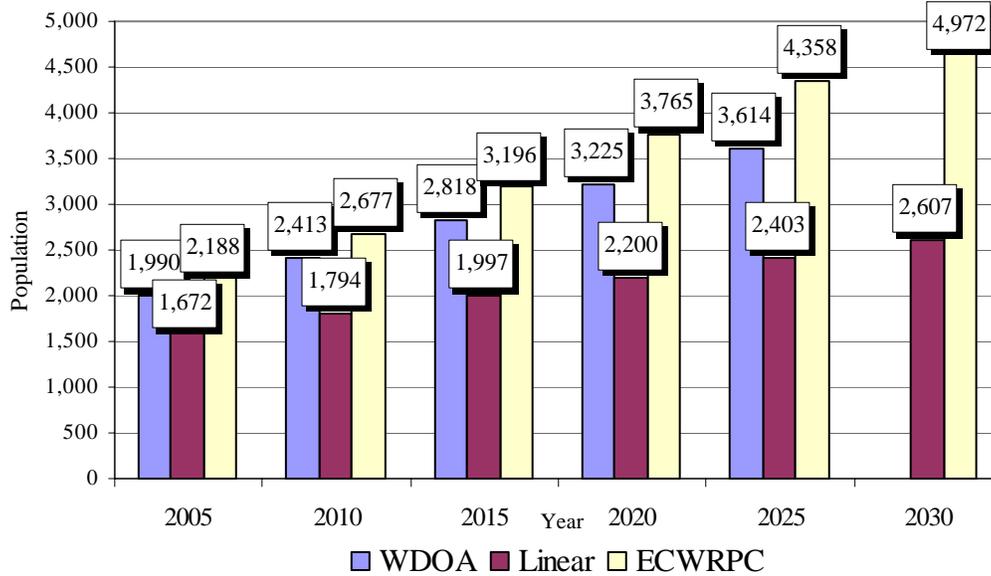
Source: East Central Wisconsin Regional Planning Commission, 2005-2030 Population Projections for Communities in East Central Wisconsin, October 2004.

ECWRPC population forecasts estimated that the Village of Sherwood will experience a population growth of 3,422 persons from 2000 to 2030.

Comparative Population Forecasts

Figure 2-2 displays the three population projections for the Village of Sherwood.

Figure 2-2
Comparative Population Forecast, Village of Sherwood, 2005-2030



Source: Wisconsin Department of Administration, Demographic Services Center, Final Population Projections for Wisconsin Municipalities: 2000-2025, January 2004. Foth & Van Dyke linear projections 2005-2030. East Central Wisconsin Regional Planning Commission, 2005-2030 Population Projections for Communities in East Central Wisconsin, October 2004.

As indicated in Figure 2-2, the Village of Sherwood is anticipated to continue to experience significant population increases in the next 20 to 25 years. The village should plan for a rate of growth between the linear forecast and the ECWRPC forecast.

2.4 Housing Characteristics

Housing Supply

Table 2-8 details the number of housing units in Calumet County, its municipalities, and the State of Wisconsin.

The U.S. Bureau of the Census classifies 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.

Table 2-8
Housing Units, Calumet County, 1990-2000

Municipality	1990	2000	# Change 1990-2000	% Change 1990-2000
T. Brillion	439	521	82	18.7%
T. Brothertown	594	627	33	5.6%
T. Charlestown	293	300	7	2.4%
T. Chilton	312	371	59	18.9%
T. Harrison	1,155	2,139	984	85.2%
T. New Holstein	466	558	92	19.7%
T. Rantoul	253	267	14	5.5%
T. Stockbridge	575	614	39	6.8%
T. Woodville	324	337	13	4.0%
V. Hilbert	475	458	-17	-3.6%
V. Potter	93	80	-13	-14.0%
V. Sherwood	325	593	268	82.5%
V. Stockbridge	257	299	42	16.3%
C. Appleton*	25,528	27,736	2,208	8.6%
C. Brillion	1,069	1,230	161	15.1%
C. Chilton	1,287	1,606	319	24.8%
C. Kiel*	1,181	1,498	317	26.8%
C. Menasha*	6,168	7,271	1,103	17.9%
C. New Holstein	1,239	1,394	155	12.5%
Calumet County	12,465	15,758	3,293	26.4%
Wisconsin	2,055,774	2,321,144	265,370	12.9%

*Municipality crosses at least one county line; data provided are for the entire municipality.
Source: U.S. Bureau of the Census, STF-1, 1990-2000.

The Village of Sherwood has experienced a significant increase in housing units from 1990 to 2000. The total number of housing units in the village increased by 268, or 82.5%.

Housing Occupancy and Tenure

Tables 2-9 and 2-10 display the occupancy and tenure characteristics of housing units for Calumet County and the Village of Sherwood in 1990 and 2000.

Table 2-9
Housing Occupancy and Tenure, Calumet County, 1990 and 2000

	Percent of		Percent of		# Change 1990-2000	% Change 1990-2000
	1990	Total	2000	Total		
Total housing units	12,465	100.0%	15,758	100.0%	3,293	26.4%
Occupied housing units	11,772	94.4%	14,910	94.6%	3,138	26.7%
Owner-occupied	9,258	74.3%	11,994	76.1%	2,736	29.6%
Renter-occupied	2,514	20.2%	2,916	18.5%	402	16.0%
Vacant housing units	693	5.6%	848	5.4%	155	22.4%
Seasonal units	311	2.5%	287	1.8%	-24	-7.7%

Source: U.S. Bureau of the Census, STF-1, 1990-2000.

Table 2-10
Housing Occupancy and Tenure, Village of Sherwood, 1990 and 2000

	Percent of		Percent of		# Change 1990-2000	% Change 1990-2000
	1990	Total	2000	Total		
Total housing units	325	100.0%	593	100.0%	268	82.5%
Occupied housing units	303	93.2%	572	96.5%	269	88.8%
Owner-occupied	250	76.9%	503	84.8%	253	101.2%
Renter-occupied	53	16.3%	69	11.6%	16	30.2%
Vacant housing units	22	6.8%	21	3.5%	-1	-4.5%
Seasonal units	8	2.5%	6	1.0%	-2	-25.0%

Source: U.S. Bureau of the Census, STF-1, 1990-2000.

Virtually all of the villages housing growth from 1990 to 2000 can be attributed to increases in owner occupied housing. There was only an increase of 16 units attributed to renter-occupied housing in the village.

Units in Structure

Table 2-11 displays the number of units in structure for Calumet County and its municipalities in 2000.

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 2-11
Units in Structure, Calumet County, 2000

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.	Total Units
T. Brillion	384	12	15	2	0	0	0	105	0	518
T. Brothertown	518	6	31	1	0	2	0	68	0	626
T. Charlestown	270	0	10	4	0	0	2	18	0	304
T. Chilton	334	2	30	0	0	0	0	8	0	374
T. Harrison	1,890	119	57	0	9	51	0	18	0	2,144
T. New Holstein	434	8	20	6	8	0	0	80	0	556
T. Rantoul	260	0	2	0	0	0	0	12	0	274
T. Stockbridge	573	5	0	0	0	0	0	29	2	609
T. Woodville	307	0	4	0	0	0	0	27	0	338
V. Hilbert	269	7	27	12	35	15	0	98	0	463
V. Potter	46	0	9	7	2	0	0	0	0	64
V. Sherwood	504	32	16	9	12	4	12	2	0	591
V. Stockbridge	256	11	13	2	1	17	0	5	0	305
C. Appleton*	18,740	1,076	2,873	901	1,326	1,028	1,609	122	0	27,675
C. Brillion	844	29	102	46	49	49	46	68	0	1,233
C. Chilton	1,008	34	267	42	136	55	54	6	0	1,602
C. Kiel*	934	55	229	90	43	23	39	72	0	1,485
C. Menasha*	4,201	205	984	250	559	276	650	227	0	7,352
C. New Holstein	1,010	50	128	60	74	61	24	2	0	1,409
Calumet County	11,988	479	998	243	631	540	197	680	2	15,758
Wisconsin	1,531,612	77,795	190,889	91,047	106,680	75,456	143,497	101,465	2,703	2,321,144

*Municipality crosses at least one county line; data provided are for the entire municipality.
Source: U.S. Bureau of the Census, STF-3, 2000.

Within the Village of Sherwood, approximately 91% of housing units are one unit structures, in other words single-family homes. The village does have 13 two-unit structures, typically duplexes. The remaining housing units in the village are multi-family structures or mobile homes.

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, rehabilitated, or abandoned 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 2-12 describes the year that structures were built in Calumet County, its municipalities, and the State of Wisconsin based on the 2000 Census.

Table 2-12
Year Structures Were Built, Calumet County, 2000

Municipality	1999 to March 2000	1995 to 1998	1990 to 1994	1980 to 1989	1970 to 1979	1960 to 1969	1940 to 1959	1939 or earlier	Total Units
T. Brillion	12	56	38	65	78	32	27	210	518
T. Brothertown	10	20	51	53	121	55	78	238	626
T. Charlestown	4	13	10	22	73	30	11	141	304
T. Chilton	11	33	8	33	28	30	39	192	374
T. Harrison	291	549	320	212	222	204	118	228	2,144
T. New Holstein	16	62	34	61	107	37	51	188	556
T. Rantoul	2	19	4	19	25	10	25	170	274
T. Stockbridge	14	41	52	56	93	57	87	209	609
T. Woodville	3	15	10	38	55	35	37	145	338
V. Hilbert	5	33	21	89	98	51	51	115	463
V. Potter	0	4	0	5	12	2	6	35	64
V. Sherwood	54	130	98	99	83	30	36	61	591
V. Stockbridge	9	40	14	30	43	34	58	77	305
C. Appleton*	319	1,300	1,431	3,715	4,924	3,379	6,471	6,136	27,675
C. Brillion	70	52	63	105	205	194	228	316	1,233
C. Chilton	87	171	72	170	143	151	245	563	1,602
C. Kiel*	56	135	134	79	259	77	244	501	1,485
C. Menasha*	211	456	651	763	1,054	662	1,862	1,693	7,352
C. New Holstein	17	99	61	117	260	224	245	386	1,409
Calumet County	765	1,730	1,513	2,229	2,705	1,751	1,661	3,404	15,758
Wisconsin	50,735	170,219	168,838	249,789	391,349	276,188	470,862	543,164	2,321,144

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

Source: U.S. Bureau of the Census, STF-3, 2000.

The Village of Sherwood has a very new housing stock when compared to most communities in Wisconsin. From 1999 to March of 2000 the village added 54 housing units and added 130 units in the proceeding four year period. Approximately 64% of the villages housing stock was built after 1980.

Housing Value

Table 2-13 provides year 2000 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 2-13
Housing Values, Calumet County, 2000

Municipality	Less than \$50,000	\$50,000 to \$99,999	\$100,000 to \$149,999	\$150,000 to \$199,999	\$200,000 to \$299,999	\$300,000 to \$499,999	\$500,000 to \$999,999	\$1,000,000 or more	Median (dollars)
T. Brillion	6	105	82	25	6	6	2	1	\$102,900
T. Brothertown	11	99	86	56	18	0	2	0	\$111,600
T. Charlestown	17	47	83	16	14	2	0	0	\$114,200
T. Chilton	3	52	84	26	14	0	0	0	\$119,600
T. Harrison	2	185	741	460	201	48	21	0	\$144,000
T. New Holstein	6	79	89	55	24	0	0	0	\$117,900
T. Rantoul	8	57	37	23	3	4	0	0	\$101,200
T. Stockbridge	13	89	133	45	21	7	4	0	\$122,100
T. Woodville	5	80	63	15	10	0	2	0	\$102,200
V. Hilbert	6	158	70	5	0	0	0	0	\$84,000
V. Potter	4	30	4	2	0	0	0	0	\$82,300
V. Sherwood	4	80	117	133	92	23	10	3	\$160,000
V. Stockbridge	2	115	36	14	11	13	0	0	\$93,900
C. Appleton*	265	8,835	5,415	1,479	804	223	31	0	\$97,900
C. Brillion	28	509	186	34	9	0	0	3	\$86,900
C. Chilton	67	549	202	67	9	0	0	0	\$84,900
C. Kiel*	32	471	278	72	17	11	0	0	\$95,700
C. Menasha*	149	2,357	820	271	97	35	21	7	\$87,700
C. New Holstein	40	625	204	57	13	0	0	0	\$85,700
Calumet County	245	3,855	3,603	1,356	590	149	41	7	\$109,300
Wisconsin	73,450	396,893	343,993	173,519	95,163	30,507	7,353	1,589	\$112,200

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

Source: U.S. Bureau of the Census, STF-3, 2000.

The median value of homes in the Village of Sherwood was \$160,000 according to the 2000 Census. 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 \$150,000 and \$199,999.

Persons Per Household

Table 2-14 displays the number of persons per household for Calumet County in 1990 and 2000.

Table 2-14
Persons Per Household, Calumet County, 1990 and 2000

Municipality	1990	2000
T. Brillion	3.04	2.87
T. Brothertown	3.08	2.68
T. Charlestown	3.06	2.71
T. Chilton	3.28	3.09
T. Harrison	3.02	2.88
T. New Holstein	3.07	2.70
T. Rantoul	3.59	3.22
T. Stockbridge	3.01	2.73
T. Woodville	3.47	2.98
V. Hilbert	2.59	2.53
V. Potter	2.77	2.86
V. Sherwood	2.76	2.71
V. Stockbridge	2.69	2.45
C. Appleton*	2.95	2.52
C. Brillion	2.75	2.53
C. Chilton	2.53	2.35
C. Kiel*	2.98	2.42
C. Menasha*	3.04	2.35
C. New Holstein	2.63	2.36
Calumet County	2.89	2.70
Wisconsin	2.61	2.50

*For 2000, data provided are for the entire municipality. For 1990, data provided are only for portion of municipality in Calumet County.
Source: U.S. Bureau of the Census, STF-1, 1990-2000.

The Village of Sherwood had a total number of persons per household at 2.71 in 2000, less than the 1990 person per household count of 2.76 in 1990.

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.

CBRF facilities in Calumet County include:

- ◆ Century Ridge, Inc., 533 E. Calumet St., Chilton
- ◆ Colonial Residence, 705 S. Madison St., Chilton
- ◆ Comfort Years Assisted Living, Inc., 2 Brighton Circle, Appleton
- ◆ Darboy Living Center, N9520 Silver Ct., Appleton
- ◆ Garrow Villa, 210 S. Parkway Dr., Brillion
- ◆ Roads To Freedom-Brillion, 610 S. Main St., Brillion
- ◆ Roads To Freedom-Chilton, 1024 Steenport Lane, Chilton
- ◆ Willowpark Residence, 1318 Jordan Ave., New Holstein

2.5 Housing Trends and Forecasts

Linear Trends Housing Forecasts

Using the Census counts from 1990 and 2000, a linear trend was created to estimate the projected number of housing units from 2005 to 2030 in Calumet County. Table 2-15 displays the forecasts.

Table 2-15
Linear Trends Housing Unit Projection, Calumet County, 2000-2030

Municipality	Census	Projections						# Change 2000-2030	% Change 2000-2030
	2000	2005	2010	2015	2020	2025	2030		
T. Brillion	521	562	603	644	685	726	767	246	47.2%
T. Brothertown	627	644	660	677	693	710	726	99	15.8%
T. Charlestown	300	304	307	310	314	317	321	21	7.0%
T. Chilton	371	401	430	460	489	519	548	177	47.7%
T. Harrison	2,139	2,631	3,123	3,615	4,107	4,599	5,091	2,952	138.0%
T. New Holstein	558	604	650	696	742	788	834	276	49.5%
T. Rantoul	267	274	281	288	295	302	309	42	15.7%
T. Stockbridge	614	634	653	673	692	712	731	117	19.1%
T. Woodville	337	344	350	356	363	369	376	39	11.6%
V. Hilbert	458	450	441	432	424	415	407	-51	-11.1%
V. Potter	80	73	67	60	54	47	41	-39	-48.8%
V. Sherwood	593	727	861	995	1,129	1,263	1,397	804	135.6%
V. Stockbridge	299	320	341	362	383	404	425	126	42.1%
C. Appleton*	27,736	28,840	29,944	31,048	32,152	33,256	34,360	6,624	23.9%
C. Brillion	1,230	1,311	1,391	1,472	1,552	1,633	1,713	483	39.3%
C. Chilton	1,606	1,766	1,925	2,085	2,244	2,404	2,563	957	59.6%
C. Kiel*	1,498	1,657	1,815	1,974	2,132	2,291	2,449	951	63.5%
C. Menasha*	7,271	7,823	8,374	8,926	9,477	10,029	10,580	3,309	45.5%
C. New Holstein	1,394	1,472	1,549	1,627	1,704	1,782	1,859	465	33.4%
Calumet County	15,758	17,405	19,051	20,698	22,344	23,991	25,637	9,879	62.7%
Wisconsin	2,321,144	2,453,829	2,586,514	2,719,199	2,851,884	2,984,569	3,117,254	796,110	34.3%

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

Source: U.S. Bureau of the Census, 1990-2000, STF-1. Foth & Van Dyke linear trend projection, 2005-2030.

According to linear projections created for the village, housing units are estimated to increase by 804 units from 2000 to 2030.

Building Permit Housing Forecast

Using available information on the number of building permits issued by municipalities and the county, the following forecast was completed. Except where noted, the forecast is based on an 11 year trend of building permit information. Table 2-16 displays the forecasts.

Table 2-16
Building Permit Forecast, Calumet County Municipalities, 2000-2030

Municipality	Census	Projections						# Change 2000-2030	% Change 2000-2030
	2000	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. 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	340.1%
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 Town 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 are estimated to increase by 1,369 from 2000 to 2030. This forecast is nearly double that estimated by the linear projection.

East Central Wisconsin Regional Planning Commission Household Forecasts

The East Central Wisconsin Regional Planning Commission (ECWRPC), which serves Calumet County, has developed housing forecasts for Calumet County and its municipalities. Official housing projections for the region are not adopted by the Commission, however, for sewer service area planning purposes, draft projections are completed. The Commission has completed two projections utilizing two methodologies for Calumet County. Note that projections are for households rather than total housing units. Households are defined as occupied housing units. Tables 2-17 and 2-18 display the forecasts provided by ECWRPC from 2005 through 2030 for Calumet County.

Table 2-17
ECWRPC Household Forecast A, Calumet County, 2005-2030

Municipality	2000	Projections						# Change 2000-2030	% Change 2000-2030
		2005	2010	2015	2020	2025	2030		
T. Brillion	501	549	584	615	643	666	682	181	36.1%
T. Brothertown	523	543	554	556	551	538	515	-8	-1.5%
T. Charlestown	291	292	281	264	240	209	171	-120	-41.2%
T. Chilton	366	379	389	395	396	391	380	14	3.8%
T. Harrison	1,998	2,913	3,553	4,249	5,001	5,788	6,591	4,593	229.9%
T. New Holstein	539	574	593	605	611	609	597	58	10.8%
T. Rantoul	261	258	244	223	196	162	121	-140	-53.6%
T. Stockbridge	506	539	563	582	596	603	602	96	19.0%
T. Woodville	333	329	323	310	291	265	231	-102	-30.6%
V. Hilbert	430	445	437	421	396	361	317	-113	-26.3%
V. Potter	78	84	90	97	102	108	112	34	43.6%
V. Sherwood	572	811	1,008	1,223	1,458	1,705	1,958	1,386	242.3%
V. Stockbridge	265	288	307	325	341	354	364	99	37.4%
C. Appleton*	3,872	4,096	4,411	4,707	4,988	5,234	5,438	1,566	40.4%
C. Brillion	1,155	1,198	1,219	1,223	1,211	1,179	1,127	-28	-2.4%
C. Chilton	1,512	1,585	1,657	1,712	1,754	1,776	1,775	263	17.4%
C. Kiel*	138	142	147	149	151	150	147	9	6.5%
C. Menasha*	241	430	594	778	981	1,200	1,428	1,187	492.5%
C. New Holstein	1,329	1,371	1,390	1,389	1,368	1,324	1,257	-72	-5.4%
Calumet County	14,910	16,829	18,369	19,870	21,349	22,721	23,948	9,038	60.6%

*Data only include portion of municipality in Calumet County.

Source: East Central Wisconsin Regional Planning Commission, 2004.

Table 2-18
ECWRPC Household Forecast B, Calumet County, 2005-2030

Municipality	2000	Projections						# Change 2000-2030	% Change 2000-2030
		2005	2010	2015	2020	2025	2030		
T. Brillion	501	548	577	601	624	643	656	155	30.9%
T. Brothertown	523	540	537	525	506	479	444	-79	-15.1%
T. Charlestown	291	291	272	246	215	177	133	-158	-54.3%
T. Chilton	366	379	384	385	382	374	362	-4	-1.1%
T. Harrison	1,998	2,911	3,516	4,161	4,863	5,596	6,350	4,352	217.8%
T. New Holstein	539	571	574	569	558	539	512	-27	-5.0%
T. Rantoul	261	259	245	226	202	173	139	-122	-46.7%
T. Stockbridge	506	537	551	559	563	561	552	46	9.1%
T. Woodville	333	327	310	285	254	216	172	-161	-48.3%
V. Hilbert	430	443	434	416	393	361	322	-108	-25.1%
V. Potter	78	91	97	103	109	114	119	41	52.6%
V. Sherwood	572	808	996	1,197	1,417	1,648	1,886	1,314	229.7%
V. Stockbridge	265	286	298	308	317	323	326	61	23.0%
C. Appleton*	3,872	4,094	4,381	4,646	4,910	5,148	5,357	1,485	38.4%
C. Brillion	1,155	1,190	1,193	1,178	1,151	1,106	1,044	-111	-9.6%
C. Chilton	1,512	1,572	1,623	1,658	1,683	1,690	1,680	168	11.1%
C. Kiel*	138	140	136	130	122	112	99	-39	-28.3%
C. Menasha*	241	430	586	758	947	1,150	1,362	1,121	465.1%
C. New Holstein	1,329	1,356	1,341	1,303	1,247	1,169	1,069	-260	-19.6%
Calumet County	14,910	16,774	18,074	19,298	20,533	21,673	22,706	7,796	52.3%

*Data only include portion of municipality in Calumet County.

Source: East Central Wisconsin Regional Planning Commission, 2004.

The two ECWRPC household forecasts for the village estimate a household increase of 1,386 and 1,314. Forecasts are similarly high when compared with the building permit forecast.

WDOA Household Forecasts

The Demographics Services Center of the Wisconsin Department of Administration 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 2-19 details the WDOA household forecast for Calumet County and its municipalities.

Table 2-19
WDOA Household Forecast, Calumet County, 2000-2025

Municipality	2000	Projections					# Change 2000-2025	% Change 2000-2025
		2005	2010	2015	2020	2025		
T. Brillion	501	537	576	615	652	688	187	37.3%
T. Brothertown	523	526	533	538	542	543	20	3.8%
T. Charlestown	291	284	279	272	265	256	-35	-12.0%
T. Chilton	366	372	380	387	394	399	33	9.0%
T. Harrison	1,998	2,575	3,189	3,803	4,418	5,016	3,018	151.1%
T. New Holstein	539	559	584	608	630	650	111	20.6%
T. Rantoul	253	244	236	228	219	209	-44	-17.4%
T. Stockbridge	506	526	549	571	592	610	104	20.6%
T. Woodville	333	324	317	308	300	289	-44	-13.2%
V. Hilbert	430	422	416	409	402	392	-38	-8.8%
V. Potter	86	95	104	111	119	126	40	46.5%
V. Sherwood	572	739	915	1,091	1,267	1,440	868	151.7%
V. Stockbridge	265	276	289	300	312	323	58	21.9%
C. Appleton*	27,736	28,322	29,897	31,414	32,895	34,114	6,378	23.0%
C. Brillion	1,155	1,178	1,211	1,240	1,266	1,286	131	11.3%
C. Chilton	1,512	1,586	1,673	1,758	1,839	1,906	394	26.1%
C. Kiel*	1,498	1,519	1,624	1,727	1,827	1,907	409	27.3%
C. Menasha*	7,271	7,096	7,240	7,362	7,494	7,642	371	5.1%
C. New Holstein	1,329	1,332	1,348	1,358	1,366	1,363	34	2.6%
Calumet County	14,910	16,262	17,764	19,231	20,679	22,027	7,117	47.7%

*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: 2000-2025. January 2004.

The WDOA household forecast for the village shows a rate of growth most similar to the linear housing forecast. WDOA estimates a household growth of 868, or 151.7%.

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 use and facilities.

2.6 Housing for All Income Levels

Traditionally, most rural towns and small 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: 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. Provide a range of housing sites in the Village of Sherwood (Village of Sherwood Land Use Plan, 2000).
7. Consider development of residential housing above street level of multi-story commercial structures.

Goal: 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’s comprehensive plan.
2. Direct residential subdivision development to planned growth areas.
3. Encourage the use of creative development designs that preserve community character and natural resources.
4. Encourage well-designed residential in-fill development.

Goal: 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, 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) and allow clustering of building sites to help preserve farmland, and reduce woodland fragmentation provided proposals are 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.
7. The development of elderly or assisted living housing may be pursued within the planning period.
8. Housing ordinances, policies, standards and ideals shall be made available to new homeowners to ensure their knowledge of local housing regulations.
9. 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.
10. New residential development will only be allowed within in-fill areas and in planned growth areas.
11. Increase investment in existing residential areas to maintain property values, encourage in-fill development and rehabilitation of existing homes and to encourage home buyers to live in existing neighborhoods. Investments could include sidewalks, street repair, tree and flower planting, neighborhood park development, etc.
12. The community will consider adaptive reuse, conversion of surplus and/or outmoded buildings to economically viable new uses including housing (consider old schools, hospitals, warehouses).
13. 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.
14. Any multi-family residential development that abuts established low-density residential areas should be very carefully designed to minimize potential negative impacts on existing homes.
15. Residential in-fill development will be encouraged prior to the development of housing in areas currently not occupied by residential structures.
16. 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 school district must have sufficient capacity to accommodate new students who will live in the school district.
- c) The street and sidewalk 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

The Calumet County Homebuyer Program is offered through the county's planning department and is administered by Mary Bach of Community Housing Coordinators. Funds are allocated to qualifying persons in order to help them make a down payment on a home, make repairs to a home they are purchasing, or even construct a home. Applicants must be income eligible to qualify for services and family size also helps determine eligibility. Applicant must complete an application, participate in homebuyer classes and financial counseling, prepare a spending/savings plan, and use a minimum of \$1,000 of personal funds toward the down payment. Applications are available at the County Planning Department office. For more information call Mary Bach at (920) 470-3333.

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.

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3. 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.



STH 55/114 in Sherwood

3.2 Existing Road System

Primary roadways within the village include the following:

- ◆ STH 55/114
- ◆ CTH B
- ◆ CTH M

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, 2004

Municipality	US	State	County	Town	City	Village	State	Private	Total		
	Highways	Highways	Ramps	Highways	Roads	Roads	Roads	Park Roads		Alleys	Roads
T. Brillion	5.1	6.7	0.0	11.8	60.9	1.5	0.0	0.0	0.0	0.0	86.0
T. Brothertown	6.9	0.1	0.0	17.4	55.5	0.0	0.0	0.0	0.0	0.7	80.7
T. Charlestown	5.0	3.1	0.0	8.6	35.6	0.4	0.0	0.0	0.0	0.0	52.8
T. Chilton	2.7	5.4	0.0	14.6	46.6	0.2	0.0	0.0	0.0	0.0	69.3
T. Harrison	12.6	13.9	1.2	13.0	88.3	0.9	0.5	2.9	0.0	0.5	133.9
T. New Holstein	0.0	10.3	0.0	14.7	50.0	0.2	0.0	0.0	0.0	0.0	75.3
T. Rantoul	0.0	0.9	0.0	13.3	46.7	0.0	0.3	0.0	0.0	0.2	61.4
T. Stockbridge	1.9	7.3	0.2	10.1	59.5	0.0	0.4	0.0	0.0	0.0	79.5
T. Woodville	4.0	4.7	0.0	16.8	49.6	0.0	0.1	0.0	0.0	0.0	75.2
V. Hilbert	0.0	1.5	0.0	0.0	0.0	0.0	7.5	0.0	0.0	0.0	9.1
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	2.0	0.0	0.9	0.5	0.0	19.0	0.0	0.0	0.0	22.4
V. Stockbridge	0.0	1.3	0.0	2.3	0.0	0.0	7.4	0.0	0.0	0.0	10.9
C. Appleton*	53.5	0.4	4.8	1.5	4.1	0.1	41.6	0.0	0.0	0.1	106.0
C. Brillion	2.0	0.0	0.0	2.1	0.0	17.8	0.0	0.0	0.0	0.0	21.9
C. Chilton	2.8	1.7	0.0	3.1	0.0	25.4	0.0	0.0	0.1	0.0	33.1
C. Kiel*	0.0	0.9	0.0	0.0	0.0	1.9	0.0	0.0	0.1	0.0	2.9
C. Menasha	0.5	4.1	1.8	1.6	0.9	77.0	0.0	0.0	0.0	0.5	86.4
C. New Holstein	0.0	2.2	0.0	1.9	0.0	20.4	0.0	0.0	1.6	0.0	26.1
Calumet County	43.5	64.5	3.1	139.3	486.6	120.7	36.6	2.9	2.0	2.4	901.5

*Only includes roads in Calumet County.

Source: Calumet County Planning Department.

There is a total of 22.4 miles of roadway in the Village of Sherwood. The majority is comprised of village streets which make up a total of 84.8% 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, the 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.

Principal Arterials

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

There are no principal arterials in the Village of Sherwood.

Minor Arterials

In conjunction with principal arterials, minor arterials serve cities, large communities, and other major traffic generators, providing intra-regional and inter-area traffic movement. Minor arterials in Sherwood include STH 55 and STH 114.

STH 55 is a major roadway linking north to south in Calumet County. This highway begins 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.

STH 114 is located in northwest Calumet County and travels from Menasha in coordination with U.S. 10 to Sherwood jointly with STH 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 STH 55/114 from USH 10 to the Village of Sherwood.

STH 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 STH 55/114, CTH M, and Clifton Road.

Major Collectors

Major 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.

There are two major collectors in the Village of Sherwood which total 1.04 miles. CTH B runs east from STH 55/114. CTH M starts at the intersection of STH 55/114 and Clifton Road and bears northeast from 114 to STH 10. CTH M, also known as Military Road, terminates at STH 10.

Minor Collectors

Minor collectors collect traffic from local roads and provide links to all remaining smaller communities, locally important traffic generators, and higher function roads. All developed areas should be within a reasonable distance of a collector road.

There are three minor collectors in the Village of Sherwood which total 2.7 miles. 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 STH 55/114 and the intersection of Golf Course and Bridge Road.

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 15.9 miles of local roads.

Table 3-2
Miles of Road by Functional Classification, Village of Sherwood, 2006

	Miles	% of Total
Rural Local	15.9	71.0%
Rural Major Collector	1.2	5.3%
Rural Minor Arterial	2.6	11.6%
Rural Minor Collector	2.7	12.0%
Total	22.4	100.0%

Source: Calumet County Planning Department.

Map 3-1 Existing Transportation System

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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, 2000 and 2004

Location	2000	2004	# Change 2000-2004	% Change 2000-2004
CTH M, just north of STH 55	1,400	1,500	100	7.1%
CTH M, between CTH B and STH 55	8,900	8,600	-300	-3.4%
CTH M, just south of CTH B	7,700	9,000	1,300	16.9%
Stommel Road, just south of STH 114	1,000	1,100	100	10.0%
State Park Road, just east of Pigeon Road	1,100	900	-200	-18.2%

Source: Wisconsin Department of Transportation. Annual Average Daily Traffic counts, 2000, 2004.

3.5 Accident Types and Locations

A main area of concern by the residents of the village is the intersection of STH 55/114, Clifton Road, and CTH M. The design of this area is perceived to be inadequate to handle the high traffic volume in this area of the village. There have been numerous accidents at this intersection which would indicate that it is indeed a dangerous spot in the community.

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

- ◆ Intersection of STH 55/114 and Stommel - Town of Harrison
- ◆ Intersection of STH 114 and State Park Road - Town of Harrison
- ◆ Intersection of STH 55/114 and Forrest Avenue - Village of Sherwood
- ◆ South intersection of STH 55 and STH 114 - Village of Sherwood

It is suggested that the village work with the town and 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 WDOT as a Basic Utility – B (BU-B) airport, and does not offer commercial passenger service. 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.



Aerial view of the New Holstein Airport

At the writing of this document, Calumet County is working with the City of New Holstein to determine whether the New Holstein Municipal Airport runway should be extended from 3,600 feet to 5,000 feet to allow for corporate jets to land at the airport. In addition, Calumet County and New Holstein are in the preliminary discussion phase about whether the airport should become a county owned and operated airport. A survey of area businesses conducted in the fall of 2004 revealed a strong desire to utilize the airport if it were expanded. Of the businesses surveyed, those located outside of the City of New Holstein indicated they would use the expanded runway more than the businesses located in the city.

According to the WDOT *Wisconsin State Airport System Plan 2020*, the New Holstein Airport will remain under its BU-B classification until the year 2020. In terms of passenger service, the nearest commercial service airports are in Green Bay at Austin Straubel International and in Appleton at the Outagamie County Regional Airport. The Outagamie County Regional 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 five commercial airlines, and provides 66 flights (arrivals and departures) daily. 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. Canadian National is the parent company of Wisconsin Central Limited, which may also use these lines. One line enters the county through Kiel and travels through New Holstein and Chilton up to Hilbert. Another line also enters Hilbert from the east. At Hilbert, these two lines join and then continue west towards Sherwood and Menasha. 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, 2004

Municipality	Miles	% of Total
T. Brillion	9.3	15.6%
T. Brothertown	0.0	0.0%
T. Charlestown	4.3	7.2%
T. Chilton	5.4	8.9%
T. Harrison	7.2	12.0%
T. New Holstein	3.9	6.6%
T. Rantoul	7.1	11.7%
T. Stockbridge	0.0	0.0%
T. Woodville	4.7	7.8%
V. Hilbert	5.1	8.5%
V. Potter	0.9	1.4%
V. Sherwood	1.4	2.3%
V. Stockbridge	0.0	0.0%
C. Appleton*	0.0	0.0%
C. Brillion	3.7	6.2%
C. Chilton	3.3	5.5%
C. Kiel*	1.3	2.1%
C. Menasha*	0.0	0.0%
C. New Holstein	2.5	4.2%
Calumet County	60.0	100.0%

*Data provided are for rail located in Calumet County only.

Source: Calumet County Planning Department.

The Village of Sherwood is home to 1.4 miles 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 in the village.

The lakefront of the village allows access to the Fox River Lock System which is system of 17 locks connecting the Great Lakes to Lake Winnebago and the Upper Fox River. The state took ownership of these locks in 2004 from the Corps of Engineers and has plans to rehabilitate 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.



High Cliff marina

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 5.77 miles of trails that connect portions of the village's downtown area and residential subdivisions. 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.



Aurora triathlon

The City of Menasha, Town 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 recent completion of the Trestle Trail, one link of the Friendship Recreation

Trail, connects the City and the Town of Menasha and features a unique lift bridge over the Menasha lock. The trail when fully completed will ultimately run from Stevens Point to Manitowoc.

Transit

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

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 in Calumet County. Taxi service is available in Menasha and other Fox Cities communities, but is limited in Calumet County. There is a volunteer transportation service coordinated through the Calumet County Senior Resources Center that links volunteer drivers with people in need on a request basis.

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

3.7 Existing State and Regional Transportation Plans and Coordination

There are no transportation related planning documents solely for Calumet County.

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.

Transportation Impacts Every Level of Government

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.

- ◆ Translink 21: A Multi-modal Transportation Plan for Wisconsin's 21st Century (this plan has been replaced with Corridors 2020. Corridors 2020 is now being updated and will be replaced with Connections 2030 in the next few years).
- ◆ Wisconsin State Highway Plan 2020
- ◆ Wisconsin Bicycle Transportation Plan 2020
- ◆ Wisconsin State Airport System Plan 2020
- ◆ Five Year Airport Improvement Plan 2002
- ◆ Wisconsin State Pedestrian Plan 2020
- ◆ Wisconsin State Rail Plan (a component of Connections 2030)

- ◆ Wisconsin Department of Transportation Access Management System Plan
- ◆ Wisconsin DNR State Trails Network Plan
- ◆ Statewide Transportation Improvement Plan
- ◆ 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 Plans for the Fox Valley Area Transportation Study area, the Transportation System Management Plan for the urbanized areas, and the Regional Transportation Plan. Existing regional plans were reviewed and coordinated throughout the planning process.

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.

The final recommendation of this plan- construction of an urban single-lane roundabout- was endorsed by the Village Plan Commission.

3.8 Planned Transportation Improvements

State Transportation Projects

Six Year Highway Improvement Program: 2006-2010

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:

- ◆ Intersection modification, STH 114/55. 0.05 miles planned for 2008 to 2010. Reconstruct intersection of STH 114/55 north of Sherwood possibly to a roundabout configuration.
- ◆ STH 55, Military Road, Village of Sherwood. STH 114 to CTH M. Planned for 2014.

Regional Plans

Long-Range Transportation/Land Use Plan, Fox Cities Urbanized Area, 2005

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 Town 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.

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.

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 2006 through 2010 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 city.

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 2005 as being in “poor” condition.

Rating of #1 (Failed):

- ◆ There are no streets in the village that are currently rated #1.

Rating of #2 (Very poor):

- ◆ There are no streets in the village that are currently rated #2.

Rating of #3 (Poor):

- ◆ Arbor Vitae Court from Arbor Vitae Drive to termini.

In 2006 the village completed the following road improvements:

- ◆ Golf Course Road from Palisades Trail to State Park Road- street resurfacing and storm sewer added.
- ◆ Stommel Road from Golf Course Road to Cliffview Drive- reconstruction with urban section.
- ◆ Forrest Lane- reconstruction.
- ◆ Pigeon Road- east side of road urbanized.
- ◆ Bridal and Black Cherry and Golf Course Road- storm sewer added and resurfaced.
- ◆ North Niagara Court, South Niagara Court, 14th Court- storm water added and resurfaced.
- ◆ Spurline Court- resurfaced.

The following improvements are scheduled in 2007:

- ◆ Timberline Drive- resurface.
- ◆ Ridgeview Court- finish course of asphalt.
- ◆ Windswept Lane- finish course of asphalt.

3.9 Transportation Goals and Objectives

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

Goal: 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. Reduce high accident locations.
3. Maintain safe locations and designs for access onto local public roadways.
4. Require developers to bear an equitable share of the costs for the improvement or construction of transportation system (road, bike paths, sidewalks, public transportation, etc.) needed to serve new development.
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: 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).

3.10 Transportation Policies and Recommendation

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 will require 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, 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 the physically challenged 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 township that can quantify potential roadway dangers in the area.

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.

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.

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 and 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 and constable. The village has a permanent full staff of six, and one summer employee. Assessment services are contracted from a private provider. Wastewater and water utility operations are contracted from a private provider.

The village recently remodeled the village office/plaza (former Harrison school). The village has been considering developing a facilities plan for the building.

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 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.

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

The Sheriff's Department currently has one school resource officer position. The deputy assigned to this position is currently working in several of the schools in the county, which are not served by a full time municipal law enforcement agency. This deputy works in the schools throughout the school year and returns to a patrol position during the summer months.

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) for the sheriff's department. One supervisor coordinates the program.

The Calumet County Sheriff's Department currently has three members assigned to the Outagamie County multi-jurisdictional response team. The team is working toward a joint effort based at the Outagamie County Sheriff's Department. Outagamie County borders Calumet to the north. The team is comprised of officers from within Outagamie County, including several cities within that county. This cooperative effort helps reduce costs for all agencies involved.

The Calumet County Sheriff's Department utilizes specialized evidence technicians. These deputies are specially trained in the processing, collecting, packaging and storing of evidence. Whenever evidence needs to be processed one of these specially trained deputies are utilized so that evidence is properly preserved for trial.

The Sheriff's Department often has to respond to serious motor vehicle crashes. Deputies with specialized training are often called upon to investigate and sometimes reconstruct the crash. The department currently has several deputies that are trained in technical accident investigation and two that are reconstructionists.

The department also has a Water (Boat) Patrol program. Calumet County rests on the eastern shore of Lake Winnebago, which is one of the largest inland fresh water lakes in the country. The purchase of equipment for this water patrol program was funded exclusively with donations from the private sector. The boat patrol provides law enforcement presence on the eastern half of the lake. The department patrols look for boaters in distress, safety and law violations and provide boating inspections and watercraft operator's safety courses.

The Sheriff's Department currently has two 1998 Polaris Indy snowmobiles which are equipped to allow snowmobile patrol on groomed snowmobile trails within Calumet County. Snowmobile

patrol deputies teach Department of Natural Resources snowmobile safety certificate classes each year.

4.4 Fire Protection Services

Harrison #1 Fire Department

The Harrison #1 Fire Department serves the southern portion of the Town 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 Town 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 department is equipped with one pumper truck, a tanker truck, and an equipment van.

4.5 Emergency Medical Services

Appleton Gold Cross

Appleton Gold Cross serves the Town of Harrison, Villages of Stockbridge and Sherwood, and the Cities of Appleton and Menasha. Gold Cross has one ambulance based at Theda Clark Hospital located in Neenah. Another ambulance is based at Saint Elizabeth Hospital on South Oneida Street in Appleton.

Harrison First Responders

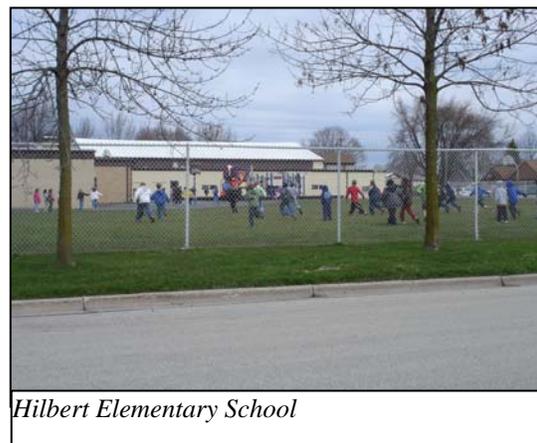
Harrison First Responders is a volunteer group, which serves the Town of Harrison and the Village of Sherwood. The First Responders were founded in 1995. The department provides emergency medical treatment and care to persons injured in traffic accidents, home or farm accidents, and people with medical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

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.



Kaukauna Area School District

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

4.7 Quasi Public Facilities

Churches and Cemeteries

- ◆ Christ the King Lutheran Church
- ◆ Sacred Heart Catholic Church
- ◆ St. John-Sacred Heart Parish
- ◆ High Cliff Cemetery
- ◆ Sacred Heart Cemetery
- ◆ St. John Cemetery
- ◆ Forest Run Pet Cemetery

Libraries

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



Sacred Heart Catholic Church, Village of Sherwood

Post Offices

The Sherwood Post office is located on Military Road in the village.

4.8 Parks, Recreation, and Open Space

State Owned Facilities

High Cliff State Park

High Cliff State Park near 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 1,145 acres. The park is located at N7630 State Park Road, Sherwood.



Fall in High Cliff State Park

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.

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, softball diamond, shelter, and picnic facilities.

Schneider Park

Small site located at the intersection of Spring Hill Drive and Sundown Court.

Gosz Park

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

Wannick Choute Park

This is 10 acre site located on Castle Drive is named for a local Native American tribal chief commonly known as Redbird. The park features a softball diamond, mowed multipurpose field, pavilion, play ground equipment, and parking lot.

Private Park and Recreation Facilities

- ◆ Sherwood Forest Country Club
- ◆ High Cliff Golf Course
- ◆ Chubby Seagull Miniature Golf Course



Sherwood Forest Clubhouse

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Map 4-1 Existing Utilities and Community Facilities

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4.9 Solid Waste Management and Recycling

The village contracts with a private provider 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.

4.10 Communication and Power Facilities

The following are communication and power providers to the village.

Electric

- ◆ WE Energies

Telephone

- ◆ TDS Telecom
- ◆ Time Warner Communications

Natural Gas

- ◆ WE Energies

Cable

- ◆ Time Warner Cable

Communication Towers

- ◆ High Cliff Road
- ◆ Kessler 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 Town of Harrison. There are currently 2-3 customers within the Town of Harrison.

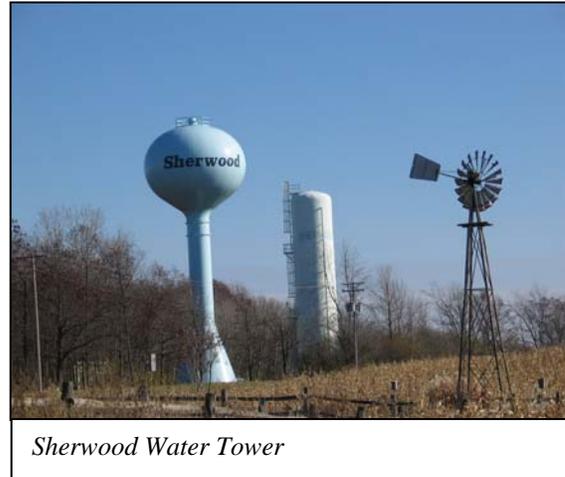
4.12 Private Onsite Wastewater Treatment Systems (POWTS)

There are limited POWTS within the village.

4.13 Public Water Supply

Village of Sherwood Water Utility

The utility was organized in 1974. The utility has approximately 960 residential and 40 commercial customers. The sole source of water for the utility is from groundwater. The utility has two operating wells and two operating storage facilities. Water storage facilities include a 1975 standpipe with a 100,000-gallon capacity, a 1992 reservoir with a 20,500-gallon capacity, and a 2000 elevated storage tank with a 200,000 gallon capacity. The utility has approximately 97,000 feet of water main, the majority of which is plastic and 8 inches in diameter. The utility also has 194 hydrants.



4.14 Stormwater Management

The village has several stormwater management plans and detention basins. The Village of Sherwood is in the process of completing a village-wide stormwater plan, funded in part with a grant from the WDNR.

Golf Course Road Stormwater Study

At the request of the village, McMahon Associates, Inc. recently conducted a stormwater study within the Golf Course Road area. The approximate study area boundaries are Pigeon Road to the west, Village's corporate limits to the north, Stommel Road to the east, and State Park Road to the south. The study was completed in June 2003.

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 and vision care clinic as well as a veterinary clinic. There are no commercial day care facilities 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

- ◆ Encourage United States Postal Service to develop a new post office in the village.
- ◆ Examine consolidation of Village Hall and Village Offices.
- ◆ Complete expansion or relocation of Public Works Garage facility.

Long Term

- ◆ Public school site- continue to plan for additional school facilities as needed.

Police Services

Short Term

- ◆ Continue to use Calumet County Sheriff's Department.

Long Term

- ◆ Examine joint force with other municipal partners.

Fire Protection and EMT/Rescue Services

Short Term

- ◆ Annually review contract.

Long Term

- ◆ Gain equity stake in VFD.

Libraries, Cemeteries, and Other Quasi Public Facilities

Short Term

- ◆ Continue to sell lots in existing cemetery.

Long Term

- ◆ Continue to maintain and enhance High Cliff Cemetery.

Parks and Recreation

Short Term

- ◆ Determine use of Wannick Park/School Site.
- ◆ Continue recreation program.

Long Term

- ◆ Continue with impact fee.
- ◆ Acquire needed park land and implement trail plan.
- ◆ Develop long range park plan.

Solid Waste and Recycling

Short Term

- ◆ Explore development of yard waste site.
- ◆ Continue education efforts regarding proper solid waste, recyclables, yard waste and medical waste handling.

Long Term

- ◆ Grow recycling efforts in Sherwood.

Sanitary Sewer Service

Short Term

- ◆ Implement capital plans.
- ◆ Install Main (Robinhood Drive) lift station generator.
- ◆ Expand garage at Wastewater Treatment Facility.
- ◆ Build Sludge Loadout Station.
- ◆ Manhole and sewer repairs or replacement as needed.

Long Term

- ◆ Implement capital plans.
- ◆ Construct aerator at wastewater treatment facility.
- ◆ Construct 12” force main at wastewater treatment facility.
- ◆ Lift station upgrades as needed.

Public Water

Short Term

- ◆ Construct new 250,000 gallon water tower in 2008-2009.
- ◆ Identify and attain new water source either through connection to outside water source or new well system in within village.
- ◆ Provide redundant loop at Kings Way from system to tower.
- ◆ Replace existing PRV in Harrison Street.
- ◆ Undertake study to assess condition and needs of existing supply.
- ◆ Replace pumps that are more than 12 years old.
- ◆ Provide water main extension to Thiel property annexation.

Long Term

- ◆ Replace meter to State Park.

Stormwater Management

Short Term

- ◆ Complete stormwater Plan.
- ◆ Enact ordinances to implement plan.

Long Term

- ◆ Establish and maintain policies to enhance stormwater quality in the village.

Health Care and Child Care Facilities

Short Term

- ◆ None

Long Term

- ◆ Develop retail healthcare facilities.

Local Roads and Bridges

Short Term

- ◆ Timberline Drive- resurface
- ◆ Ridgeview Court- finish course of asphalt
- ◆ Windswept Lane- finish course of asphalt

Long Term

- ◆ STH 114/55, CTH M, Clifton Road intersection.

Additional Facilities, Programs, or Operations

Short Term

- ◆ Develop strategy for downtown development and revitalization.
- ◆ Purchase key properties downtown for redevelopment.

Long Term

- ◆ Encourage redevelopment and investment in brown fields.
- ◆ Establish TIF, BID, 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.

Map 4-2 Proposed Transportation and Utilities and Community
Facilities

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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: 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.

Goal: 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: 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: 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. Develop 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: 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.

3. Continue collection opportunities for the proper recycling and disposal of unique (i.e., tires, white goods, etc.) and/or hazardous wastes.

Goal: *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.

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

Objectives

1. Support requests for the development of properly located and operated child care 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.

Goal: 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: 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.

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 can not 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 Requirement 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 a bi-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 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 Town 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 there are adequate flat parklands for activities such as soccer and ball games.
12. 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. The village should work with the county to review all conditional use permits relative to the placement of telecommunication towers, antennas and related facilities within the extraterritorial planning area. Criteria to review the placement of any such facilities should include the potential impacts on surrounding residential properties, the potential for co-location, setbacks from highways and other structures, visual impacts, abandonment, antenna location and property access, lighting, and security so as not to be accessible by the general public.

2. Telecommunication facilities and towers shall utilize existing facilities to the maximum extent possible.
3. Telecommunication towers shall be designed to be as unobtrusive as possible, support multi-use and/or reuse and be safe to adjacent properties.

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. Well-head protection shall be a priority when reviewing development proposals.
2. New private wells must be permitted if they are to be constructed within the village boundaries.
3. 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.
4. Extension of public water service should not be permitted outside the limits of the village.

5. The community shall review new residential projects for the availability of an adequate water supply.

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-BEBR)

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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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.



Studying aquatic life in the village.

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 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 10.9 acres of farmland and 601.3 acres of cropland, which is 28.2% 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 143.4 acres of woodlands, representing 6.6% 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 approximately 20 active non-metallic mining sites and five abandoned sites located in Calumet County (see Utilities and Community Facilities element). Of the 20 active mining sites, eight are limestone sites, two are sand and gravel sites, and 10 are gravel-only sites.

The East Central Wisconsin Regional Planning Commission administers the Wisconsin Statutes, Chapter NR 135, non-metallic mining reclamation program for Winnebago, Outagamie, Shawano, Waupaca, and Calumet Counties. 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 Town of Harrison. The access road to the quarry is located in the village while the active face of the quarry is located in the township.

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.

Sherwood is located in the Plum Creek and Lake Winnebago East watersheds.

Calumet County has one active Priority Watershed Program for the Lake Winnebago East Watershed. The program was completed in December 2003. The Wisconsin Department of Natural Resources selects specific watersheds to concentrate clean-up efforts aimed to control non-point sources of water pollution (runoff). A management plan is developed for the watershed, and the DNR supplies financial support for its implementation. The County Land and Water Conservation Department is responsible for implementation of the plan when active.

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.

Wetlands Defined

According to the United States Environmental Protection Agency, wetlands are areas where water covers the soil, or is present either at or near the surface of the soil all year or for varying periods of time during the year, including during the growing season. Wetlands can be recognized by the presence of 3 features:

1. *Wetland hydrology*, or varying degrees of saturated conditions.
2. *Hydrophytes*, or specially adapted plants that favor the prolonged presence of water.
3. *Hydric soils*, or soils that contain characteristics that confirm the long term presence of wetland hydrology.

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 82.6 acres of designated wetlands, or .3% of the total in the county and 3.8% 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.

Map 5-1 Soils

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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.

The village has .38 acres of 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.



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.

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Map 5-2 Environmental and Water Features

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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. Wells tap these fractures to access the water.

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. Cold air and sometimes water move through the fractured bedrock 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 outcrops in the village vary from small rock formations to the jagged cliffs seen at High Cliff State Park.

Map 5-3 Natural Features

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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 found in the county. The date following the occurrence name is the most recent year the occurrence was recorded in the county. Refer to the *Calumet County Inventory and Trends Report* for mapped locations of occurrences.

Aquatic Occurrences

Animal

Yellow Rail, *Coturnicops noveboracensis*, 1991
Side-swimmer, *Crangonyx gracilis*, 1994
Banded Killifish, *Fundulus diaphanous*, 1964
Greater Redhorse, *Moxostoma valenciennesi*, 1979
Blanchard's Cricket Frog, *Acris crepitans blanchardi*, 1982

Plants

Ram's-head Lady's-slipper, *Cypripedium arietinum*, 1891

Natural Communities

Open Bog, 1982
Shrub-carr, 1982
Emergent Marsh, 1982
Floodplain Forest, 1979
Northern Wet Forest, 1982

Terrestrial Occurrences

Animal

Land Snail, *Succinea bakeri*, 1998
Land Snail, *Catinella gelida*, 1998
Bat Hibernaculum, *Bat hibernaculum*, 1986

Dentate Supercoil, *Paravitrea multidentata*, 1996
Thin-lip Vallonia, *Vallonia* perspective, 1998
Broad-winged Skipper, *Poanes viator*, 1990
Northern Ringneck Snake, *Diadophis punctatus edwardsii*, 1986

Plants

Snow Trillium, *Trillium nivale*, 1995
Yellow Gentian, *Gentiana alba*, 1992
Prairie Parsley, *Polytaenia nuttallii*, 1848
Short's Rock-cress, *Arabis shortii*, 1994

Natural Communities

Dry Cliff, 1983
Moist Cliff, 1983
Talus Forest, 1999
Southern Mesic Forest, 2000

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.



Historic High Cliff Post Office and General Store

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.

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 no sites in Sherwood that are currently on either the State or National Register of Historic Places.

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. The High Cliff General Store Museum is open noon to 5:00 p.m., Friday through Sunday, from Memorial Day through Labor Day.

Wisconsin Architecture & History Inventory

The Wisconsin Architecture & 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.

According to the AHI, the Village of Sherwood has 33 sites on the Wisconsin Architecture & History Inventory. To get a description of the AHI sites in the village, see the AHI website: www.wisconsinhistory.org/index.html

Archaeological Site Inventory

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.

Up to this point in time, four archaeological sites and cemeteries have been reported for the Village of Sherwood. They include two unnamed sites (one burial mound and one campsite/village), one woodland campsite/village and the High Cliff Cemetery. Please refer to Map 5-4 for locations of these sites.

Since a systematic survey of the county has not been completed, additional cemeteries and burials may be present.

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.

Map 5-4 Historical and Cultural Features

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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: 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. Encourage the growth of agriculture related businesses and services in the community's commercial and industrial areas.
3. Preserve productive agricultural lands from quasi-rural residential, commercial, and industrial development in the unsewered extraterritorial area. (Village of Sherwood Land Use Plan, 2000)
4. Protect productive agricultural lands from premature development. (Village of Sherwood Land Use Plan, 2000)

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

Objectives

1. Preserve environmental corridor features including waterways, floodplains, wetlands, groundwater recharge areas, 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. Adopt Stormwater Management Plan.

Goal: 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: 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.
3. Promote good methods of forestry management to encourage sustainable forested and wooded lots.

Goal: 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 non-residential development.

Goal: 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. The 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 towns to strictly limit the amount of unsewered development within the village’s extra-territorial jurisdiction 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. Establish an erosion control ordinance to minimize the impacts of construction on the community’s natural resources.
8. The clean-up and reuse of brownfield sites will be pursued for redevelopment.
9. Household hazardous waste collection should be performed at least once every two years.
10. Participation in unwanted pharmaceuticals collection program should be encouraged.
11. Federal, state, and county regulation changes or additions regarding agricultural, natural and cultural resources will be consistently monitored for their impact on local resources.

12. 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.
13. Community events or programs shall be held at community parks and facilities to encourage their use.
14. Landscape shall be preserved in its natural state, insofar as practicable, by minimizing tree and soil removal.
15. 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.
16. Trail surfacing materials that are permeable and do not compound drainage and erosions problems should be used in public recreational areas.
17. Establish a tree planting ordinance to promote tree planting in residential neighborhoods.
18. An interconnected network of environmental corridors shall be maintained throughout the community.
19. Environmental corridors shall be defined by location of WDNR designated wetlands and FEMA designated floodplains.
20. 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.
21. The conversion and fragmentation of designated environmental corridors by new development, roads, and utilities shall be minimized to the extent practical.
22. 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.
23. All forms of structural development or concentrated animal numbers will be restricted on the 100-year floodplains based on FEMA maps.
24. During the building permitting process all permit holders will be informed if the site location is near or within a floodplain.
25. All development proposals will be reviewed and evaluated for their potential effects on the groundwater supply.
26. 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.

27. Identify, record, and promote preservation of historical, cultural and archaeological sites within the community.
28. A map and database of historic structures will be developed within the planning period.
29. A community survey of historical and archaeological resources will be conducted at least once every 20 years.
30. A historic preservation ordinance will be adopted to protect historic sites.
31. 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.
32. Lakeshore development shall be in concert with lakes classification and the county zoning ordinance.
33. Information on lake protection or similar grants will be evaluated for their feasibility within the community.
34. The development of lake associations and districts will be supported and encouraged within the community.
35. The community will utilize its subdivision review authority and official mapping authority to protect environmental corridors within the village limits and its extraterritorial area.
36. Municipal services will not be extended into farmland areas unless a plan for their immediate use is in place.
37. Maintain the wellhead protection ordinance or plan within the 25 year planning period.
38. 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.
39. Adopt Stormwater Management Plan.

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.

6. Economic Development

6.1 Introduction

Economic development planning is the process by which a community organizes, analyzes, plans, and then applies its energies to the tasks of improving the economic well-being and quality of life for those in the community. This can be done by addressing issues such as enhancing a community's competitiveness, establishing industrial policy, encouraging sustainable development, creating jobs, increasing wages and enhancing worker training, and improving overall quality of life. All of these issues affect residents within a community and are addressed directly or indirectly in the comprehensive plan.



The reason to plan for economic development is straight-forward - economic development helps pay the bills. It requires working together to maintain a strong economy by creating and retaining desirable jobs which provide a good standard of living for individuals. Increased personal income and wealth increases the tax base, so a community, county, or state can provide the level of services residents expect. A balanced, healthy economy is essential for community well-being. Economic development expenditures are a community investment. They leverage new growth and redevelopment to improve the area. Influencing and investing in the process of economic development allows community members to determine future direction and guide appropriate types of development according to their values.

Successful plans for economic development acknowledge the importance of:

1. Knowing your region's economic function in the global economy
2. Creating a skilled and educated workforce
3. Investing in an infrastructure for innovation
4. Creating a great quality of life
5. Fostering an innovative business climate
6. Increased use of technology to increase government efficiency
7. Taking regional governance and collaboration seriously

This section provides a summary of economic characteristics of the village, provides further detail about future economic development, and identifies goals, objectives, policies and recommendations, and programs with regard to economic development.

6.2 Labor Force

Civilian Labor Force

The labor force, by definition of the Wisconsin Department of Workforce Development, includes those who are either working or looking for work, but does not include individuals who have made a choice not to work (retirees, homemakers, and students), nor does it include institutional residents, military personnel, or discouraged job seekers.

Labor force participation increases and decreases with changes in labor market conditions. Table 6-1 displays the civilian labor force estimates for Calumet County and Wisconsin from 1999 to 2002.

Table 6-1
Civilian Labor Force Annual Averages, Calumet County and Wisconsin,
1999-2002

	1999	2000	2001	2002	% Change 1999-2002
Calumet County					
Labor Force	24,682	25,882	26,844	27,009	9.4%
Employment	24,124	25,230	25,837	25,674	6.4%
Unemployment	558	652	1,007	1,335	139.2%
Rate	2.3	2.5	3.8	4.9	113.0%
Wisconsin					
Labor Force	2,889,812	2,968,102	3,028,154	3,027,589	4.8%
Employment	2,801,777	2,862,683	2,891,294	2,860,916	2.1%
Unemployment	88,035	105,419	136,860	166,673	89.3%
Rate	3.0	3.6	4.5	5.5	83.3%

Source: Wisconsin Department of Workforce Development, Local Area Unemployment Statistics, Bureau of Workforce Information, 1999-2002.

From 1999 to 2002 the labor force of Calumet County increased by 9.4%, while the labor force of the State of Wisconsin increased by 4.8%. The unemployment rate for the county and the state had been continually increasing for the period shown but at a substantially higher rate.

Educational Attainment

Table 6-2 displays the educational attainment level of Calumet County and Village of Sherwood residents who were age 25 and older in 2000. The educational attainment level of persons within a community is often an indicator of the overall income, job availability, and well being of the community. Lower educational attainment levels in an area can also be a hindrance to attracting certain types of businesses, typically those that require high technical skills and upper management types of positions.

Table 6-2
Educational Attainment of Persons Age 25 and Over, Calumet County
and Village of Sherwood, 2000

Attainment Level	Village of Sherwood		Calumet County	
	Number	Percent of Total	Number	Percent of Total
Less than 9th grade	31	3.0%	1,464	5.6%
9th to 12 grade, no diploma	32	3.1%	1,840	7.1%
High school graduate (includes equivalency)	314	30.7%	10,575	40.6%
Some college, no degree	192	18.8%	4,571	17.5%
Associate degree	89	8.7%	2,203	8.5%
Bachelor's degree	266	26.0%	3,979	15.3%
Graduate or professional degree	98	9.6%	1,436	5.5%
Total persons age 25 and over	1,022	100.0%	26,068	100.0%

Source: U.S. Bureau of the Census, STF-3, 2000.

In the Village of Sherwood, approximately 31% of residents have graduated high school or completed the equivalency. Approximately 9% of residents have associate degrees, 26% have bachelor's degrees, and 10% have graduate or professional degrees.

Travel Time to Work

For most of the general population, the location of their home is dependent upon the location of their work. Knowing the amount of time people are willing to travel to work can serve as an indication for future locations of housing and/or economic development.

Table 6-3 displays the travel time to work for Calumet County, its municipalities, and the State of Wisconsin in 2000.

Table 6-3
Travel Time to Work, Calumet County and Wisconsin, 2000

	Less than 5 minutes	5 to 9 minutes	10 to 19 minutes	20 to 29 minutes	30 to 39 minutes	40 to 59 minutes	60 or more minutes	Worked at home
T. Brillion	47	139	170	122	151	52	31	67
T. Brothertown	18	65	270	142	84	90	39	88
T. Charlestown	42	119	109	36	15	56	14	21
T. Chilton	44	125	187	84	60	51	16	88
T. Harrison	73	367	1,358	788	313	126	98	136
T. New Holstein	90	152	269	85	131	67	9	73
T. Rantoul	24	66	151	58	39	33	18	80
T. Stockbridge	35	76	163	174	183	78	32	41
T. Woodville	39	58	157	126	64	19	25	87
V. Hilbert	41	54	185	121	110	83	13	3
V. Potter	17	7	49	10	15	9	4	0
V. Sherwood	32	34	234	306	139	28	43	32
V. Stockbridge	16	20	66	70	96	37	23	11
C. Appleton*	153	657	3,244	987	407	148	96	68
C. Brillion	254	446	221	170	266	151	41	39
C. Chilton	314	531	283	218	122	235	90	28
C. Kiel*	23	35	51	33	14	13	0	2
C. Menasha*	16	39	155	72	6	22	26	6
C. New Holstein	353	464	467	160	89	87	41	61
Calumet County	1,631	3,454	7,789	3,762	2,304	1,385	657	931
Wisconsin	135,194	398,697	917,206	531,628	307,835	181,568	113,181	105,395

*Municipality crosses at least one county line, data provided are only for portion in Calumet County.

Source: U.S. Bureau of the Census, STF-3, 2000. Only included workers age 16 and over.

For Sherwood residents who travel to work, most had a commute time of 20 to 29 minutes. A significant number also had a commute time of 10 to 19 minutes. These commute times generally indicate that many residents likely work outside of the village, most likely within Fox Valley area communities.

Household Income

The household income within an area can offer some additional insight regarding the local economy, types of jobs in the area, and the general economic base. Table 6-4 displays the 2000 household incomes for Calumet County, its municipalities, and the State of Wisconsin as reported by the 2000 Census.

Table 6-4
Household Income, Calumet County and Wisconsin, 2000

Municipality	Less than	\$15,000 to	\$25,000 to	\$35,000 to	\$50,000 to	\$75,000 to	\$100,000 to	\$150,000 to	\$200,000	Median
	\$14,999	\$24,999	\$34,999	\$49,999	\$74,999	\$99,999	\$149,999	\$199,999	or more	Income
T. Brillion	34	57	64	77	132	64	37	11	10	\$52,500
T. Brothertown	43	52	66	103	155	76	26	4	2	\$49,861
T. Charlestown	15	31	25	49	90	38	22	2	14	\$52,300
T. Chilton	19	36	45	64	133	52	23	11	2	\$53,603
T. Harrison	55	68	187	263	755	373	267	53	35	\$66,094
T. New Holstein	50	37	40	68	179	92	29	4	6	\$58,050
T. Rantoul	13	33	31	76	75	32	15	3	4	\$48,000
T. Stockbridge	29	52	65	82	151	76	43	13	7	\$55,096
T. Woodville	21	24	37	74	82	46	31	3	13	\$52,375
V. Hilbert	44	51	65	97	115	35	15	11	0	\$42,937
V. Potter	9	11	12	15	18	6	0	0	0	\$43,958
V. Sherwood	42	28	41	84	159	84	91	23	16	\$63,913
V. Stockbridge	18	17	36	71	79	33	10	0	1	\$48,021
C. Appleton*	2,660	3,246	3,265	5,046	6,701	3,216	1,755	430	580	\$47,285
C. Brillion	126	134	146	250	339	118	40	4	15	\$46,633
C. Chilton	258	158	272	243	381	124	24	2	33	\$38,401
C. Kiel*	158	200	246	183	457	129	38	9	16	\$44,239
C. Menasha*	837	1,001	1,059	1,514	1,487	660	327	66	57	\$39,936
C. New Holstein	114	186	181	354	342	117	34	21	4	\$43,180
Calumet County	1,131	1,279	1,728	2,780	4,480	2,087	1,004	213	250	\$52,569
Wisconsin	270,330	264,897	276,033	377,749	474,299	226,374	133,719	30,598	32,305	\$43,791

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

Source: U.S. Bureau of the Census, STF-3, 2000.

According to the 2000 Census, the median household income in the Village of Sherwood was \$63,913. The village's median income is significantly higher than Calumet County's reported median income of \$52,569 and even more significantly higher than Wisconsin's median income of \$43,791.

6.3 Economic Base

Employment by Industry

The employment by industry within an area illustrates the structure of the economy. Historically, the State of Wisconsin has had a high concentration of employment in manufacturing and agricultural sectors of the economy. More recent state and national trends indicate a decreasing concentration of employment in the manufacturing sector while employment within the services sector is increasing. This trend can be partly attributed to the aging of the population and increases in technology.

Table 6-5 displays the number and percent of employed persons by industry group in the Village of Sherwood, Calumet County, and the State of Wisconsin for 2000.

Table 6-5
Employment by Industry, Village of Sherwood, Calumet County, and Wisconsin, 2000

Industry	Village of Sherwood		Calumet County		Wisconsin	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Agriculture, forestry, fishing and hunting, and mining	3	0.4%	995	4.5%	75,418	2.8%
Construction	56	6.6%	1,287	5.8%	161,625	5.9%
Manufacturing	251	29.5%	7,411	33.3%	606,845	22.2%
Wholesale trade	32	3.8%	676	3.0%	87,979	3.2%
Retail trade	83	9.8%	2,386	10.7%	317,881	11.6%
Transportation and warehousing, and utilities	28	3.3%	889	4.0%	123,657	4.5%
Information	23	2.7%	439	2.0%	60,142	2.2%
Finance, insurance, real estate, and rental and leasing	74	8.7%	1,394	6.3%	168,060	6.1%
Professional, scientific, management, administrative, and waste management services	51	6.0%	944	4.2%	179,503	6.6%
Educational, health and social services	131	15.4%	3,396	15.3%	548,111	20.0%
Arts, entertainment, recreation, accommodation and food services	60	7.1%	1,120	5.0%	198,528	7.3%
Other services (except public administration)	41	4.8%	866	3.9%	111,028	4.1%
Public administration	18	2.1%	439	2.0%	96,148	3.5%
Total	851	100.0%	22,242	100.0%	2,734,925	100.0%

Source: U.S. Bureau of the Census, STF-3, 2000.

Manufacturing employed the greatest number of village residents according to the 2000 Census, 29.5% of total employment. This was followed by educational, health, and social services which employed 15.4% of village residents. These two industry sectors were also the greatest employers in Calumet County and the State of Wisconsin.

Employment by Occupation

The previous section, employment by industry, described employment by the type of business or industry, or sector of commerce. What people do, or what their occupation is within those sectors reveals factors that make up the economy of Calumet County. This information is displayed in Table 6-6.

Table 6-6
Employment by Occupation, Village of Sherwood, Calumet County, and Wisconsin, 2000

Occupation	V. Sherwood		Calumet County		Wisconsin	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Management, professional, and related occupations	337	39.6%	6,467	29.1%	857,205	31.3%
Service occupations	103	12.1%	2,393	10.8%	383,619	14.0%
Sales and office occupations	217	25.5%	5,264	23.7%	690,360	25.2%
Farming, fishing, and forestry occupations	5	0.6%	314	1.4%	25,725	0.9%
Construction, extraction, and maintenance occupations	85	10.0%	2,095	9.4%	237,086	8.7%
Production, transportation, and material moving occupations	104	12.2%	5,709	25.7%	540,930	19.8%
Total	851	100.0%	22,242	100.0%	2,734,925	100.0%

Source: U.S. Bureau of the Census, STF-3, 2000.

Management, professional, and related occupations employ the greatest number of residents in the Village of Sherwood. Sales and office occupations employ the second greatest number of residents.

Wages

The wages that are provided by a particular industry in a particular area can offer several insights. Higher wages within an industry, when compared to neighboring areas, can indicate a strong economic segment. That wage can also be used to attract commuters and new residents, who, in turn, will consume products in the area. Lower than average wages can also indicate a lower quality of life in the area or a lack of qualified labor. Table 6-7 displays the annual average wages by economic division for Calumet County in 2002.

Table 6-7
Average Annual Wage by Industry, Calumet County, 2002

Economic Division	Annual Average Wage	Percent of State Average
All industries	\$24,548	76%
Natural resources	\$26,786	105%
Construction	\$33,331	84%
Manufacturing	\$35,085	86%
Trade, transportation, utilities	\$23,334	82%
Financial activities	\$25,589	63%
Education & health	\$27,130	80%
Leisure & hospitality	\$7,605	64%
Other services	\$12,238	63%
Public administration	\$24,499	73%

Source: Wisconsin Department of Workforce Development, Bureau of Workforce Information, Covered Employment & Wages, August 2003.

The manufacturing industry in Calumet County offers the highest average annual wage, followed by the construction industry. The natural resources industry was the only industry in Calumet County that had an annual average wage greater than the State of Wisconsin's average.

Commuting Patterns

The county labor force includes all employed and unemployed residents who live in the county, even though they may travel out of the county for work. It is important to recognize that workers are a valuable resource that should be retained within the county to the greatest extent possible. Table 6-8 displays the commuting patterns for Calumet County.

Table 6-8
Commuting Patterns, Calumet County, 2000

Area	Live in Calumet County Work in:	Travel to Calumet County From:	Net Commute
Outagamie County	6,739	1,611	-5,128
Winnebago County	3,423	570	-2,853
Manitowoc County	713	1,968	1,255
Sheboygan County	632	433	-199
Brown County	598	467	-131
Fond du Lac County	494	614	120
Waupaca County	69	30	-39
Milwaukee County	33	23	-10
Portage County	14	22	8
Dodge County	13	11	-2
Elsewhere	234	163	-71
Work in Calumet County	8,951	8,951	0
Total	21,913	14,863	-7,050

Source: U.S. Bureau of the Census, STF-3, 2000.

Approximately 7,000 more workers leave Calumet County for work than come to the county for work. Calumet County loses the majority of its labor force to Outagamie County, followed by Winnebago County. Calumet County does attract 1,255 workers from Manitowoc County.

According to the 1990 Census, of the 17,270 workers in the county at the time, approximately 9,060 worked in another county while 8,146 worked in Calumet County. Therefore, in 1990 approximately 47.2% of workers lived and worked in Calumet County and by 2000 this figure decreased to 40.8%.

Employment Forecast

An important feature of determining the economic health and future of Calumet County and its communities is to determine the amounts and types of jobs currently available as well as make predictions for the future.

In November of 2003, the Wisconsin Department of Workforce Development (WDWD) released a report titled *Wisconsin Projections 2000-2010: Employment in Industries and Occupations*, which examined jobs in over 70 industries and 750 occupations. Many of the projections and estimates provided in the report will affect Calumet County and/or local economies.

Overall, the number of jobs in Wisconsin is expected to grow by 9.6% by 2010. While employment in Wisconsin's manufacturing sector has shrunk in the past few years, this sector is anticipated to gain back some of the jobs lost since 2000. The manufacturing industries projected to add the most jobs are lumber and wood products, furniture and fixtures, and food and kindred products. The manufacturing industries expected to lose the most jobs are industrial machinery and equipment, primary metal, and electronic and other electrical equipment.

The services sector will be the job growth leader, spurred on by the aging of Wisconsin's population, technological innovations in health services and computer services, and continued outsourcing of business functions. Over 70% of the new jobs in the services sector will be in health, business, educational, or social services. Another sector expected to add numerous jobs is retail trade. This increase is expected due to population and tourism growth, and the likelihood that people will continue to prepare fewer meals at home.

6.4 Environmentally Contaminated Sites for Commercial or Industrial Use

The Environmental Protection Agency (EPA) and the Wisconsin Department of Natural Resources (WDNR) urge the clean up of environmentally contaminated commercial or industrial sites to utilize the lands for more productive uses. According to the WDNR, Calumet County has a variety of sites that are in need of clean up or where clean up is underway.

According to the WDNR's Bureau of Remediation and Redevelopment Tracking System (BRRTS) there are five types of environmentally contaminated sites in Calumet County. They are classified as follows:

- ◆ Spills: A discharge of a hazardous substance that may adversely impact, or threaten to adversely impact, public health, welfare, or the environment. Spills are usually cleaned up quickly.
- ◆ LUST: A Leaking Underground Storage Tank that has contaminated soil and/or groundwater with petroleum. Some LUST cleanups are reviewed by the WDNR and some are reviewed by the Wisconsin Department of Commerce.
- ◆ ERP: Environmental Repair (ERP) sites are 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 caused contamination. The ERP module includes petroleum contamination from above-ground (but not from underground) storage tanks.

- ◆ General Property: This module contains records of various milestones related to liability exemptions, liability clarifications, and cleanup agreements that have been approved by the WDNR to clarify the legal status of the property.
- ◆ VPLE: A voluntary Property Liability Exemption (VPLE) is an elective process in which a property owner conducts an environmental investigation and cleanup of an entire property and then receives limits on future liability for that contamination under s. 292.15, Wisconsin Statutes. An individual, business, or unit of government can receive the liability exemption after a completed cleanup is approved.

For the Village of Sherwood, as of August 2005, there were a total of three sites identified by BRRTS as being located within the village and as being open or conditionally closed (indicating that further remediation may be necessary). Two sites are identified as spill locations that are historic, indicating that cleanups were completed prior to 1996. Further action for clean-up of these sites is likely not required. The third site is identified as a LUST site, with the site name of Wink Mart (Winkler Oil). The status of this site should be further reviewed by the village for the potential of re-use or redevelopment.

6.5 Strengths and Weaknesses Analysis

A determination of the strengths and weaknesses of the Village of Sherwood and its economy provide the basic planning steps for future economic development. Strengths should continue to be promoted and new development which fits well with these features should be encouraged. Weaknesses should be improved or further analyzed and new development which displays aspects similar to identified weaknesses should be discouraged. The economic strengths and weaknesses of the village are as follows:

Strengths

- ◆ Location to Fox Valley and Green Bay area.
- ◆ Availability of major transportation routes.
- ◆ Proximity to natural and cultural resources.
- ◆ Availability of tourism and recreational opportunities.
- ◆ High quality of life.
- ◆ Quality school systems.
- ◆ Quality community infrastructure, sewer, water, roads, etc.
- ◆ Available land for commercial and industrial development.
- ◆ Desirability of village as reflected in high growth trends.
- ◆ High rate of growth of population.
- ◆ Availability of opportunities for higher education.
- ◆ High household incomes and levels of post-secondary education achievement.

Weaknesses

- ◆ Due to location, high number of commuters leaving the village for work.
- ◆ Aging population.
- ◆ Due to high growth, potential for strain on local resources.

- ◆ Generally limited affordable housing opportunities.
- ◆ Limited retail commerce available.
- ◆ Limited police protection.
- ◆ No mass transit.
- ◆ No senior care/child care facilities.

Tax Incremental Financing Districts

Tax Incremental Financing (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 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 Value Limitation Report for 2005, the following municipalities within, or partially within, Calumet County operate TIF districts.

- ◆ Village of Hilbert, established 1996
- ◆ Village of Sherwood, established 1992
- ◆ City of Appleton, six TIFs established in 1980, 1991, 1993, 1995, 1999, 2000
- ◆ City of Chilton, established in 1992
- ◆ City of Kiel, three TIFs established in 1988, 1990, 1992
- ◆ City of Menasha, seven TIFs established in 1986, 1987, 1990, 1997, 1998, 1998, 2003
- ◆ City of New Holstein, two TIFs established in 1994, 2000

Village of Sherwood TIF Summary

The Village of Sherwood has one active TIF district that was created in 1992. This TIF district is for industrial use (recreational industry), therefore having a life of 27 years or until the year 2019. No extensions are allowed to increase the life of the district. The expenditure period (the period of time the village can make improvements) can go until 2014. As of January 1, 2005, the value increment (increased value over the base value established in 1992) is \$79,847,700 or 40.22% of the total equalized value of the village (\$198,530,900 total equalized value of the village).

Under the TIF law, the village cannot have more than 12% of the equalized value of the village in value increment. The village currently has 40.22% in increment and could therefore not create or amend districts. If the village should decide to terminate the TIF district prior to the maximum life, the village would be responsible for any unpaid costs within the districts.

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Map 6-1 Economic Development, TIF

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6.6 Visual Preference Survey

As part of the planning process, the Village of Sherwood conducted a Visual Preference Survey on October 12, 2006. Seventy-six residents took part in the exercise. The survey consisted of a series of slides in six categories. Participants rated the images on a scale of 0 to 10 with 0 being not appropriate for Sherwood and 10 being highly appropriate for Sherwood (feature shown should be encouraged or required in the village). The survey covered the categories of Roundabouts, New Construction, Building Massing, Storefront Design, Signs, Awnings, and Street Enhancements.

Overall the survey shows that there is a wide range of opinion in the community with those that took the survey. There will need to be some substantial focus group work done before Sherwood is able to determine any solid direction for a downtown vision. Within the statistics though, there are definite trends. The results point to a preference for traditional downtown buildings with smaller building massing and pedestrian scaled detail.

Please see Appendix A for further discussion and data.

6.7 Desired Economic Development

Similar to most communities in Calumet County, the Village of Sherwood would welcome most economic opportunities that do not sacrifice community character or require a disproportionate level of community services per taxes gained. The categories or particular types of new businesses and industries that are desired by the community are generally described in the goals, objectives, and policies and recommendations. The village would welcome a full scope of services including retail, health care, business parks, and service entities. Small manufacturing operations including machine, carpentry, and similar types of businesses are also encouraged. Refer to the village's preferred land use map for detail on desired locations for commercial and industrial development.

6.8 Economic Development Goals and Objectives

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

Goal: 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 economic development groups and area economic development groups.

Goal: 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: 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: 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: *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.

Goal: *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: *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).

6.9 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. Future commercial development should be concentrated within and adjacent to the commercial designated areas and expand outwards.
3. 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.
4. Highway corridor development shall be directed to designated, planned commercial areas and address building signage, lighting, service and land use standards.
5. 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.
6. 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.
7. 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.
8. Require annual evaluation of goals and re-assessment of its purpose if necessary.
9. May create a local revolving loan fund 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.
10. Ensure that there is an adequate supply of serviceable commercial and industrial land located close to adequate transportation services.
11. 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.
12. Large, bulky, box-like commercial structures shall be avoided.
13. Where possible, parking lots shall be placed behind buildings to lessen their visual impact on the community.

14. 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.
15. The development of economic area plans will be pursued within the planning period, for example; downtown redevelopment plans, highway commercial corridor plans, etc.
16. 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.
17. Complete a strategic planning process aimed at determining a shared vision for the downtown.
18. Work with Calumet County Economic Development specialist to develop a Market Analysis and Consumer survey to further identify potential needs of the village.

6.10 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.

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

The CDBG-ED program was designed to assist businesses that will invest private funds and create jobs as they expand or relocate to Wisconsin. The Wisconsin Department of Commerce awards the funds to a general-purpose unit of government (community) which then loans the funds to a business. When the business repays the loan, the community may retain the funds to capitalize a local revolving loan fund. This fund can then be utilized to finance additional economic development projects within the community. For more information contact the Wisconsin Department of Commerce.

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

The Public Facilities for Economic Development (PFED) program is designed to assist communities with expanding or upgrading their infrastructure to accommodate businesses that have made a firm commitment to create jobs and invest in the community. Eligible activities are those improvements to public facilities such as water systems, sewerage systems, and roads that are owned by a general or special purpose unit of government, that will principally benefit one or more businesses, and that as a result will induce the business(es) to create additional jobs and to invest in the community. The total amount of all CDBG-PFED assistance received by an eligible government may not exceed \$1,000,000 per calendar year. The total amount of CDBG-PFED assistance that can be provided to benefit a single business or related businesses may not exceed \$750,000. For more information contact the Wisconsin Department of Commerce, Bureau of Community Development.

Wisconsin Department of Commerce

The Wisconsin Department of Commerce (WDOC) has several grant programs and services available to communities or businesses within communities. The federally funded Community Development Block Grant (CDBG) program can be used for housing, economic development, and public facility improvements. WDOC also offers many more business assistance and financing programs as well as economic development news and statistics. For more information regarding available WDOC services call (608) 266-1018 or visit its web-site at www.commerce.state.wi.us for a further list of programs and financial resources.

- ◆ **Brownfields Program:** This program provides information and assistance related to brownfields redevelopment. The Brownfields Development Consultant can assist in the identification and resolution of regulatory and liability issues as they relate to environmentally contaminated properties. Contact Jason Scott, 608/261-7714.
- ◆ **Business Retention and Expansion Survey:** This program helps communities produce confidential, comprehensive data profiles on businesses in the community in order to develop a systematic approach to business retention. Contact Lorie Ham, 608/266-9884.
- ◆ **Community Development Block Grant Technical Assistance:** This program is available to local government officials, business persons, and local community and economic development organizations needing assistance in exploring financial and technical assistance options available to them.
- ◆ **Main Street Program:** This program helps communities revitalize their downtown areas. The National Main Street Center and state staff offer a comprehensive range of professional services that follow a four-point approach: organization, promotion, design, and economic restructuring.
- ◆ **Wisconsin Youth Apprenticeship Program:** This program helps businesses prepare future workers and is an integral part of the State Department of Workforce Development's workforce training strategy. Youth apprenticeship is a rigorous two-year elective program for high school juniors and seniors that combine academic and technical classroom instruction and on-the-job training from business mentors.

Joint Effort Marketing (JEM) Grant Program

The Joint Effort Marketing (JEM) Grant Program provides partnership funding to help non-profit organizations promote tourism and to maintain a strong tourism industry in Wisconsin. JEM is based on state statutes and administrative rules that govern its administration, and permit the department to conduct a matching grant program with local non-profit organizations on a cooperative basis. The program offers Wisconsin's tourism communities a variety of options to assist in the development of marketing initiatives. Contact the Wisconsin Department of Transportation for further information.

Wisconsin Department of Workforce Development

The Wisconsin Department of Workforce Development (DWD) is a state agency charged with building and strengthening Wisconsin's workforce in the 21st century and beyond. The Department's primary responsibilities include providing job services, training, and employment

assistance to people looking for work, at the same time as it works with employers on finding the necessary workers to fill current job openings.

Under the DWD umbrella, a wide variety of employment programs can be found which include securing jobs for the disabled, assisting former welfare recipients as they make a transition into work, promoting 72 job centers, linking youth with the jobs of tomorrow, protecting and enforcing worker's rights, processing unemployment claims, and ensuring workers compensation claims are paid in accordance with the law. There are six divisions within the Department which is headed by a Secretary appointed by the Governor. For further information visit the web-site at www.dwd.state.wi.us.

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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 jurisdictions activities with regard to air, water, and wildlife impacts 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. Increasingly, 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.

Calumet County Intergovernmental Coordination

Calumet County has 35 units of government and special purpose districts.

- ◆ 6 Cities
- ◆ 9 Towns
- ◆ 4 Villages
- ◆ 11 School Districts
- ◆ 4 Sanitary Districts
- ◆ 1 Lake Protection District

Two cities in Calumet County, Menasha and Kiel, partially lie in two counties. The City of Appleton lies in three counties.

Intergovernmental Cooperation Benefits

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

- ◆ 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.

- ◆ 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.
- ◆ 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.
- ◆ 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.
- ◆ Consistency – Cooperation can lead to consistency of the goals, objectives, plans, policies, and actions of neighboring communities and other jurisdictions.
- ◆ Predictability – Jurisdictions that cooperate provide greater predictability to residents, developers, businesses, and others. Lack of predictability can result in lost time, money, and opportunity.
- ◆ 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.
- ◆ Trust – Cooperation can lead to positive experiences and results that build trust between jurisdictions.
- ◆ 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.
- ◆ Service to citizens – The biggest beneficiaries of intergovernmental cooperation are 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.

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 Town of Harrison provides fire protection services including first responder services to the Village of Sherwood. The agreement is annual with automatic renewal.

Other

The Village of Sherwood and the Town of Harrison have increasingly positive communications. There are no regularly scheduled meetings with the town, but meetings occur as needed. The two units of government have been considering a possible collaborative yard waste site. The village works with the town informally for road patching and grading as well as snow removal and use of special equipment. There are some joint recreation programs as well.

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.

Other

The village has a very positive relationship with the county and works closely with the county in many of the county's planning efforts, as evidenced by the participation in the Calumet County Comprehensive Plan.

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.

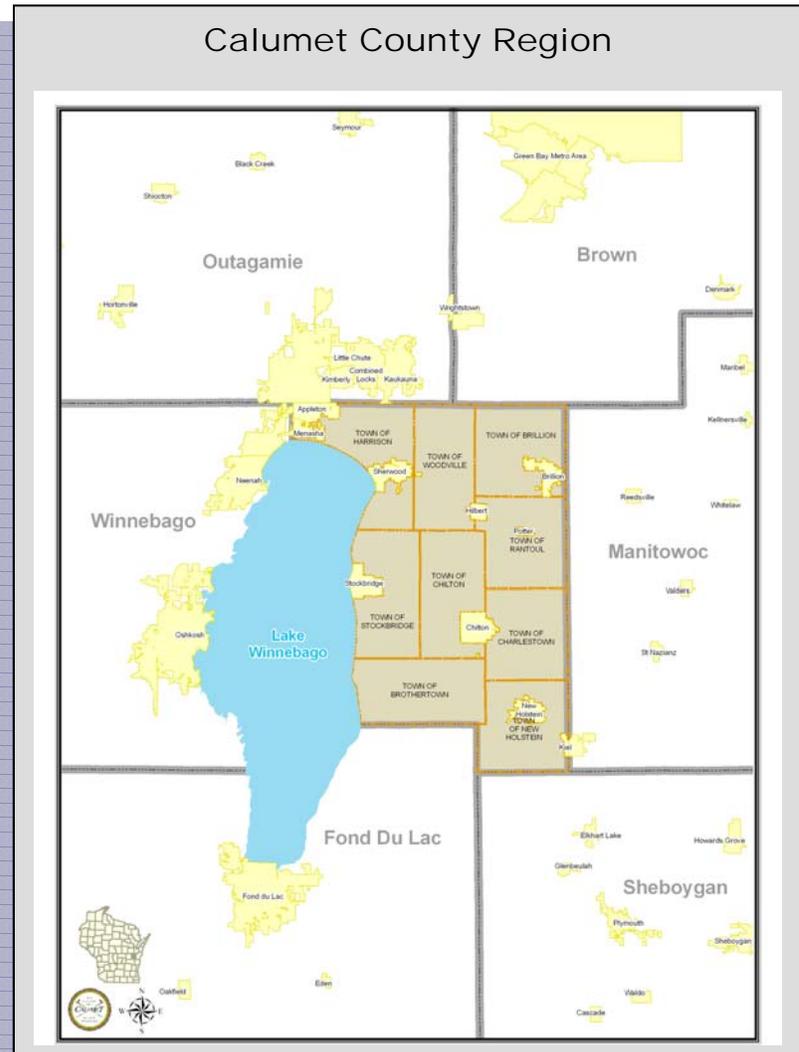
The Village of Sherwood is actively involved with the following organizations or agencies:

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.

WI be Smart Coalition

The Village of Sherwood is part of this cooperative regional recycling efficiency incentive grant that includes communities from Sherwood to Milwaukee.

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:

- ◆ Cooperation with services
- ◆ Cooperation with regulations
- ◆ Cooperation by sharing revenue
- ◆ 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, and Land Information Office Neighboring municipalities
3. Develop plan implementation ordinances and other tools.	Calumet County Planning, Zoning, and Land Information Office Neighboring municipalities
4. Work with the school district to anticipate future growth, facility, recreation, and busing needs.	School District
5. Share excess capacity of the wastewater or municipal water system.	Neighboring municipalities
6. Share community staff, office equipment, or construction and maintenance equipment.	Neighboring municipalities
7. Coordinate shared services or contracting for services such as police protection, solid waste compost and recycling, recreation programs, etc.	Neighboring municipalities
8. Improve the management of lands in planned extraterritorial growth areas through annexation, extraterritorial authority, official mapping, or boundary agreements.	Neighboring municipalities
9. Cooperatively manage land use and development to ensure continuing groundwater quantity and supply.	Calumet County Planning, Zoning, and Land Information Office Neighboring municipalities
10. Improve attractiveness of community entrance points.	Calumet County Planning, Zoning, and Land Information Office Neighboring municipalities

Potential Conflicts and Resolutions

Several potential conflicts may develop through the course of the planning period. Potential conflicts can be most effectively addressed in a “pro-active” fashion. In other words, pursuing opportunities will often avoid future conflicts.

Potential conflicts and the process to resolve the conflicts are summarized as follows:

Potential Conflict	Process to Resolve
1. Siting of large livestock farms near incorporated areas.	Towns to establish buffer areas around cities and villages.
	Calumet County to administer ACTP51 performance standards for livestock operations over 500 animal units.
2. Annexation conflicts between village and adjacent towns.	Joint community plan commission meetings to discuss issues.
	Continued meetings of the Calumet County Advisory Committee (CAC) with representation from every community.
	Use of boundary or intergovernmental agreements.
3. Low quality commercial or industrial building and site design along highway corridors or community entrance areas.	Joint community plan commission meetings to discuss issues.
	Continued meetings of the Calumet County Advisory Committee (CAC) with representation from every community.
	Cooperative design review ordinance development and administration.
4. Development or land use that threatens groundwater quality in municipal well recharge areas.	Joint community plan commission meetings to discuss issues.
	Continued meetings of the Calumet County Advisory Committee (CAC) with representation from every community.
	Cooperative planning and implementation of wellhead protection areas.
5. Construction of buildings or other improvements in areas planned for future parks, street extensions, or other public infrastructure.	Distribution of plans and plan amendments to adjacent and overlapping governments.
	Joint community plan commission meetings to discuss issues.
	Continued meetings of the Calumet County Advisory Committee (CAC) with representation from every community.
	Cooperative planning and implementation of official mapping.

Potential Conflict	Process to Resolve
6. Concern over poor communication between communities and school districts, sanitary districts, and other special governmental units.	Distribution of plans and plan amendments to adjacent and overlapping governments.
7. Concern over too much intervention by Calumet County and state relative to local control of land use issues.	Adoption and implementation of local comprehensive plans.
	Local units of government taking responsibility for developing, updating, and administering local land use ordinances and programs. Maintain communication with Calumet County on land use issues. Provide ample opportunities for public involvement during land use planning and ordinance development efforts.
8. Increasing cost of providing services and amenities such as parks, recreation programs, libraries, etc., that benefit the surrounding region.	Continued meetings of the Calumet County Advisory Committee (CAC) with representation from every community.
	Continued involvement with the Calumet County Municipal Leaders Group to discuss and resolve issues. Cooperative planning for revenue sharing, shared service agreements, impact fees, level of service standards, etc.
9. Possible resistance on the part of township or other municipalities to enter into agreements for shared services.	Continue discussions to the extent possible with interested jurisdictions.
10. Potential conflict between desire for growth and need to have growth happen in a controlled and managed manner.	Draw upon Comprehensive Plan to ensure that decisions are consistent with long term goals of the village as discussed in the document.
11. Siting of wind turbines near incorporated areas.	Towns to establish turbine-free buffer zones at borders with incorporated municipalities Calumet County to adopt regulations for licensing and permitting of turbines.
12. Siting of ethanol plants in vicinity of incorporated areas.	Towns to establish buffer zones at borders with incorporated municipalities. Calumet County to adopt regulations for licensing and permitting of ethanol plants.

As part of the planning process, the Village of Sherwood participated in an open house meeting that included representatives from the Village of Sherwood, the Town of Harrison, the Town of Woodville, and Calumet County. Twenty two people attended this meeting. The purpose of the meeting was to review planning maps and discuss any issues of concern or ideas on how to improve intergovernmental cooperation. Issues of mutual interest, including buffer zones, density, development patterns, land use and transportation issues were discussed at this meeting.

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.

There are two main formats for intergovernmental agreements under Wisconsin Statutes. The first is available under Section 66.0301, which allows any two or more communities to agree to cooperate for the purpose of furnishing services or the joint exercise of any power or duty authorized under state law. Another format for an intergovernmental agreement is a “cooperative plan” under Section 66.0307 of the Wisconsin Statutes. This approach is more labor intensive and ultimately requires state approval of the agreement, but does not have some of the limitations of the 66.0301 agreement format.

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:

- ◆ 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 waster treatment for these types of areas include group (or community) waste treatment systems or separate sanitary or utility districts.
- ◆ 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.

- ◆ 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.
- ◆ 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: *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



Calumet County Courthouse

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. A multi-jurisdictional planning effort will be considered when the comprehensive plan is updated.
12. 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.
13. 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.
14. 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.
15. Opportunities for sharing community staff or contracting out existing staff availability will be pursued should the opportunity arise.
16. All community facilities which have available capacity shall be considered for joint use with a neighboring community or group.
17. 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 web-site at www.uwex.edu/lgc/.

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.



Village of Sherwood

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 (0.22% of total land use). Residential land use accounts for 454 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

Land Use Inventory

Existing land use as of 2004 was inventoried by the East-Central Wisconsin Regional Planning Commission using aerial photography, other existing maps, field verification, and input from local communities. The existing land use inventory incorporates land use classifications that were determined to best represent the character and features of the county while being classified consistently throughout the East-Central planning region.

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 31 acres or 1.4% 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.



Residential subdivision in Sherwood

Parks and Recreation

Recreation is a major type of land use in the Village of Sherwood. The various areas make up 431 acres of the land or 19.8 % 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.



Recreational land in the village.

Farmland and Cropland

Farmland and cropland occupies a significant portion of the land in Sherwood. Currently, farmland and cropland occupies approximately 560 acres, or 26 % of the land in the village. This land also includes areas that are wetlands. These agricultural areas are located on the periphery of the village. As the village continues to grow, this land (excluding wetlands) 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 222 acres or 10.3 % of the land in the village.

Industrial and Quarry

The Village of Sherwood has almost 52 acres of land, or 2.4% of the village land mass, currently used for industrial or quarry purposes. This is due to the fact that a portion of the J&E Quarry lies within the village boundary.



Industrial property located along the rail line

Institutional

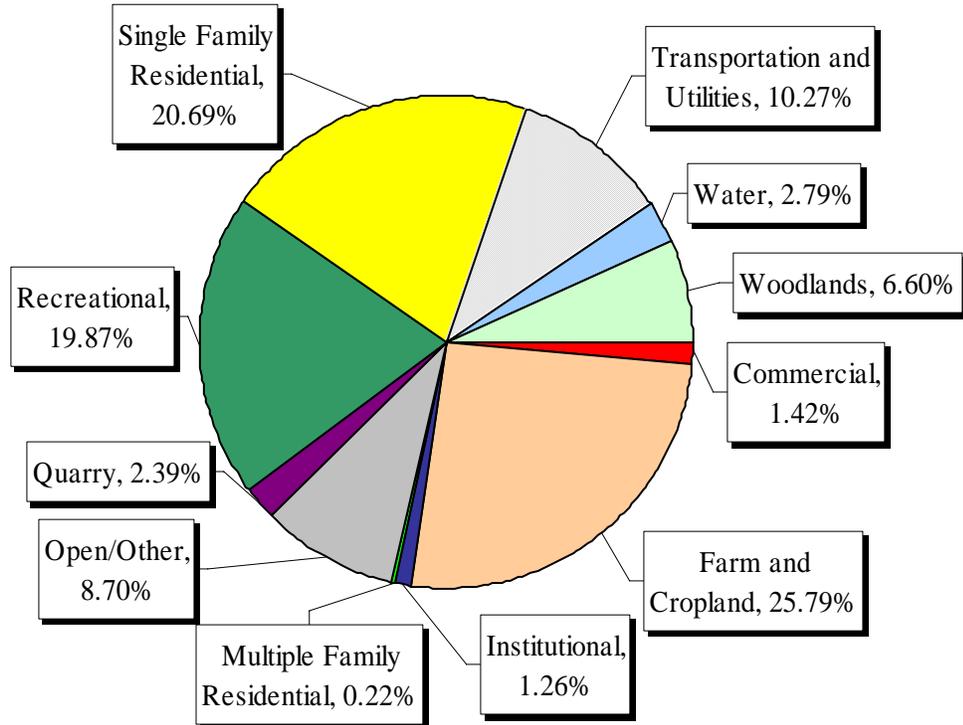
The Village of Sherwood has 27.3 acres of land, or 1.3% of the village land mass which is currently used for institutional purposes. This includes schools, government buildings, churches, and cemeteries. The institutional buildings are primarily located along STH 55/144 and in the village center along Clifton Road.

Table 8-1
Current Land Use, Village of Sherwood, 2004

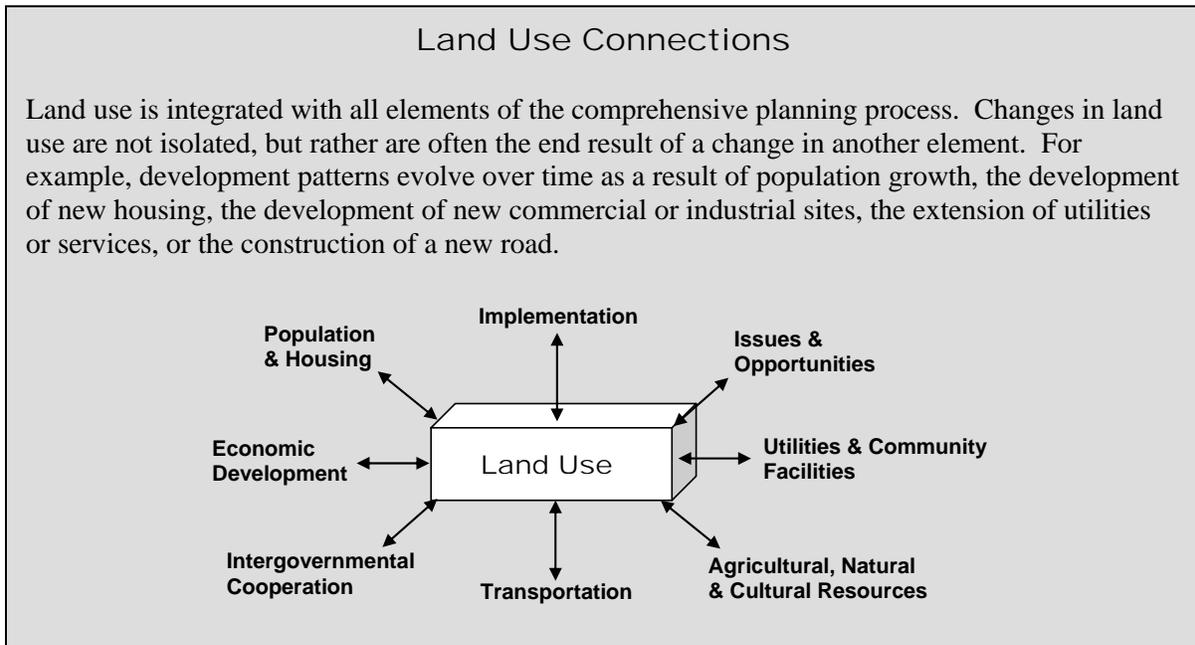
Feature	Acreage	% of Total
Commercial	30.91	1.42
Farm and Cropland	560.19	25.79
General Residential	0	0.00
Industrial	0	0.00
Institutional	27.39	1.26
Multiple Family Residential	4.67	0.22
Open/Other	188.99	8.7
Quarry	51.97	2.39
Recreational	431.42	19.87
Single Family Residential	449.28	20.69
Transportation	204.03	9.40
Utilities	18.88	.87
Water	60.54	2.79
Woodlands	143.36	6.60
Total	2171.65	100%

Source: Calumet County Planning Department.

Figure 8-1
Existing Land Use, Village of Sherwood, 2004



Source: Calumet County Planning Department.



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Map 8-1 Existing Land Use

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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 8-2 details the total equalized values for the Village of Sherwood from 2001 to 2005 by land category.

Table 8-2
Equalized Valuation, Village of Sherwood, 2001-2005

Year	Residential	Commercial	Manufacturing	Agricultural	Other*	Total Real Estate
2001	\$106,689,100	\$6,185,600	\$253,500	\$153,200	\$245,200	\$113,526,600
2002	\$130,666,800	\$6,732,200	\$253,500	\$77,000	\$278,400	\$138,007,900
2003	\$142,586,000	\$9,257,500	\$253,500	\$49,800	\$292,900	\$152,439,700
2004	\$165,749,500	\$9,689,900	\$253,500	\$60,600	\$312,200	\$176,065,700
2005	\$186,308,600	\$10,374,300	\$277,500	\$90,400	\$348,500	\$197,399,300

*Includes forest, agricultural forest, undeveloped, and other land.

Source: Wisconsin Department of Revenue, Statement of Changes in Equalized Values by Class and Item, 2001-2005.

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

- ♦ Wind energy or telecommunication towers.
- ♦ Development near environmentally sensitive areas.
- ♦ Development near or involving the Niagara Escarpment.

- ◆ Storage of junk vehicles and general lack of property or building maintenance.
- ◆ Non-uniform management of issues that cross municipal boundaries.
- ◆ Residential and industrial or high intensity commercial incompatibility.
- ◆ Poorly designed or unattractive commercial or industrial development.
- ◆ Lack of screening or buffering between incompatible uses.
- ◆ Home based businesses that take on the characteristics of primary commercial or industrial uses.

Potential Land Use Conflicts

- ◆ Development along or on the Niagara Escarpment.
- ◆ ATCP 51 regulations and the lack of ability of communities to restrict agricultural expansion in planned buffer areas.
- ◆ Impacts to groundwater from intensive agriculture or rural development.
- ◆ Poorly designed or unattractive rural development in community gateways or entrance points.
- ◆ Annexation conflicts.
- ◆ Use of fiscal tools by the community to capture funds from developers or land owners to meet the service needs of newly developed areas.
- ◆ Meeting the service demands of newly developed areas.
- ◆ Controlling and managing development along highway corridors and interchanges.
- ◆ 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.
- ◆ Impact of condominium and other multi-family housing development.

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

Tables 8-2 and 8-3 display estimates for the total acreage that will be utilized by residential, commercial/industrial, institutional, and agricultural/open land/forests for five year increments through the year 2025 in the Village of Sherwood. These future land use demand estimates are largely dependent on population increases and should only be utilized for planning purposes in combination with other indicators of land use demand.

Table 8-2
 Projected Land Use Demand (acres), Based on WDOA Projections,
 Village of Sherwood, 2000-2025

Year	Residential ¹	Commercial/Industrial ²	Institutional ³	Agricultural/Open Land/Forests ⁴
2000	368.1	81.5	680.6	981.9
2005	472.5	104.7	873.9	661.0
2010	573.0	126.9	1,059.6	352.6
2015	669.2	148.2	1,237.4	57.3
2020	765.8	169.6	1,416.2	-239.5
2025	858.2	190.1	1,587.0	-523.2

¹ Residential includes single family residential, multi-family, and mobile homes.

² Commercial/Industrial includes commercial and industrial.

³ Institutional includes institutional, transportation, utilities, and recreational land.

⁴ Agricultural includes farm and cropland, open/other land, and forestlands.

Table 8-3
 Projected Land Use Demand (acres), Based on ECWRPC Projections,
 Village of Sherwood, 2000-2025

Year	Residential ¹	Commercial/Industrial ²	Institutional ³	Agricultural/Open Land/Forests ⁴
2000	368.1	81.5	680.6	982
2005	519.6	115.1	960.8	517
2010	635.7	140.8	1,175.5	160
2015	758.9	168.1	1,403.4	-218
2020	894.0	198.1	1,653.3	-633
2025	1,034.9	229.2	1,913.7	-1,066

¹ Residential includes single family residential, multi-family, and mobile homes.

² Commercial/Industrial includes commercial and industrial.

³ Institutional includes institutional, transportation, utilities, and recreational land.

⁴ Agricultural includes farm and cropland, open/other land, and forestlands.

Year 2000 acreage figures for both charts were obtained from existing land use calculations as described below the Tables. Year 2005 to 2025 acreage calculations for residential, commercial/industrial, and institutional were projected by utilizing the indicated population projections. Projected demand for these uses assumes that the ratio of the village's 2000 population to current land area in each use will remain the same in the future. In other words, each person will require the same amount of land for each particular land use as he/she does today. The projected decline in agricultural/open land/forests is based on the demand needed by the other land use categories and assumes the village does not annex any land to accommodate growth. It is generally assumed that agricultural/open land/forests would most likely be converted to more intensive uses. As indicated by table 8-2, if demand were to occur as projected for residential, commercial/industrial, and institutional then land within the agricultural/open land/forests would run out by the year 2020. For Table 8-3 this land would run out by the year 2015.

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Map 8-2 Natural Resource Management

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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.

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 and in the extraterritorial area, 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.



One of Sherwood's residential subdivisions

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. The Future Land Use Map reflects possible growth areas both within the village boundary and in the extraterritorial area, but it is important to note that it is the intention of the village to encourage development that uses Smart Growth principles. Development will be encouraged in areas that are contiguous to other developed land and fit with capacity and growth plans for village services.

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 isn't 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



Downtown Sherwood

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. The zoning code in the village currently does not differentiate between the two areas, but as the planning process continues it is recommended that the village, through its review process, establish development criteria for each area of development.

Industrial

The areas that are designated for possible industrial growth areas on the Preferred Land Use Map are located in the north east part of the village. 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. Approximately 65 acres of land within the village boundary is designated to remain agricultural land. The village would like to maintain much of the land within the extraterritorial jurisdiction as agricultural land.



Land in transition

Extraterritorial Jurisdiction

Purpose and intent for land use classifications are the same for properties located within the village boundary as they are for properties located within the extraterritorial area. In terms of extraterritorial coordination of future land use, the Village of Sherwood has adopted a subdivision ordinance and is a class four (4) municipality by population. Sherwood has the statutory ability to, and desires to engage the review of land divisions within 1.5 miles from its existing border. The intent of planning for areas outside of the existing border is to communicate long term intent of the anticipated future land use pattern and to ensure the proper coordination of development review in areas defined within the extraterritorial area.

Future Land Use Classifications and Map

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:

- ◆ Single Family Residential (yellow)

- ◆ General Residential (single family, duplex, possible higher density residential) (light orange)
- ◆ Multiple Family Residential (3+ units) (dark orange)
- ◆ General Commercial (red)
- ◆ Industrial (dark purple)
- ◆ Institutional (blue)
- ◆ Parks and Recreation (dark green)
- ◆ Agricultural (beige)

Single Family Residential (Yellow)

Purpose and Intent

The Single Family Residential designation is designed to include existing and planned single family residential development as well as other forms of residential development that will be served by municipal sewer and water systems and as dictated by the village's zoning code and map. The Single Family Residential designation is intended to accommodate primarily single family residential development, but may allow some additional uses in accordance with the village's zoning code. Where agricultural uses occur in these mapped areas, it is anticipated that the area will transition to residential in the future.

Planned residential expansions will primarily occur through recorded subdivisions. Densities will be regulated by the village's zoning ordinance as found in the R-1A, R-1B, and R-1 districts.

- ◆ Lot area and width will be determined by zoning code.
- ◆ Residential properties along the rail corridor will preserve a 150' vegetative buffer on each side of the railroad track bed as a portion of each platted parcel, such that no structures shall exist within this buffer.
- ◆ Other uses generally allowed in this district could include public and quasi-public uses, elder care facilities, and utilities in accordance with the Zoning Ordinance.
- ◆ Use of the Planned Unit Development Overlay District (hereinafter referred to as PUD) would be an acceptable use in this Future Land Use Classification.
 - PUD is established to provide a voluntary regulatory framework designed to encourage and promote improved environmental and aesthetic design in the village by allowing for greater freedom, imagination and flexibility in the development of land while ensuring substantial compliance to the basic intent of the zoning ordinance and the general plan for community development.

General Residential (Light Orange)

Purpose and Intent

The General Residential designation is designed to include existing and planned residential development that may vary in density and use. Areas would be served by municipal sewer and water systems and, while primarily single-family in nature, could include duplex developments. Planned two-family residential expansions would primarily occur through recorded subdivisions. Higher density developments might be considered if they are in keeping with the needs of the community and are consistent with the general character of the community. Densities would be regulated by the village's zoning ordinance as found in the R-1, R-2, and I-R2 districts.

- ◆ Lot sizes and widths will be determined by zoning code.
- ◆ Residential properties along the rail corridor will preserve a 150' vegetative buffer on each side of the railroad track bed as a portion of each platted parcel, such that no structures shall exist within this buffer.
- ◆ Other uses generally allowed in this district could include single-family residential, converted single-family to two-family dwellings, public and quasi-public uses, elder care facilities, and utilities.
- ◆ Use of the Planned Unit Development Overlay District (hereinafter referred to as PUD) would be an acceptable use in this Future Land Use Classification.

Multi-Family Residential (Dark Orange)

Purpose and Intent

The Multi-Family Residential designation is designed to include existing and planned multi-family residential development as well as other forms of residential development that will be served by municipal sewer and water systems. Densities will be regulated by the village's zoning ordinance as found in the R-3 and R-4 districts.

The Multi-Family Residential Future Land Use Classification reflects areas that are currently in residential use and some areas that are currently in or planned for higher density residential uses. It also includes the majority of areas that are currently zoned for multi-family uses. A limited higher density multi-family development may also be permitted in appropriate locations along the periphery of this district adjacent to transportation corridors, commercial areas, and schools. This district is intended to accommodate primarily multi-family residential development.

- ◆ Lot sizes will be determined by the zoning ordinance.
- ◆ Open space requirements will be determined by zoning.
- ◆ Residential properties along the rail corridor will preserve a 150' vegetative buffer on each side of the railroad track bed as a portion of each platted parcel, such that no structures shall exist within this buffer.
- ◆ Multi-family units have permitted uses which allow for a maximum of three or four units as defined in the zoning ordinance.
- ◆ Other uses generally allowed in this district could include two family dwellings, public and quasi-public use, and elder care facilities, utilities, and multi-family structures up to ten (10) units.
- ◆ Use of the Planned Unit Development Overlay District (hereinafter referred to as PUD) would be an acceptable use in this Future Land Use Classification.

General Commercial (Red)

Purpose and Intent

The General Commercial Future Land Use is planned to represent existing commercial type land uses and anticipated future commercial areas. The General Commercial Classification is intended to accommodate large and small-scale commercial and office development. A wide range of retail, service lodging and office uses are appropriate in this district. Densities will be

regulated by the village's zoning ordinance as found in the C-1, C-2, C-3, C-4, and PUD districts.

- ◆ This classification is primarily located along the major transportation corridors in Sherwood.
- ◆ It is important for development within these districts to be attractively designed or substantially screened as necessary along these corridors as they establish a community image for the village.
- ◆ Site plan requirements will be required to review the development proposals in accordance with village plans and codes.
- ◆ This area should avoid vacant lots and large surface parking lots fronting STH 55 and 114.
- ◆ Large gaps in street walls (the line of attached building facades along the street frontage) should be avoided.
- ◆ Reuse and/or redevelopment of vacant commercial buildings is especially encouraged.
- ◆ Multiple story (up to four stories), mixed use buildings that include high quality architecture, signage, lighting and streetscape amenities that are sensitive to and enhance the character of Sherwood's small Central Business District are encouraged.
- ◆ Higher density residential zoning districts are also appropriate for the downtown area if adequate parking can be provided on site.
- ◆ Use of the Planned Unit Development (PUD) Overlay District would be appropriate based on the site plan and coordination with adjacent uses.

Industrial (Purple)

Purpose and Intent

The Industrial designation is designed to include existing and planned industrial development in the village. This area will be served by municipal sewer and water systems, served by highways and roads that can accommodate transportation needs of industrial uses, as dictated by the village's zoning code and map. Densities will be regulated by the village's zoning ordinance as found in the I (Industrial) district.

- ◆ Use of the Planned Unit Development Overlay District would be an acceptable use in this Future Land Use Classification.
- ◆ Lot minimum would be forty five thousand square feet (45,000 sq. ft.) in area and shall not be less than one hundred feet in width.
- ◆ Development applications shall, before a building permit is issued, present detailed site plans pertaining to the proposed structures to the village plan commission.

Institutional (Blue)

Purpose and Intent

The Institutional designation is designed to include existing and planned areas for land uses intended for public and quasi-public uses (not including park and recreation areas). This district is intended to accommodate civic, institutional, and related uses such as government facilities, schools, utilities, churches, post offices, police and fire stations, and cemeteries. It is important

for public and institutional developments within this district to set a high standard for architecture and site design for the community.

- ◆ Lot area and width requirements shall provide sufficient area for the principal structure and its accessory structures, off-street parking, and loading areas as required by the Sherwood Zoning Ordinance.
- ◆ Development applications shall, before a building permit is issued, present detailed site plans pertaining to the proposed structures to the city plan commission which shall address such issues including, but not limited to, site design, building location, parking, landscaping, lighting, and signage.

Parks and Recreation (Green)

Purpose and Intent

The Parks and Recreation designation is designed to include existing and planned local and state parks and both active and passive recreation areas. The areas for planned expansion of these amenities allow for the village to serve a growing population's recreation needs.

- ◆ Classification to be coordinated with the Sherwood Outdoor Recreation and Open Space Plan.
- ◆ Lot area and width requirements shall provide sufficient area for the principal structure and its accessory structures, off-street parking, and loading areas as required by the Sherwood Zoning Ordinance.
- ◆ Inter-municipal trail connections to village facilities emphasized.

Agriculture (Beige)

Purpose and Intent

Continue agricultural as the predominant land use while planning for the potential of long-term land conversions in accordance with the village's comprehensive plan. Designated agricultural areas would not be served by future water and sewer system extensions unless the areas were planned for conversion of use. The areas planned for Agriculture within the village limits or within the village's Extraterritorial Area (ETA) have short or long term potential for public services or may have opportunity for shared services between the village and neighboring town as identified through intergovernmental cooperation discussions. This area will be regulated by the village's zoning ordinance as found in the A (Agriculture) district.

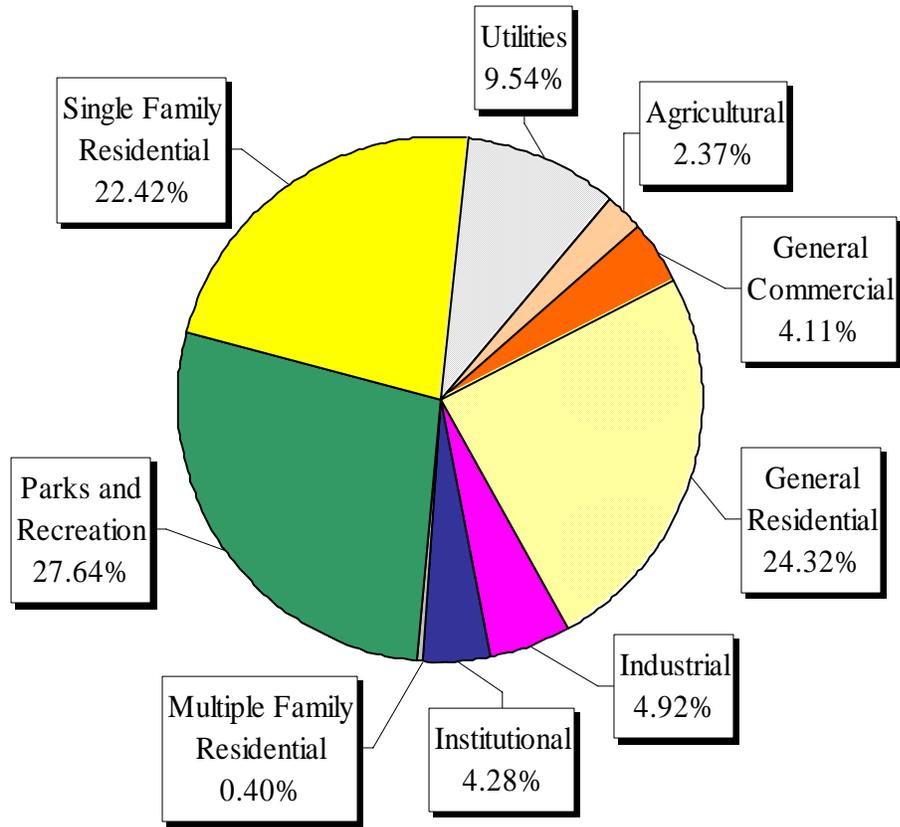
- ◆ Minimum lot area: Five acres.
- ◆ Minimum lot width: 75 feet.
- ◆ It is further intended that the village pursues agreements in these areas to define future land use, phasing of development, and the possibility for shared service agreements prior to any development. Lot area and width requirements shall provide sufficient area for the principal structure and its accessory structures, off-street parking, and loading areas as required by the Sherwood Zoning Ordinance.
- ◆ Inter-municipal trail connections to village facilities emphasized.

Table 8-3
Future Land Use, Village of Sherwood, 2008

Feature	Acreage	% of Total
Agricultural	51.55	2.37
General Commercial	89.37	4.11
General Residential	528.14	24.32
Industrial	106.80	4.92
Institutional	92.90	4.28
Multiple Family Residential	8.57	0.40
Parks and Recreation	600.23	27.64
Single Family Residential	486.82	22.42
Utilities	207.27	9.54
Total	2171.65	100
Agricultural Extraterritorial	7299.19	
General Residential Extraterritorial	2358.07	
Parks and Recreation Extraterritorial	1254.26	
Total	10937.26	

Source: Village of Sherwood, Calumet County Planning Department, 2008.

Figure 8-2
Future Land Use, Village of Sherwood



Source: Village of Sherwood, Calumet County Planning Department 2008.
Please note that the figure only reflects that land located within the village boundary.

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Map 8-3 Future Land Use

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Map 8-3a Future Land Use Including Extraterritorial Jurisdiction Area

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8.7 Municipal Border "Buffer" Planning

The *Calumet County Year 2025 Comprehensive Plan* recommends that cities, villages, and surrounding towns designate a buffer area surrounding all cities, villages, and hamlets to coordinate land use, density, development site design, infrastructure utilization, and development review. It is also recommended that the community and town meet jointly to coordinate and designate the buffer planning area. It is further recommended that the towns and incorporated community neighbors be allowed to establish buffer locations consistent with their planned development areas or that adequately address areas of concern. The County Advisory Committee (CAC) recommended that communities cooperatively plan the border areas and that a buffer area should be established. The CAC did not establish a specific buffer area. The CAC recognized that different communities may want smaller or larger buffers depending on their particular issues, but that buffer planning is necessary to accomplish coordinated development within the boundary areas.

The CAC recommendation for buffer planning was supported by the Calumet County Agricultural Task Force, which recommended a 1,000 foot expansion restriction boundary around cities and villages. The Agriculture Task Force created draft siting standards for expansion of agricultural operations. One such Task Force standard was that new, large farms (those in excess of 500 animal units) be located at least 1,000 feet from the incorporated boundaries of a municipality or from the respective sewer service planning area, whichever distance was greater. The CAC recommendation was based on the Task Force recommendation, in that buffer planning around incorporated communities has sound rationale and is needed to allow significant economic investments to occur in areas of high potential conflict. Agricultural expansion within the buffer area is a significant planning issue. Buffer planning discussions at the county level were driven by the potential to have large agricultural operation expansion near incorporated boundaries.

The county plan promotes ongoing cooperation between towns and adjacent cities or villages when facing municipal boundary and/or land use issues. 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. Continuing cooperation on comprehensive plans is one good way to achieve coordination among neighboring communities. The county planning process was designed to facilitate conversation between adjacent units of government, with the intent to ultimately bridge the planning with the longer term intent to formalize management of the buffer areas through intergovernmental boundary and land use agreements.

ATCP 51 Siting Regulations and Buffer Planning

There are conditions that may preclude coordinated buffer planning from occurring. For example, the City of Chilton's plan indicates a desire for land around the city to be set aside as a buffer where large farm operations would be prohibited and density managed. The buffer would allow the city to manage growth more efficiently in regard to services, as well as manage potential conflicts of non-compatible land uses.

Some towns have no objection to large farms being restricted from a buffer area, but do not want a rural character buffer around the city as lands classified as rural character do not allow for agricultural uses. Exclusive agricultural zoning allows the land owner tax credits and immunity from city assessments (such as sewer or curb and gutter). The conflict occurs as the current state DATCP ruling (ATCP 51) does not allow for a community to restrict agricultural expansion (such a restriction would exist if in a planned buffer area) and still allow landowners to receive tax credits for exclusive agriculture zoning. The current ATCP 51 ruling only allows a large farm restriction from an agricultural area that has been scientifically proven to be incapable of supporting large farm operations due to health and safety reasons. The only way to stop the potential for agricultural expansion is to plan and then zone an area as a non-agricultural land use area, which is contrary to the town's plans. The towns are not advocating for agricultural expansion near the city, nor do they want to limit farmers' eligibility for tax credits or force them into a situation where their land use is considered non-conforming.

The county plan recommends the State of Wisconsin consider revisions that would allow land around a city to remain in agricultural production, allow for exclusive agriculture benefits, and yet restrict large farms. Changes need to be made to the ATCP 51 siting rule for this to occur. The county plan also recommends, for the sake of intergovernmental cooperation and good planning, language should be added to the individual community land use chapters. Such language would afford the incorporated communities some comfort, while still allowing farmers a clear direction as to where they can and cannot site a large facility. At the October 3, 2006, Intergovernmental Boundary Agreement Meeting between the Towns of Charlestown and Chilton and the City of Chilton, this was discussed and supported.

The reason this plan advocates for planning to bridge the intergovernmental boundary and/or land use agreements is that villages and cities already have statutory authority to exercise certain land use controls in the 1½ mile extraterritorial jurisdictions (ETJ). Cities and villages may:

- ◆ Include lands in their ETJ in planning documents (e.g., city/village desired development areas);
- ◆ Adopt or amend subdivision ordinances to allow village or city review and approval of subdivision plats and CSMs within the ETJ;
- ◆ Adopt an official map to identify recommended expanded road rights-of-way, future road alignments, and sites for public buildings and parks in the ETJ;
- ◆ If mutually agreeable, enact extraterritorial zoning within all or parts of the ETJ. This approach may freeze existing zoning for up to two years. Permanent extraterritorial zoning within the ETJ can only take place with agreement of the affected town.

The planning process will not resolve all the conflicts between adjacent communities. Several communities did meet at various times with each other during the planning process to discuss in principle the main land use and development concerns, share plan recommendations and associated land use management strategies, and to discuss/allow either party(s) to discern the potential for cooperation and conflict resolution. Local community plan recommendations were developed with the intent to leverage said recommendations into intergovernmental agreements. The agreements may cover preferred land uses in edge areas, set long term municipal boundaries, or set utility expansion limits. The municipal boundary coordination will also potentially lead to revisions in the county Growth Management Map and the associated land area designations that

will support intensive development. In the end, any agreements or cooperation can be leveraged to help resolve or minimize future conflicts as time passes, local officials change, and initial ideals and reasons for cooperation decline as connectivity to the planning process fades. Further detail for intergovernmental agreements can be found in Chapter 7, the Intergovernmental Cooperation element.

It was not likely the planning process would solve all the conflict within border areas. It was intended, however, that communities try and work together to develop common language and intent of how lands were to be managed within the border areas. The county plan therefore recommends the towns and adjacent cities/villages who could not come to preliminary terms on coordinated land use policy within buffer areas, or who could not establish buffer areas in premise, meet within one year of this plan adoption to establish the mechanism for how development will be managed in the border areas.

8.8 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. **Approximately _____ acres or ____% of** future land use within the Village of Sherwood is designated to preserve 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.

8.9 Land Use Goals and Objectives

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

Goal: 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).

Goal: 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).

8.10 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.

8.11 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/.

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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

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.

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.

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: Winter 2007-2008
2. Task: Adopt the comprehensive plan by ordinance (Implementation element).
Responsible Party: Village Board
Timing: Winter 2007-2008
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 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 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 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: Within three years of plan adoption.

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, re-examining the specified right-of-way, and street widths. 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:

- ◆ No "Major Subdivision" of ten (10) or more lots in size shall be permitted beyond the corporate limits of any incorporated city or village.
- ◆ "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.
- ◆ 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:
 - ▶ That at least 75% of the lots comprising the pre-existing plat have been developed with permanent, residential primary structures, or
 - ▶ That such further land subdivision shall contain no more than nine (9) additional (new) lots.
- ◆ 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:
 - ▶ That such proposed new subdivision is contiguous to at least one other pre-existing subdivision of ten (10) or more lots in size; or
 - ▶ 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: 2006-2008

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.

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Map 9-1 Existing Zoning and Land Use Regulations

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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 reviewed in coordination with the overall recommended zoning ordinance review. The village should be more vigilant with enforcement of this ordinance.

Timeline: Within two years of plan adoption.

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: Passage of ordinance- Winter 2007-2008, education and enforcement on-going.

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:

- ♦ Sherwood should review the location via the review of land divisions in the existing extraterritorial area in accordance with the Comprehensive Plan.
- ♦ 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.
- ♦ 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.
- ♦ 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): It is possible that the village might find it advantageous to enter into this type of agreement with the township at some point in the planning period. The village should continue to evaluate if this is appropriate and, if found to be so, work toward establishing one.

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.

Telecommunications Ordinance

Ordinances can be used to minimize the visual effects of towers, maximize the capacity of existing towers, and reduce impacts to adjacent properties. Local governments cannot unilaterally prohibit cell towers by ordinance, zoning, or any other means. However, local governments can enact ordinances to prohibit towers from certain specially identified areas, regulate tower height, specify minimum setbacks, require collocation strategies, and encourage landscaping and disguising techniques. An important benefit of having a telecommunications ordinance is that it provides decision-making consistency and decreases the chances of discrimination against a particular company. The ordinance provides a basis for conditional use provisions or denials. The Telecommunications Act of 1996 requires all denials to be in writing and supported by sufficient evidence. Telecommunication ordinances seek to balance business and industry needs with community character, aesthetics, and resident needs.

Village of Sherwood Status/Recommendation(s)

Status: The Village of Sherwood does not presently have an ordinance that specifically addresses telecommunications.

Recommendation(s): It is recommended that the village look at adopting an ordinance that addresses telecommunications, specifically heights, setbacks, locations, and visibility of towers.

Timeline: In conjunction with general code review and revisions, within two years of plan adoption.

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:

- ◆ Noxious weeds
- ◆ Environmental health
- ◆ Morality (sexually oriented businesses)
- ◆ Public safety and peace
- ◆ 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 landspreading 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 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. While meeting the general needs of the village, the various sections of the CIP are fragmented into different documents.

Recommendation(s): Consolidate into one document to ensure that there is one holistic view of the financial obligations of the village and update annually.

Timeline: Consolidate within one year of plan adoption, 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 towns 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 does have one TIF district which is 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 2030 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 2030 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: 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 a 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.

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Appendix

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Visual Preference Survey Village of Sherwood

October 12, 2005



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Summary of Visual Preference Survey

Sherwood, Wisconsin
October 12, 2005

General Comments:

Ninety-four (94) people attended the Public Information Meeting and Visual Preference Survey conducted on October 12, 2005. Out of those, 76 took the Visual Preference Survey. The visual preference survey consisted of a series of slides in six categories where people had to rate the images on a scale of 0 (not appropriate for Sherwood. Feature shown should not be used or allowed in the village) to 10 (highly appropriate for Sherwood. Feature shown should be encouraged or required in the village). The statistical summary is broken out into mean, median and mode tallies. In some cases, there are definite preferences seen in the image selection. In others, there isn't a huge variation of scores between images and there is quite a large range of scores- often everything from 0 to 10. Overall that shows that there is a wide range of opinion in the community (at least in those that took the survey) and that there will need to be some substantial focus group work done before Sherwood is able to determine any solid direction for a downtown vision. Within the statistics though, there are definite trends. The survey seems to point a preference for traditional downtown buildings. Even the well designed modern looking buildings and features didn't score well with the group that did the survey.

Roundabouts

Slides one (mean of 4.88) and six (mean of 4.88) received the highest scores out of the roundabout slides. Slide one is actually a computer generated image of a roundabout that is being considered for Appleton. In both cases, the roundabouts are of a smaller scale with a more rural feel to them. There is room to accommodate multimodal transportation and landscaping is also a critical piece of the design. Slides two and three got the lowest ratings (mean of 3.42 and 3.5) and are larger scaled designs with a lot of confusion and not a lot of pedestrian access. In one case the design is very barren without a lot of visual interest either in patterns in the road or vegetation.

New Construction:

The slides of new construction are fairly evenly split. The most popular choices are slides six and ten (median scores of 6.15 and 6.44). The next three slides (one, four and nine) got scores of 5.24 or higher. These slides were images of contemporary architecture with traditional features. In the case of slide ten, which shows a series of buildings in a Main Street like setting, the building massing is broken up into small pieces rather than having just a large flat façade. The buildings are two stories and have appropriate store front features- a traditional base with kick plate area, large glass for store front windows, awnings and appropriate signs, and an articulated top of the building. The buildings that received the lowest scores (three and five) are an interesting mix- number two is the modern and imposing Jewel Osco. This building uses traditional materials but does not have appropriate building massing or a pedestrian

friendly way of addressing the street. Number five is a Starbucks that got the lowest rating in the group yet actually has won design awards. For all of the possible interest in the architecture, obviously the modern form of the building is seen as not appropriate for the Village of Sherwood.

The photos that got the highest ratings still had people that rated them with a 1-3 score. The photos with the lowest ratings did not have anyone that rated it with a ten but there were, in a few cases, people who gave those images a score of 9.

Building Massing

The top four choices for building massing were slides one (mean 6.43), four (mean 5.62), eight (mean 5.74) and nine (mean 5.51). Slide one got the highest rating of 6.43. In this case, the building is a freestanding building which is actually residential in nature. It's very typical of what could be accomplished within the Village if there were an effort to renovate some of the existing residential buildings within the downtown area into commercial structures. The other top choices are all new construction which show a large structure broken up into various store fronts in a style typical of a traditional main street. Buildings such as these can be configured to house single large retailers or multiple mid sized or smaller retail shops. The façade can be created in such a way as to project a traditional main street look while still keeping the flexibility needed in the modern day for various types of situations. The lowest three with scores of 3.0 or lower were slides three, five and ten. These buildings are all mid to large box configurations with virtually no articulation on the façade that would create any interest to the passerby.

As with the new construction slides, the slides with the highest mean scores had people who rated them the lowest, the lowest rated slides did not have people that rated them a ten.

Storefront Design

The storefronts with the highest scores were seven (mean score 6.25), and four (mean score 5.36). Both storefronts are historic and have been rehabilitated recently to be in keeping with traditional and historic styles. The lowest scoring building was five with a mean score of 0.76. This score is drastically lower than even the next lowest scoring storefront (photo three with a mean of 3.31). This building got 47 votes for a score of 0 which means that it is "not appropriate for Sherwood. Features shown should not be used or allowed in Sherwood." This building shows an older storefront which has been mostly boarded up and the historic features including plate glass windows, sign panel, kick plates etc have been seriously compromised. Unfortunately this scenario exists in most downtowns due to the sometimes prohibitive cost of proper restoration. This type of decision making on the part of one property owner can seriously impact the attractiveness and viability of a downtown as a whole.

Signs

The sign that got the highest score was slide number one (mean 6.58). The sign is in the area typically designated for signs (called the sign panel). This can occur on either a first or second floor, depending on the building. The sign is wood with carved letters in a

traditional font, and the sign is painted blue with contrasting gold lettering. It is appropriate in scale, material, and form. The second ranked sign was the hardware sign in the shape of a saw (mean 4.96) again, traditional font and a scale appropriate to the building. Other top choices included slides 7 and 8 (mean 4.19 and 4.60). Both cases show signs with multiple businesses shown. The structure for the sign is low to the ground and unimposing. The signs that got the lowest ratings include slide three- the KFC sign that consists of a bucket on a pole- and slide 5 which shows a sign projected out from a storefront with changeable letters to advertise different events, etc... Both signs do not use good quality materials or have features that are compatible with a more traditional main street look.

Awnings

Slide number five had the highest mean average score at 5.92. This image shows a traditional downtown storefront with small canopies over each of the plate glass windows. The placement is appropriate, the canopies are free flowing rather than a rigid structure, and the subdued striped fabric is appropriate for the overall building design. The awning that got the lowest score (slide three, mean of 3.27) is metal. In an urban context this is actually a very appropriate look but the citizens of Sherwood that took this survey felt that it was not at all applicable to the image that they would want in their downtown. There was little variation of the other slides, with mean scores ranging from 4.78 to 5.15. This shows that there is a decent amount of tolerance in variations for this type of feature.

Street Enhancements

Again, with street improvements, the images that appealed the most to people are the most traditional. The lights that got the most votes were a harp light design which incorporated areas for flowers (slide 1, mean 6.47) and a modern gas light design which had room for banners on the pole (slide 5, median 5.66). The slide that got the lowest vote was a stark pole with no embellishment which was in a sea of asphalt (slide 3, mean of 1.66). The trash cans showed a similar trend with the most popular image being that of metal with lots of articulation and detail in a more traditional design (slide 8 with a mean of 5.9) and the slide that had the lowest average showed a simple can made of concrete that had little detailing or interest in the design.

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Roundabouts



Roundabout 1



Roundabout 2



Roundabout 3



Roundabout 4



Roundabout 5



Roundabout 6

New Construction



New Construction 1



New Construction 2



New Construction 3



New Construction 4



New Construction 5



New Construction 6

New Construction



New Construction 7



New Construction 8



New Construction 9



New Construction 10

Building Massing



Building Massing 1



Building Massing 2



Building Massing 3



Building Massing 4



Building Massing 5



Building Massing 6

Building Massing



Building Massing 7



Building Massing 8

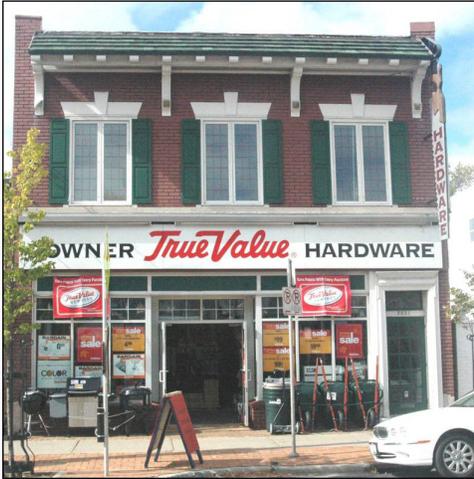


Building Massing 9



Building Massing 10

Storefront Design



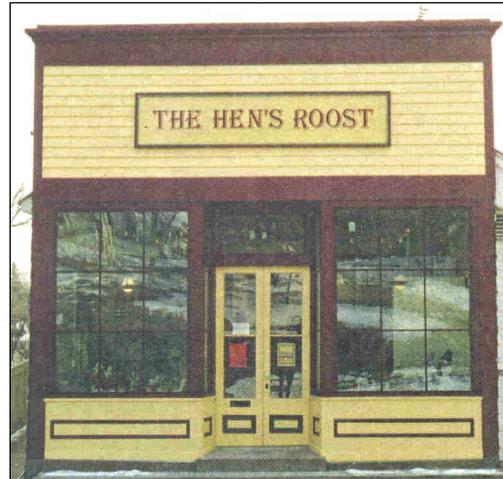
Storefront Design 1



Storefront Design 2



Storefront Design 3



Storefront Design 4



Storefront Design 5



Storefront Design 6

Storefront Design



Storefront Design 7



Storefront Design 8

Signs



Sign 1



Sign 2



Sign 3



Sign 4



Sign 5



Sign 6



Sign 7



Sign 8

Awnings



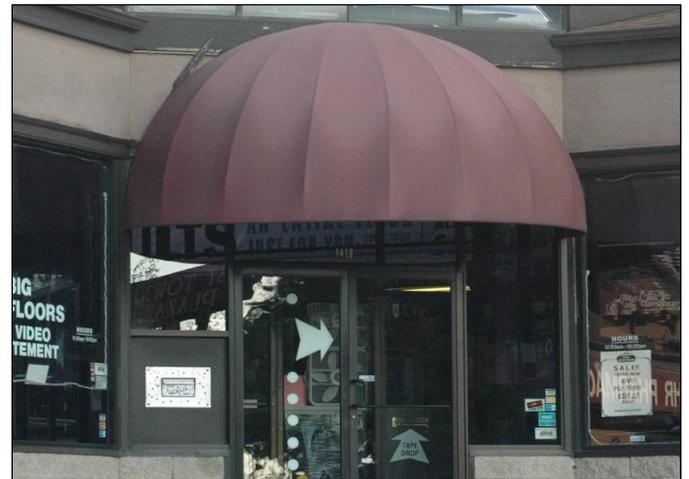
Awning 1



Awning 2



Awning 3



Awning 4



Awning 5



Awning 6

Street Enhancements



Street Enhancement 1



Street Enhancement 2



Street Enhancement 3



Street Enhancement 4



Street Enhancement 5



Street Enhancement 6



Street Enhancement 7



Street Enhancement 8



Street Enhancement 9