

## **6. Economic Development**

### **6.1 Introduction**

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

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

#### **Inventory and Analysis**

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

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

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

### **6.2 Labor Force Characteristics**

#### **Labor Force**

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

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

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

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

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

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

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

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

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

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

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

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

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

## Unemployment

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

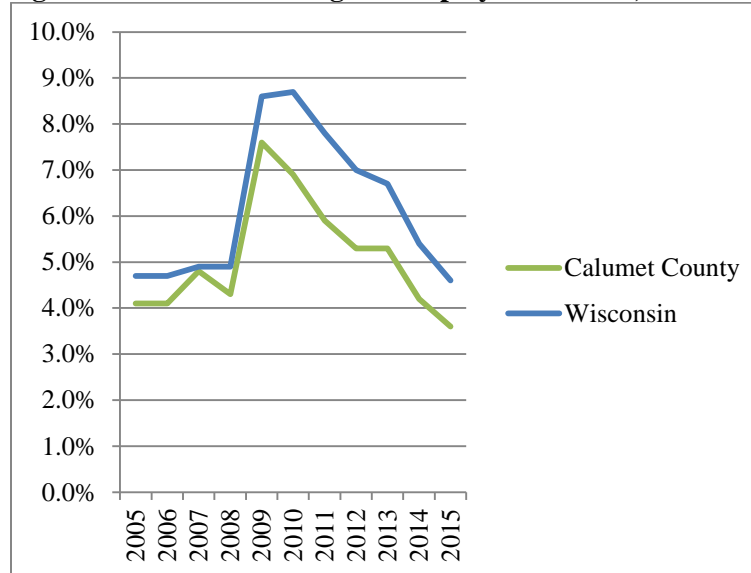
**Table 6-4: Annual Average Unemployment Rates, 2005-2015**

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

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

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

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



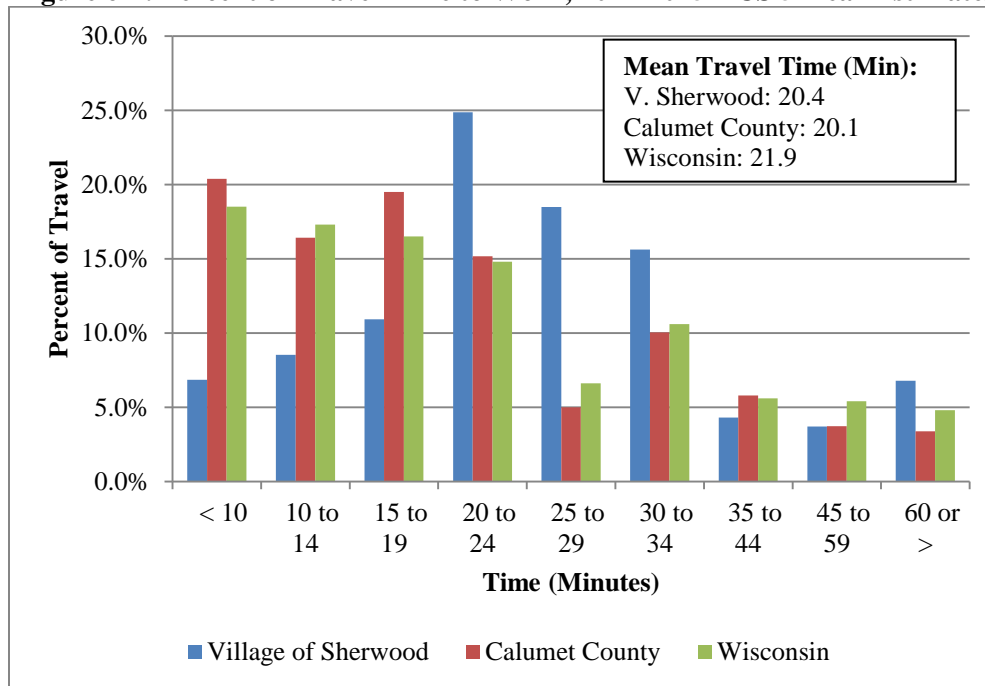
Source: WI Dept. of Workforce Development, Office of Economic Advisors, LAUS 2005-2015

## Commuting Patterns

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

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

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



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

Analyzing journey to work data illustrates the interconnectedness of the Villages' economy with communities throughout the region and beyond. The U.S. Census, Center for Economic Studies "On the map" data<sup>1</sup> provides an analysis of workplace destinations at the census block level. Tables 6-5 and 6-6 illustrate where Village of Sherwood residents work and where those who work in Village of Sherwood live. The top workplace destinations for Village of Sherwood residents include the City of Appleton (18.1%), the City of Neenah (5.3%) the City of Kaukauna (4.7%) and the City of Milwaukee (3.5%), as depicted in Table 6-5. This corresponds to the average commute time of 20.4 minutes as reported in the 2011-2015 ACS 5-Year Estimates.

<sup>1</sup> <http://onthemap.ces.census.gov/>.

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

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

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

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

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

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

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

## 6.3 Economic Base Analysis

### Employment

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

The top two sectors for the Village of Sherwood, Calumet County and the State were the Educational, Health and Social Services sector and the Manufacturing sector<sup>3</sup> which employed over 40 percent of workers. The Educational, Health and Social Services sector employed about a quarter (23.0%) of Village of Sherwood and a fifth of Calumet County's (19.2%) employees and about a quarter of state (23.2%) employees according to the 2011-2015 ACS 5-Year Estimates. About a fifth of Village of (20.1%) and a quarter of Calumet County (27.1%) employees and a fifth of state (18.2%) were employed in the manufacturing section.

### Local Employers

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

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

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

<sup>2</sup> U.S. Census 2011-2015 ACS 5-Year Estimates, DP03.

<sup>3</sup> U.S. Census 2011-2015 ACS 5-Year Estimates, DP03.

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

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

## Employment Forecast

Employment forecasts for Calumet County were developed utilizing Economic Modeling Specialists International's (EMSI) Analyst program. Projections indicate that overall employment will increase by about sixteen percent in Calumet County between 2016 and 2026 (Table 6-7). The largest industry in Calumet County in 2026 will be Manufacturing (4,944 jobs or 26.9% of total employment), followed by Retail Trade (2,443 jobs or 13.3% of total employment). Industries experiencing the largest growth will occur within Finance & Insurance (53%), Information (52%), Arts, Entertainment & Recreation (30%),



---

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

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

NAICS Code	Description	2016 Jobs	2026 Jobs	2016 - 2016 Change	2016 - 2026 % Change	2016 Total Earnings
11	Crop and Animal Production	1,074	1,146	72	7%	\$37,163
21	Mining, Quarrying, and Oil and Gas Extraction	156	128	(28)	(18%)	48448
22	Utilities	17	19	2	12%	\$99,812
23	Construction	682	644	(38)	(6%)	\$47,226
31	Manufacturing	4,133	4,944	811	20%	\$57,975
42	Wholesale Trade	721	713	(8)	(1%)	\$15,191
44	Retail Trade	1,690	2,443	753	45%	\$28,344
48	Transportation and Warehousing	345	378	33	10%	\$48,455
51	Information	330	502	172	52%	\$56,223
52	Finance and Insurance	718	1,095	377	53%	\$56,774
53	Real Estate and Rental and Leasing	75	84	9	12%	\$29,747
54	Professional, Scientific, and Technical Services	296	315	19	6%	\$51,593
55	Management of Companies and Enterprises	19	<10	Insf. Data	Insf. Data	\$82,318
56	Administrative and Support and Waste Management and Remediation Services	348	322	(26)	(7%)	\$32,893
61	Educational Services	118	134	16	14%	\$22,837
62	Health Care and Social Assistance	1,188	1,423	235	20%	\$43,056
71	Arts, Entertainment, and Recreation	388	503	115	30%	\$17,222
72	Accommodation and Food Services	1,240	1,304	64	5%	\$22,133
81	Other Services (except Public Administration)	757	794	37	5%	\$22,133
90	Government	1,467	1,453	14	1%	\$52,984
99	Unclassified Industry	0	0	0	0%	\$0
	<b>Total</b>	<b>15,762</b>	<b>18,354</b>	<b>2,592</b>	<b>16%</b>	<b>\$43,384</b>

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

---

## 6.4 Economic Development Strategy and Assessment

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

### Strengths and Weaknesses

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

#### Strengths

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

#### Weaknesses

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

## 6.5 Economic Development Focus

### Future Sites for Business and Industry

#### Brownfield Redevelopment

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

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

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

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

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

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

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

### **Tax Increment Financing (TIF)**

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

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

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

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

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

## **6.6 Economic Development Goals and Objectives**

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

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

### ***Objectives***

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

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

***Objectives***

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

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

***Objectives***

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

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

***Objectives***

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

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

***Objectives***

1. Support local employment of area citizens.

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

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

***Objectives***

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

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

***Objectives***

1. Provide for mixed-use development in the downtown (Village of Sherwood Land Use Plan, 2000).
  - a. 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
  - a. Sherwood (Village of Sherwood Land Use Plan, 2000).
4. Enhance the economic independence of the community (Village of Sherwood Land Use Plan, 2000).
  - a. Plan, 2000).

## **6.7 Economic Development Policies and Recommendations**

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

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

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



---

## 6.8 Economic Development Programs

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

### Federal Programs

#### Department of Agriculture-Rural Development

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

#### **Rural Business Opportunity Grants**

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

#### **Rural Economic Development Loans and Grants**

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

#### Occupation Safety and Health Administration (OSHA)

##### **Susan Harwood Training Grants Program**

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

#### United States Department of Labor

The Employment and Training Administration (ETA) administers federal government job training and worker dislocation programs, federal grants to states for public employment service programs, and unemployment insurance benefits. These services are primarily provided through state and local

workforce development systems. More information on grant opportunities can be found at:  
[https://www.doleta.gov/grants/find\\_grants.cfm](https://www.doleta.gov/grants/find_grants.cfm).

#### United States Environmental Protection Agency (EPA)

##### **One Cleanup Program**

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

#### **State Programs**

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

#### University of Wisconsin – Extension

##### **Entrepreneurship Program**

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

#### Wisconsin Department of Administration

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

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

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

##### **CDBG Public Facilities Funds (CDBG-PF)**

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

---

### **CDBG Planning Funds**

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

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

### **CDBG Public Facility - Economic Development (CDBG PFED)**

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

### **CDBG Emergency Assistance (EAP)**

The CDBG-EAP program assists communities to recover from a recent natural or manmade disaster. Eligible activities include repair of disaster related damage to dwellings, assistance to purchase replacement dwellings, and repair and restore public infrastructure and facilities. Additional information regarding the CDBG-EAP program can be found at <http://www.doa.state.wi.us/Divisions/Housing/Bureau-of-Community-Development/CDBG-EAP>.

### Division of Safety and Buildings

#### **Wisconsin Fund**

The Wisconsin Fund provides grants to help small commercial businesses rehabilitate or replace their privately-owned sewage systems. Additional information can be found at <http://dsps.wi.gov/Default.aspx?Page=c8c924aa-5dc6-4b6e-8119-f4037777d9cf>.

### Wisconsin Department of Transportation

#### **Transportation Economic Assistance (TEA) Program**

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

### **State Infrastructure Bank Program**

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

### Wisconsin Department of Natural Resources

#### **Remediation and Redevelopment Program (RR)**

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

## **Regional Programs**

### East Central Wisconsin Regional Planning Commission

#### **Economic Growth and Resiliency Program**

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

#### **EMSI Developer**

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

#### **Global Trade Strategy**

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

#### **Oshkosh Region Defense Industry Diversification Initiative (ORIDDI)**

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

---

#### Northeast Wisconsin Regional Economic Partnership

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

#### New North, Inc

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

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

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

#### Fox Cities Economic Development Partnership

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

### **Private Programs**

#### Wisconsin Economic Development Corporation (WEDC)

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

#### **Community Development Investment Grant**

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

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



---

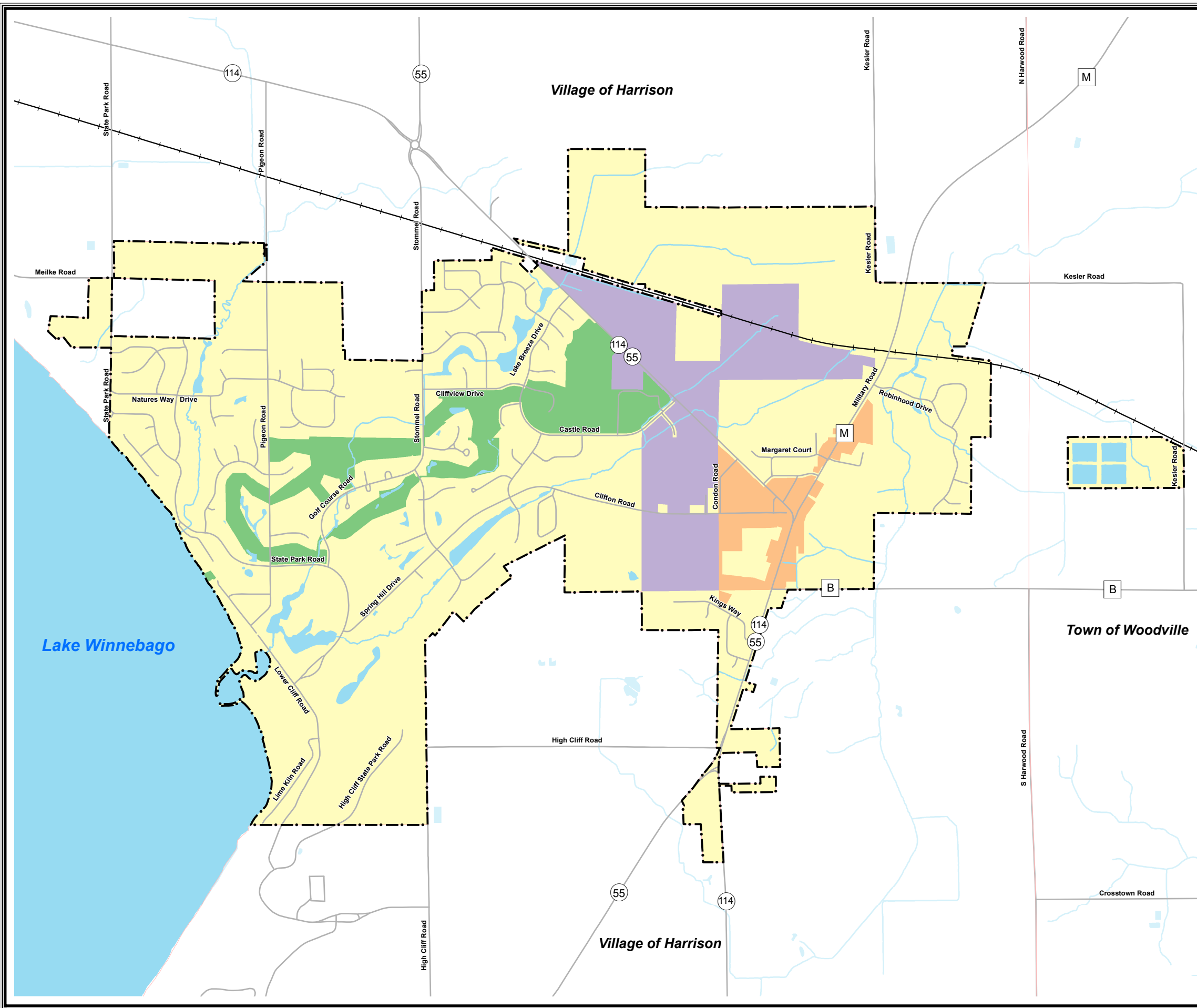
skills. Grants fund business upgrades to improve the job-related skills of its full-time employees. Additional information regarding Training Grants can be found at <http://inwisconsin.com/grow-your-business/programs/training-grants/>.

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

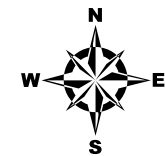
# Map 6-1 Village of Sherwood Comprehensive Plan Update Economic Development

## Legend

- TID 1
- TID 2
- TID 3



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



0 0.25 0.5 1  
Scale in Miles

This data was created for use by the East Central Wisconsin Regional Planning Commission Geographic Information System. Any other use/application of this information is the responsibility of the user and such use/application is at their own risk. East Central Wisconsin Regional Planning Commission disclaims all liability regarding fitness of the information for any use other than for East Central Wisconsin Regional Planning Commission business.

PREPARED MAY 2018 BY:

