

1. Issues and Opportunities

1.1 Introduction

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

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

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

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

Demographics

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

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

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

Population

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

Race

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

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

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

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

Education

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

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

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

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

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

Income

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

Health

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

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

1.2 Comprehensive Plan Development Process

Public Participation

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

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

Local Meetings

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

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

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

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

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

1.3 State Comprehensive Planning Goals

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

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

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

1.4 Village of Sherwood Planning Goals

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

Issues and Opportunities

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

Housing

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

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

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

Transportation

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

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

Utilities and Community Facilities

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

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

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

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

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

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

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

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

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

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

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

Agricultural, Natural, and Cultural Resources

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

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

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

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

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

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

Economic Development

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

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

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

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

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

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

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

Intergovernmental Cooperation

Goal IC1: Establish mutually beneficial intergovernmental relations with other units of government (Village of Sherwood Land Use Plan, 2000).

Land Use

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

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

Implementation

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

1.5 Issues and Opportunities Goals and Objectives

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

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

Objectives

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

1.6 Issues and Opportunities Policies and Recommendations

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

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

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. 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.
11. Adequate funding and staffing shall be maintained to properly administer community programs (i.e. permits, land use controls, etc.).
12. Establish and map 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.
13. Coordinate capital improvements with the recommendations presented in the community's comprehensive plan.
14. Encourage relationships between the private, non-profit, and public sectors to meet the long term goals of the village.
15. All elected officials and village decision makers should have access to or receive a copy of the current comprehensive plan.
16. All elected officials and village decision makers should receive annual training about comprehensive plans and implementation tools.
17. Staff reports for land use actions should reference the comprehensive plan as needed.
18. Village staff should encourage discussion and involvement from the school district, Valley Transit and other agencies whose work is impacted by village decisions and outcomes.

1.7 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.

Center for Land Use Education, University of Wisconsin at Stevens Point

The Center for Land Use Education (CLUE) is a joint venture of the College of Natural Resources at the University of Wisconsin - Stevens Point and Cooperative Extension in collaboration with UW System institutions. It is a focal point for land use planning and management education. As such, CLUE creates learning opportunities for communities to help them make sound land use decisions that result in a sustainable Wisconsin.

American Planning Association - Wisconsin Chapter

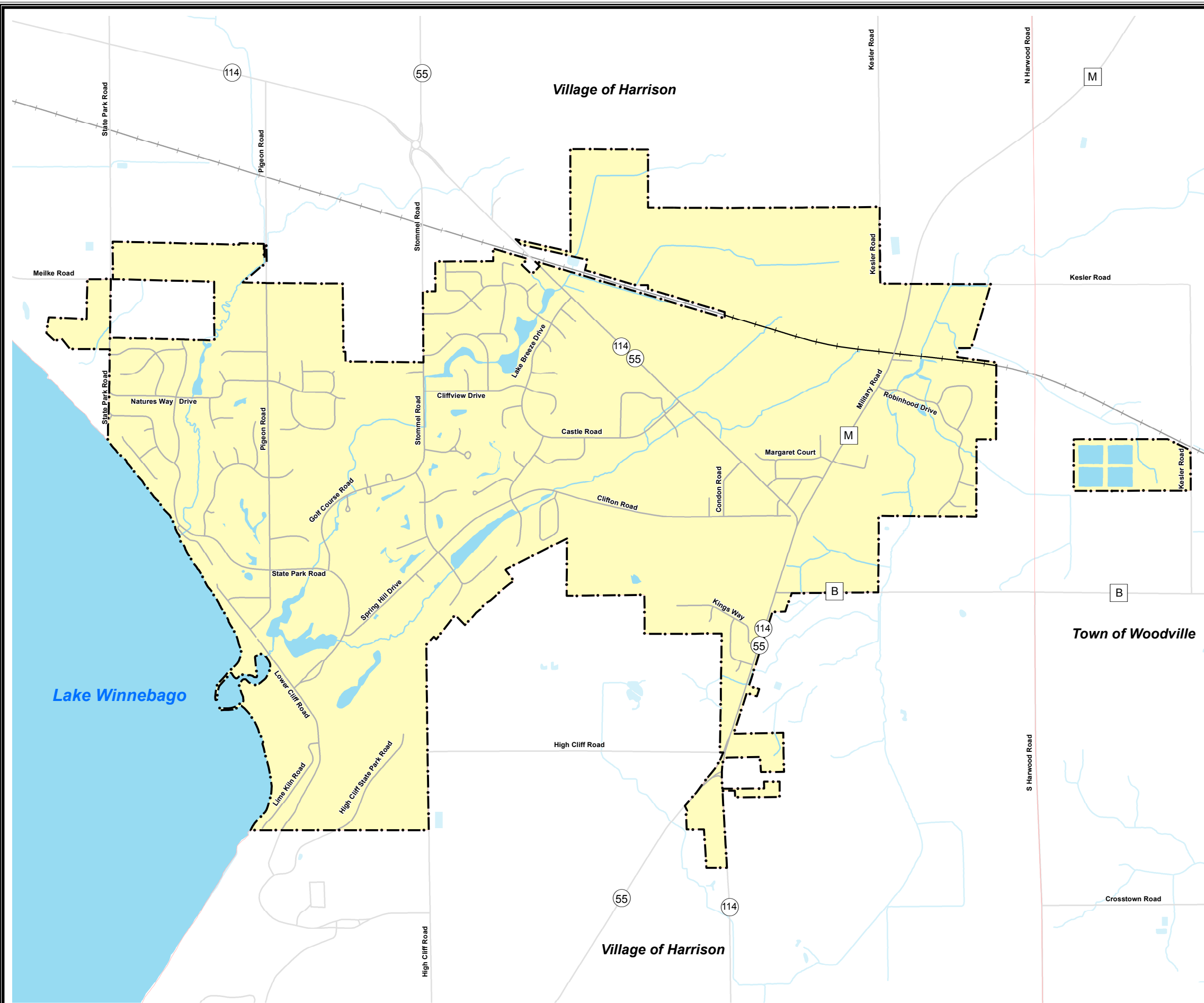
The American Planning Association and its chapters provide leadership through citizen and professional planners. They assist in the development of vital and sustainable communities by advocating excellence in community planning, promoting education and citizen empowerment, and providing the tools necessary to effect positive change.

University of Wisconsin-Extension

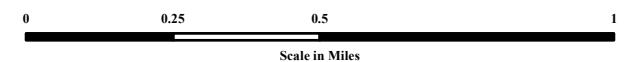
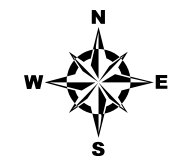
Through the University of Wisconsin-Extension, people of Wisconsin can access university resources and engage in learning, wherever they live and work.

Fundamental to this mission are the UW-Extension's partnerships with the 26 UW campuses, county and tribal governments, and other public and private organizations. UW-Extension extends the boundaries of the university to the boundaries of the state and helps the university establish beneficial connections with all of its stakeholders.

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



Source:
Base Data provided by Calumet County 2016.



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.

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East Central Wisconsin
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