

# VILLAGE OF SHERMAN



## COMPREHENSIVE PLAN | 2021

ADOPTED ON JULY 14, 2021

# Acknowledgments

## SUPPORT PROVIDED BY:

The New York State Climate Smart Communities Program and a cost share with Village of Sherman.



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# Introduction



# Comprehensive Plan Overview

## WHAT IS A COMPREHENSIVE PLAN?

It's easiest to describe the context and purpose of a Comprehensive Plan by first outlining what it is not. A Comprehensive Plan is NOT law, strict land use regulations, or zoning. It does, however, help to inform and guide decision-makers when considering Village policies regarding municipal operations, community development and investment, land use impacts, and protection of environmental resources.

It is important to note that comprehensive plans are provided for by New York State Municipal Law. According to NYS Village Law Section 7-722, a Comprehensive Plan is defined as:

*“...the materials, written and/or graphic, including but not limited to maps, charts, studies, resolutions, reports and other descriptive material that identify the goals, objectives, principles, guidelines, policies, standards, devices and instruments for the immediate and long-range protection, enhancement, growth and development of the Village.”*

## WHY ADOPT A COMPREHENSIVE PLAN?

Comprehensive plans within New York State are important tools for communities looking to be proactive and practical about their future needs and opportunities. Although plans may vary in terms of focus and format, it is generally considered a formal statement by a municipality recognizing the desired vision and policies of its residents and stakeholders.

In response to recent economic challenges, it was determined by the Village Board that the development of an updated Comprehensive Plan would be desirable to ensure future land use decisions are well-informed and sustainable.



The Village applied for and received funding for this Plan through the New York State Department of Environmental Conservation's Climate Smart Communities grant program. The Village also provided in-kind services in the form of Steering Committee support, as well as data and mapping needs.

Upon adoption, this plan will serve as the basis for modifying existing laws or adopting new laws that will ensure future development and investments reflect the needs and desires of the community.

## PLAN PURPOSE & INTENT

As previously stated the primary purpose of this Comprehensive Plan is to put the Village of Sherman's vision for its future on the record. Any development proposal or action, whether private or public, should take into consideration the Village's vision as expressed in this Plan, and be consistent with these stated priorities. It provides future investors with a better understanding of what the Village is likely to support and the types of actions that are preferred. It also provides the Village with greater leverage to influence planning activities and programs instituted by other governmental authorities, such as Chautauqua County or New York State agencies, which are required to take local plans into consideration.

This Plan is also intended to articulate the priorities and concerns of local residents and identify the most cherished aspects of living in Sherman. It establishes policies and objectives that reflect those priorities, and provides a set of recommendations and actions to help the Village achieve its vision.

*Once adopted, this Plan will serve to increase the Village's ability to obtain grant funding and strengthen the enforceability of any subsequent local policies or laws.*

Once completed, a Comprehensive Plan directly or indirectly informs a number of municipal functions and initiatives. These include, but are not limited to, the following:

- **Grant Acquisitions:** *Federal and State funding is increasingly tied to a community's Comprehensive Plan. The projects and programs that have public support and are identified in the Plan are more likely to be successful in obtaining funding than those that are not.*
- **Land Development and Subdivision:** *A Comprehensive Plan can inform future regulatory changes in a municipality. Over time, regulatory tools such as local land use laws, design review, subdivision requirements and environmental protection overlay districts can serve to implement the recommendations of the Plan.*
- **Budgeting and Capital Improvement Planning:** *The Comprehensive Plan can be used as a tool during the development of a municipality's annual budget. The projects and programs contained in the Plan may be included in the budgeting process to ensure the community's priorities are being considered and addressed.*
- **Cultural and Economic Development Efforts:** *An increasing number of municipalities are beginning to undertake more non-traditional efforts to foster community vitality. Examples include the creation of arts and cultural venues or programming as well as economic development initiatives to reduce commercial vacancies. The need and support for such efforts is often determined through the comprehensive planning process and documented in the Plan itself.*

## PLANNING HORIZON

The planning horizon is defined by the length of time for which the Plan is considered relevant and representative of the Village. It may also quantify the length of time necessary to implement a majority of the Plan's recommendations. The planning horizon for this Comprehensive Plan is 15 years, or to the year 2035. This allows for information obtained in the 2030 Census to be included in the 2035 Comprehensive Plan Update. However, it is recommended that the Village also conduct an informal review of the demographic information contained in this document with the release of 2020 Census data, to ensure that its contents are still relevant and applicable.

## PLANNING PROCESS

The planning process utilized to complete this Comprehensive Plan was overseen by the project's Steering Committee. The Steering Committee for the Plan consisted of Village residents, elected officials, and local business operators. The primary role of the Steering Committee was to provide preliminary direction for the Plan and help draft and review documents throughout the process. The general timeline of key milestones associated with the planning process is provided below:

Kick-Off Meeting.....	October 2019
Public Input Meeting.....	October 2019
Community Profile.....	December 2019
Vision & Policy Framework.....	January 2020
Draft Comprehensive Plan.....	April 2021
Open House & Public Hearing.....	May 2021
Village Board Public Hearing.....	July 2021
Plan Adoption.....	July 2021

In August 2019, the Village formalized its contract of services with Barton & Loguidice. The Consultant Team then began facilitating the ongoing Steering Committee meetings throughout the process.

## UTILIZATION OF THE PLAN

The Village of Sherman Comprehensive Plan was adopted by the Sherman Village Board on July 14, 2021. The Village of Sherman may use this Comprehensive Plan in practice as a point of reference for all infrastructure projects and development proposals proposed by the Village and other governmental agencies. A copy of this Plan will be provided to county and state agencies as needed to assist with their future plans and projects in the Sherman area.

The Village can utilize the information contained within this Plan as the foundation upon which to base future planning, policy, and local law decisions. This Plan serves as one type of instrument to inform Village policy, and is not intended to take rights away from property owners and decision-makers. It is anticipated that some circumstances may warrant decisions or actions that deviate from the objectives of this Plan.

## ACRONYMS USED

There are numerous agencies, organizations, and planning references used throughout this Plan. The following list provides a summary of acronyms for the most commonly used names and titles:

ACS:	American Community Survey
CC:	Chautauqua County
CDBG:	Community Development Block Grant
DEC:	Department of Environmental Conservation
DOT:	Department of Transportation
NYS:	New York State
NYSERDA:	New York State Energy Research and Development Authority
US:	United States
USACE:	United States Army Corps of Engineers





Photo: Rose Photography

# Public Participation

In an effort to ensure that the goals and preferences of the population of the Village of Sherman were reflected in this Plan, a number of opportunities were provided to engage Village residents and stakeholders in the development of the Plan's focus and content. These opportunities included a Community Workshop, an Open House, and Public Hearing.

## Community Workshop

On October 1, 2019, the Village of Sherman hosted a Community Workshop at the Stanley Hose Company for residents to learn more about the proposed Comprehensive Plan process and share their thoughts for the Plan. Attendees were also given a brief presentation on the importance and benefits of comprehensive planning.

While in a large group a visual Community Preference Survey (CPS) was administered by the Consultant Team to determine the most desired land use and development patterns for the Village of Sherman. See pages 8 and 9 for a complete overview of the CPS process and results. Following the CPS, attendees were divided into two groups for a more direct dialogue about the current issues and opportunities facing the Village.

## Second Workshop

On May 24, 2021, the Village of Sherman hosted a Community Open House in the Stanley Hose Fire Hall. The purpose of the event was to introduce residents to the proposed policies, action items, and land uses within the Draft Comprehensive Plan, and to solicit feedback on these topics. Informational posters were spread on tables throughout the Hall and attendees were provided with sticky notes and pens to leave notes on the posters. The Steering Committee and Consultant Team were also in attendance to answer questions. A summary of the event and the input received is located in the Appendix.



Photos of the October 1, 2019 Community Workshop

## Strengths:

- 🗨️ *The Village has a lot of history (museums) and historic/unique buildings*
- 🗨️ *There is a strong Amish community*
- 🗨️ *The Village is small, quaint, and you can walk anywhere in Town*
- 🗨️ *There is a strong sidewalk network with awnings (and sidewalk plows)*
- 🗨️ *There are many natural features and old growth trees*
- 🗨️ *There are many outdoor activities (trails, 5k, snowmobiling)*
- 🗨️ *There is a great school and extracurricular activities (4H)*
- 🗨️ *There is a great Fire Department*

## Weaknesses:

- 🗨️ *The Village lacks a sense of identity*
- 🗨️ *There is not much for kids to do other than in school activities*
- 🗨️ *There needs to be a 4H or adult recreation programs/opportunities*
- 🗨️ *There is not a wide enough tax base (need more, larger businesses)*
- 🗨️ *There is no grocery store*
- 🗨️ *Downtown is becoming a ghost town/empty storefronts*
- 🗨️ *There is a lack of community integration and a lack of volunteers*

## Opportunities:

- 🗨️ *There are opportunities with the Amish population and embracing their culture*
- 🗨️ *There is an opportunity to pursue CDBG funding for small communities, for projects such as rehabilitating buildings*
- 🗨️ *There is an opportunity to coordinate between organizations*
- 🗨️ *A farmer's market or first Fridays could be started*
- 🗨️ *The Village could market to people who live outside the area*
- 🗨️ *There should be more effective committees established*
- 🗨️ *A "welcome wagon" or welcome packet could be distributed to new residents*

## Threats:

- 🗨️ *The cost of living is rising*
- 🗨️ *There is a sense of apathy in the community*
- 🗨️ *There can be a lack of respect for personal property*
- 🗨️ *Residents can be resistant to change*
- 🗨️ *Property maintenance is a recurring issue*
- 🗨️ *There is a lack of downsizing options for housing*
- 🗨️ *The population is aging*

# Community Preference Survey

## METHODOLOGY

A Community Preference Survey (CPS) is a visual exercise in which residents of a community are asked to rank a series of images depicting varying development styles, characters, and uses. Participants are encouraged to take the entire context of the image into consideration, including site layout, building size and scale, architectural treatments, parking, landscaping, and screening. The specific brand, store, or restaurant shown in any one image is not to be considered for the purposes of scoring.

Participants are given remote voting pads to record their score for each image, rating them on a scale of 0 (least desirable for my community) to 9 (most desirable for my community). The images are chosen to include similar land uses in varying contexts as well as varying site and building treatments. Ultimately the ranking of images by participants results in a comprehensive overview of public opinion regarding community design and character.

### Design Vocabulary & Character

Based upon the CPS results, a general trend of preferences can be seen among the desirable images (average score of 6 or more) and undesirable images (average score of 4 or less). A summary of those trends and comparisons begins to formulate the community's preferred character and design vocabulary based on the comparison of the following elements with highly ranked versus lower ranked images.

- *Density of Residential Uses*
- *Height & Placement of Buildings*
- *Location & Screening of Parking*
- *Architectural Detailing of Structures*
- *Community Character Depictions*

## THE CPS IN SHERMAN

The Village of Sherman's CPS was conducted at the Kick-Off/ Public Input Meeting held in October 2019.

Based on the results of the Village of Sherman's CPS, a Character and Design Vocabulary Matrix (see next page) was created to demonstrate the preferred approach to community investment and revitalization. CPS Images with a score of 5 or less indicate design and character elements to be avoided, while those with a score of 6 or more include elements to be encouraged. It should be noted, however, that the CPS images are intended to be a general indication of preferences and not dictate image-specific design parameters.

### Highest Ranked Images

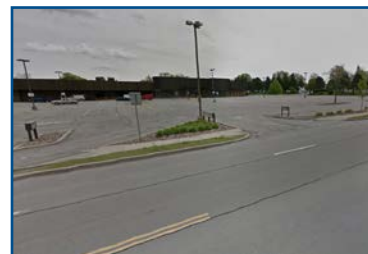


Average Score: 7.13



Average Score: 6.92

### Lowest Ranked Images



Average Score: 0.92



Average Score: 1.29

**Character & Design Elements To be Avoided**  
(Average CPS Score of 5.00 or less)

**Character & Design Elements To be Encouraged**  
(Average CPS Score of 5.00 or more)

**DOWNTOWN**



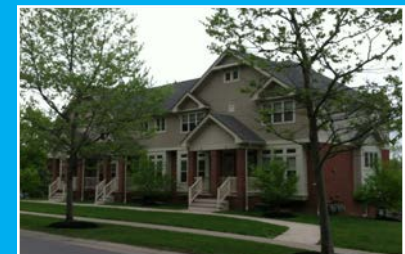
**GENERAL COMMERCIAL**



**SINGLE-FAMILY DEVELOPMENT**



**MULTI-FAMILY DEVELOPMENT**





# Demographics & Trends



# Demographics & Trends

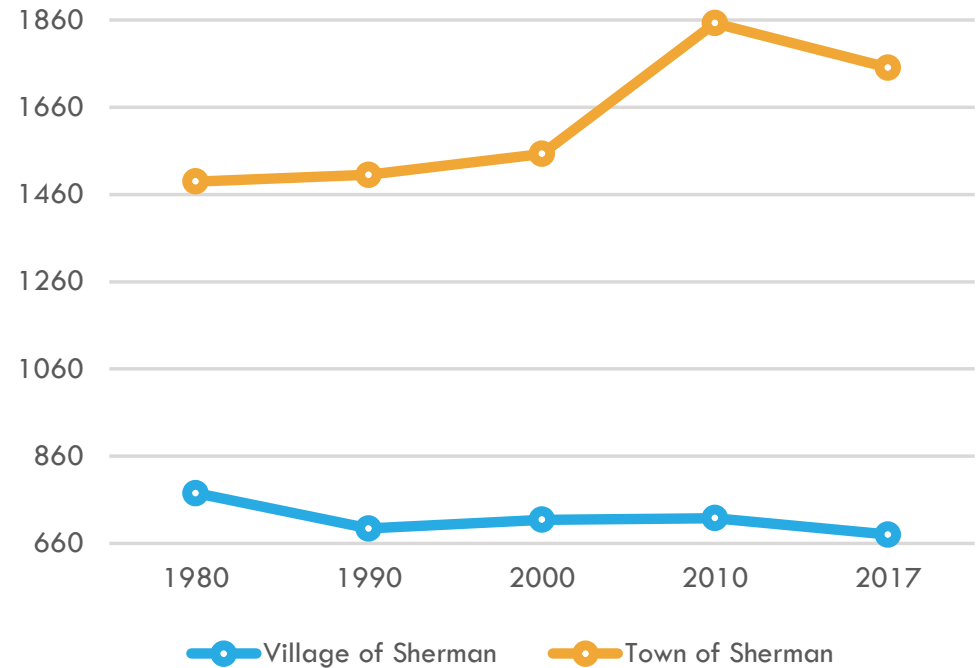
## INTRODUCTION

This section includes a summary of descriptive population, housing and economic trends and statistics for the Village of Sherman compared to that of the Town of Sherman, and Chautauqua County. These figures provide a snapshot of the current demographic and socio-economic character of the Village, Town, and County based on the information available through the US Census Bureau. Where noted, this data has been compiled from the Decennial US Census, the New York Department of Education, and American Community Survey (ACS). A community demographic profile helps identify existing and potential issues, opportunities, and threats with respect to the Village's residents, homes, and economic environment.

## POPULATION

The success of a community should not be measured by its rate of population growth or loss, but rather by the maintenance of community desirability and quality of life in spite of growth or decline. Communities seeking to preserve their small village character may pursue stabilizing their population while also employing development practices for controlled growth. The Village of Sherman's population has been decreasing since 1980. As shown in Table 1, the Village's population has decreased 5.3% since 2010, consistent with both the Town and County's population loss (-5.5% and -3.3%, respectively).

Sherman Population 1980 2017



Source: US Decennial Census Data & 2017 ACS

Table 1

Population	Village	Town*	County
Population (2017)	680	1,751	130,846
% Change in Population (2010-2017)	-5.3%	-5.5%	-3.3%

\* Town population includes the Village's population

Source: US Decennial Census Data & 2017 ACS

## At a Glance!

Population  
**680**

Land Area  
**0.8 sq. mi.**

Density  
**850/sq. mi.**

Median Age  
**34.9**

Year Settled  
**1890**

Source: 2017 ACS

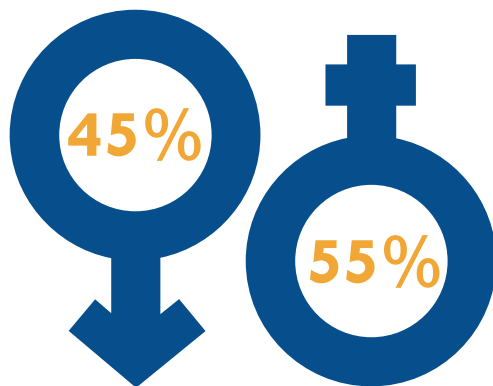


## POPULATION BY AGE GROUP

In terms of age distribution, the 20 to 34 year old age group is the largest cohort, making up 24.7% of the population. The 65+ age group is the second largest cohort at 21% of the population, and experienced the most significant growth (9.8%) between 2010 and 2017. Conversely, the 5 to 19 year old age group had the greatest decline (-15.9%) since 2010, and the 35 to 54 year old age group had the second greatest rate of decline at -11.1%. Gains and losses within these age groups in the Village are consistent with that of Town and County trends, but the Village is experiencing them at a more drastic pace, as seen in Table 2.

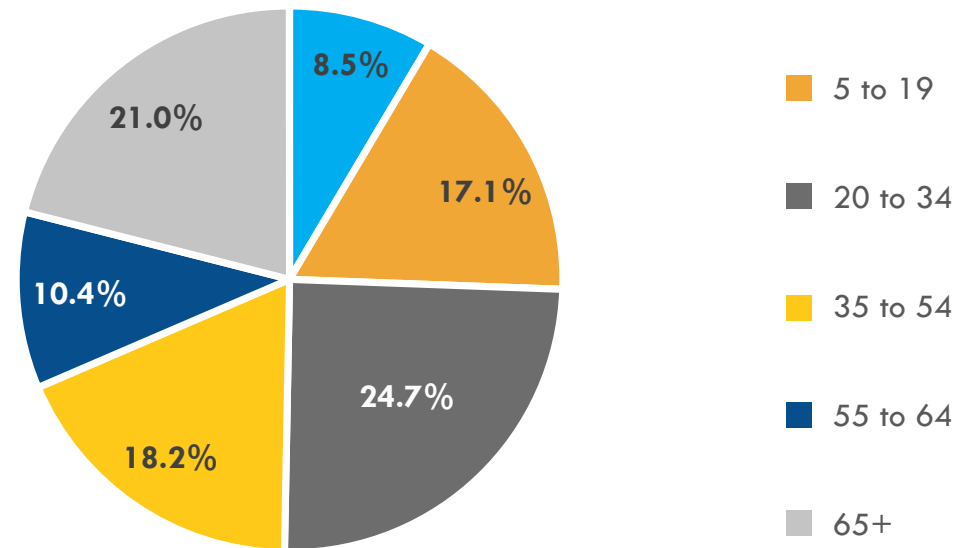
Although there has been a rapid age increase in the Village, the median age of 34.9 falls between the County's median age of 42.3 and the Town's median age of 29.0. It is imperative that the Village's vision and goals take into account the community's aging population. Promoting an age friendly community not only benefits seniors, but the population as a whole. At the same time, young professionals and young families are important age groups to attract and retain as they tend to foster a number of growth opportunities within the community in which they live.

## Male-Female Gender Distribution, 2017



Source: 2017 ACS

## Village Age Distribution (2017)



Source: 2017 ACS

**Table 2**

% Change in Age Group, 2010-2017	Village	Town	County
Under 5	6.8%	0.8%	-0.1%
5 to 19	-15.9%	-4.9%	-2.0%
20 to 34	9.7%	4.9%	0.9%
35 to 54	-11.1%	-5.2%	-3.5%
55 to 64	0.7%	0.9%	2.3%
65+	9.8%	3.5%	2.2%

Source: US Decennial Census Data & 2017 ACS

## EDUCATIONAL ATTAINMENT

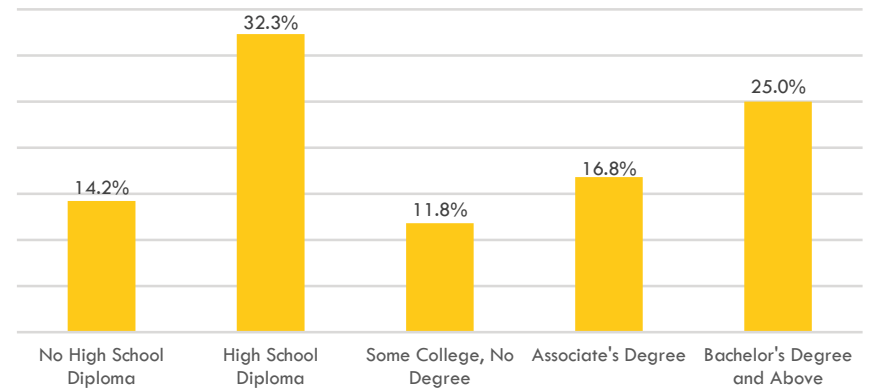
One of the primary indicators of income and employment within a community is their level of educational attainment among residents aged 25 or older. The Sherman Central School District is a source of pride in the Village and a primary reason residents move to Sherman. The school, located in the Village, houses grades K-12. The Village's education rate mirrors that of the Town and County with 75% of the population having obtained a high school diploma or higher degree. The Village has a greater share of residents with higher educational attainment (associate's degree and higher) than the Town and County.

Consistent with the previously noted decline in the Village's 5 to 19 age group, there has been a decrease in school enrollment since the 2009-2010 school year. Enrollment for the 2009-2010 school year was 497, by the 2015-2016 school year it dropped to 377. Since the 2015-2016 school year, school enrollment has increased slightly, reaching 394 in the 2017-2018 school year.



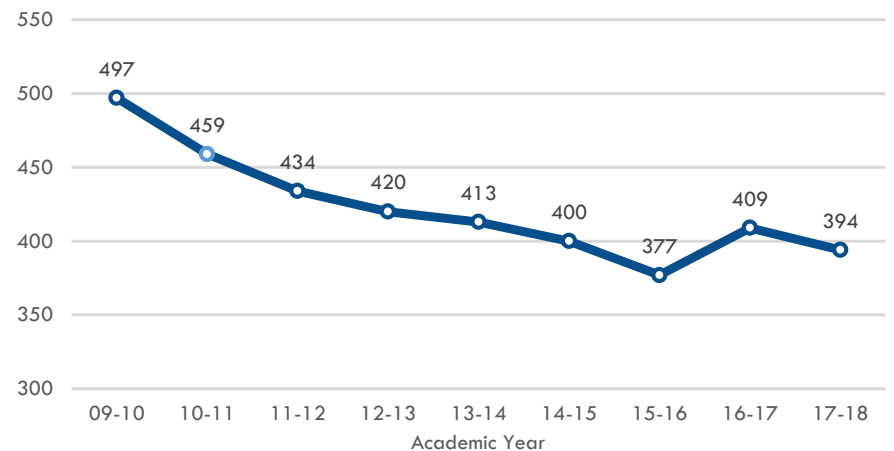
Source: [shermancsd.org/](http://shermancsd.org/)

Village of Sherman Educational Attainment



Source: 2017 ACS

Sherman School District Enrollment



Source: NYS Department of Education

## INCOME

Due to the comparable rates of educational attainment within the Village, Town, and County, it is not surprising that the Village's median household income (\$42,738) is generally consistent with the Town's (\$38,750) and the County's (\$44,304). Although the Village's median household income is comparable to that of the Town and County, it has increased at a considerably faster pace than of the Town (11.7%) and County (9.0%) see table 3.

Local employment data from 2010 to 2017 indicates that the size of the Village's labor force (both employed and unemployed workers) has decreased. One contributing factor may be the result of residents reaching retirement age. Over this same time, the Village has also seen a decline in its unemployment rate. This may be a result of less competition in the labor force and/or increased job opportunities.

**Table 3**

Median Household Income	2010	2017	% change
Village of Sherman	\$34,118	\$42,738	25.2%
Town of Sherman	\$34,674	\$38,750	11.7%
Chautauqua County	\$40,639	\$44,304	9.0%

Source: US Decennial Census Data & 2017 ACS

**Table 4**

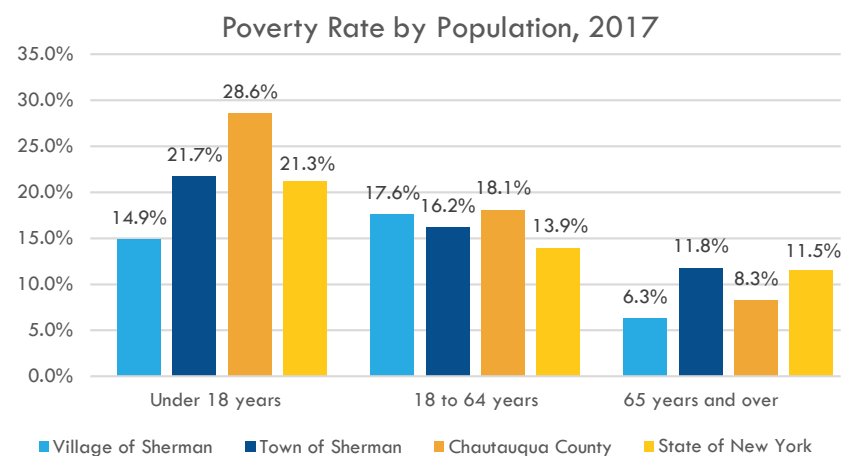
Unemployment Rate	Village	Town	County
Unemployment Rate	5.9%	3.3%	7.7%
Percent Change in Unemployment Rate (2010-2017)	-0.5%	-1.5%	-0.4%

Source: US Decennial Census Data & 2017 ACS

## POVERTY

Poverty rate by age group was analyzed for this plan in order to better understand the current economic conditions facing residents at various stages of life. As shown in the chart below, the Village poverty rate is generally lower than that of the Town and County, particularly for residents under 18 and over 64. However, these age groups are considered the most 'at risk' due to their potential dependence on others for day to day needs and limited incomes.

Although poverty rates within the Village are lower, it is an indicator of concern. The poverty rates coincide with the unemployment rate in the Village. Addressing the challenges of poverty and improving local economic opportunity will be key to the future success of Village residents and their quality of life.



Source: 2017 ACS

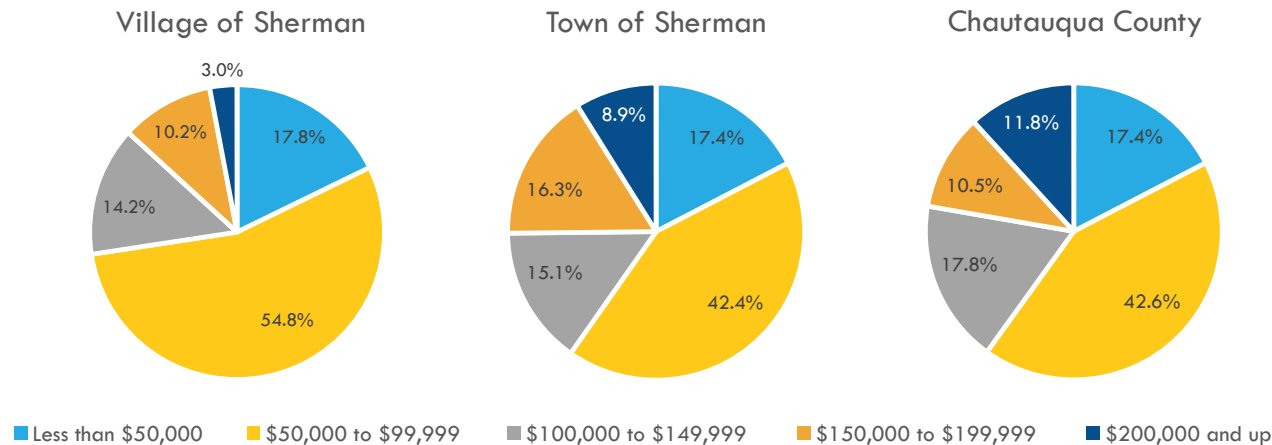
## HOUSING CHARACTERISTICS

The figures below show the share of home values for housing units within the Village of Sherman compared to Chautauqua County and the Town of Sherman. In 2017 it was reported that 72.6% of units within the Village were valued at less than \$100,000; indicating a higher share of low value housing stock within the Village than that of the Town (59.8%) or County (60%). Additionally, the Village has a smaller share of homes valued over \$200,000 (3.0%) than the Town and County (8.9% and 11.8% respectively). Overall, the Village’s median home value (\$72,400) is less than that of the Town (\$83,900) and the County (\$85,800). The vast majority of homes (80.5%) in the Village are “pre-war homes,” meaning they were built prior to 1940. The Town and County also have many pre-war homes, but they make up a smaller share of local housing stock (63.8% and 46.6%, respectively).

The lower comparative home values indicate that housing stock within the Village may be in need of repair and/or renovation. Older residents and those with limited incomes may struggle with home repair and upkeep. Therefore, future efforts should be considered by the Village to increase the quality of housing and support efforts by residents to undertake maintenance and home improvement projects.



Sherman has a variety of housing types and styles. Generally speaking, the Village has an abundance of houses that are older and more traditional in character like the one shown above located on the corner of Miller Street and Park Street.



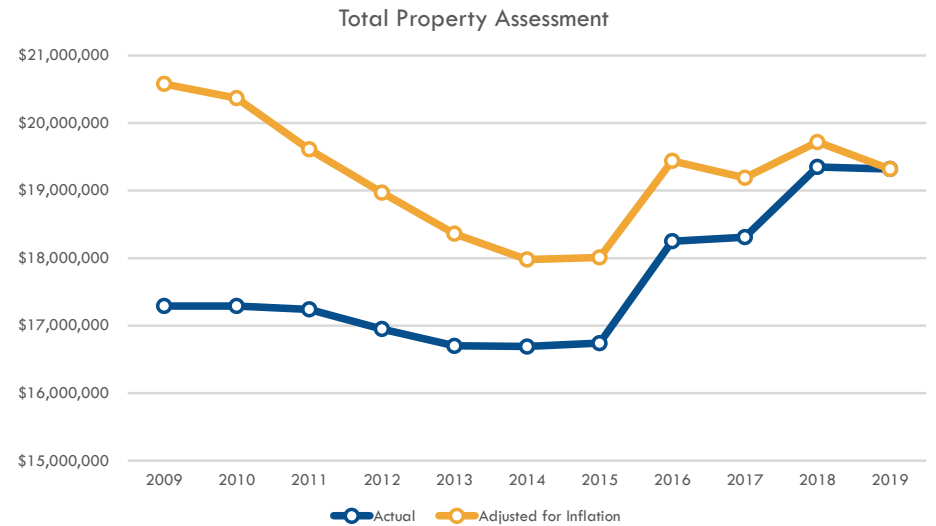
Source: 2017 ACS

## OCCUPANCY & TENURE

Housing occupancy and tenure information for the Village, Town, and County are shown in Table 5. The Village of Sherman has 314 housing units, of which 8.3%, or 26 units, are vacant. This is lower than both the Town and County's share of vacant housing units (12.3% and 21.4%, respectively). An assessment of the Village, Town, and County's occupied housing units indicate that the Village housing stock has the highest share of rental units. This is typical of higher density village centers in rural towns like Sherman. As future housing opportunities are considered, the Village should work with the Town to support the development of diversified, quality housing stock.

## TOTAL PROPERTY ASSESSMENT

Tracking the progression of local property assessments over time (adjusted for inflation) helps a community understand how its commercial and residential markets are performing. The Village of Sherman's actual property assessment for the last 10 years has increased from \$17.2 million to \$19.3 million as shown by the blue line in the chart to the right. However, when these values are adjusted for inflation (using 2019 dollars), the total property assessment is reported to have dropped 6.1% from 2009 to 2019, as shown in the yellow trendline at right. When breaking down the history of the Village's total assessed value (adjusted for inflation), it dropped 12.6% from 2009 to 2014, but has had an upward trend of 7.5% since 2014. The overall trend of property assessment values for the past ten years indicates that the Village's property values suffered alongside their national counterparts following the 2009 economic recession, but have begun to regain their value.



Source: Chautauqua County Real Property Tax Services

**Table 5**

Housing Occupancy, 2017	Village	Town	County
Total housing units	314	620	67422
Occupied housing units	91.7%	87.7%	78.6%
Vacant housing units	8.3%	12.3%	21.4%
Owner-occupied	68.4%	81.4%	70.0%
Renter-occupied	31.6%	18.6%	30.0%

Source: 2017 ACS

## HOUSING BURDEN

Another economic indicator related to housing is the cost burden facing households. The U.S. Department of Housing and Urban Development defines cost-burdened families as those who pay more than 30 % of their income for housing. Families who are cost burdened often face additional financial stress when budgeting for everyday necessities such as food, clothing, transportation, and medical care. At the first public meeting for this Comprehensive Plan effort, residents of Sherman expressed concern over increasing housing costs, which is consistent with the housing market trends summarized below.

Table 6 displays rent/mortgage costs as a percent of household income for the Village, Town, and County. Nearly 40% of Village residents are considered to be housing cost burdened, higher than that of the Town and County. As seen in Table 7, the percentage of households in the Village paying over 35% of their income for housing has increased by 13.7% since 2010. This is a significant increase, especially compared to the Town, which saw an increase of 1%; and the County, which saw a decrease of households in this category by 0.2%. As a result, future efforts to preserve housing affordability will be important to maintaining resident quality of life.

**Table 6**

<b>Rent/Mortgage as % of household income, 2017</b>	<b>Village</b>	<b>Town</b>	<b>County</b>
Less than 20%	38.4%	40.7%	41.7%
20%-24%	14.1%	14.9%	12.8%
25% - 29%	8.6%	11.6%	9.0%
30% - 34%	8.6%	4.9%	6.9%
35% or more	30.3%	28.0%	29.6%

Source: 2017 ACS

**Table 7**

<b>Change in Rent/Mortgage as % of household income</b>	<b>Village</b>	<b>Town</b>	<b>County</b>
Less than 20.0%	-1.3%	2.8%	4%
20 to 24%	0.5%	1.9%	-2.0%
25 to 29%	-3.9%	2.8%	-1.6%
30 to 34%	-8.9%	-8.6%	-0.2%
35% or more	13.7%	1.0%	-0.2%

Source: 2017 ACS

## EMPLOYMENT INDUSTRIES

The top four employment industries in the Village of Sherman make up 78.4% of resident employment for the 237 workers who live in the Village (US Census). These industries include educational services, and health care and social assistance (27.6%); retail trade (20.9%); arts, entertainment, and recreation, and accommodation and food services (16.6%); and construction (13.3%) as shown in Figure 8. As previously stated, the Village’s unemployment rate is consistent with the Town and County’s. It should be noted that it is also on par with that of western New York as a whole, which is 5.5%.

The figure below shows the inflow and outflow of all jobs within the Village of Sherman. In 2017, 22 jobs were held by people who both lived and worked within the Village, while 294 people worked in the Village, but lived outside. It is estimated that 215 residents travel outside the Village for work.



Source: 2017 ACS



Source: OnTheMap







# Community Context & Character

# Community Context & Character

This section includes a descriptive analysis of physical characteristics of the Village of Sherman. It is an assessment of the Village’s natural environment and built form, which will help determine if local land use and character conditions are adequate and meet the current and future needs of the community. This assessment is intended to provide a ‘snapshot’ of the assets and features the Village has today and serve as a foundation for the recommendations of actions it should take to help address issues, capitalize on opportunities, and leverage assets.

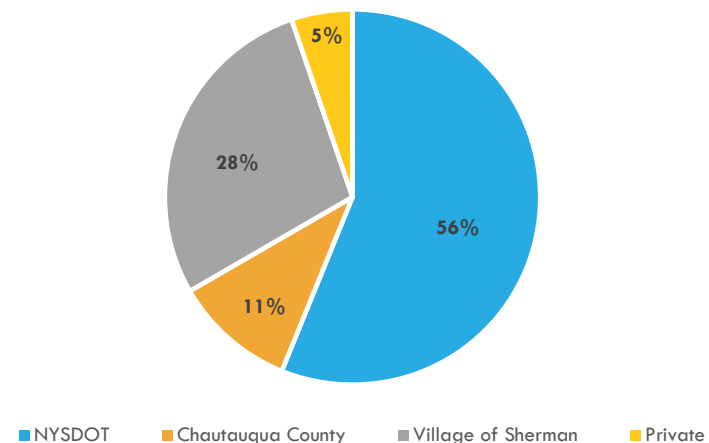
## REGIONAL LOCATION & TRANSPORTATION

The Village of Sherman is located within the Town of Sherman in southwest Chautauqua County in western New York (Map 1). The Village is made up of State, County, and locally-maintained roads (Map 2). Interstate-86 runs through the southern portion of the Village and has on and off ramps to Osborn Street/Route 76. The presence and proximity of I-86 presents many opportunities for tourism and economic development. Route 76 bisects Sherman and converts to Kipp Street and Franklin Street. Other major roads that pass through the Village include Route 430, which turns into West Main Street and East Main Street. Given the presence of I-86, Route 76, and Route 430, over half of the roads are owned by NYS DOT. The Village owns approximately one-third of the roads, and about 11% are owned by the County. The distribution of roads by ownership is depicted on Map 2 on the following page.

Based on NYS DOT traffic data, I-86 has the highest daily traffic volumes ranging from approximately 7,203 to 7,751 vehicles. The next highest traversed road is East Main Street, the Village’s Central Business District. Map 3 shows that many vehicles appear to be coming from I-86 along Osborne Street. This presents an opportunity for the development of amenities and attractions off of I-86. Other highly trafficked roads include the rural roads leading in and out of Sherman. In addition to these public rights of way, there are private roads and driveways which provide property access.

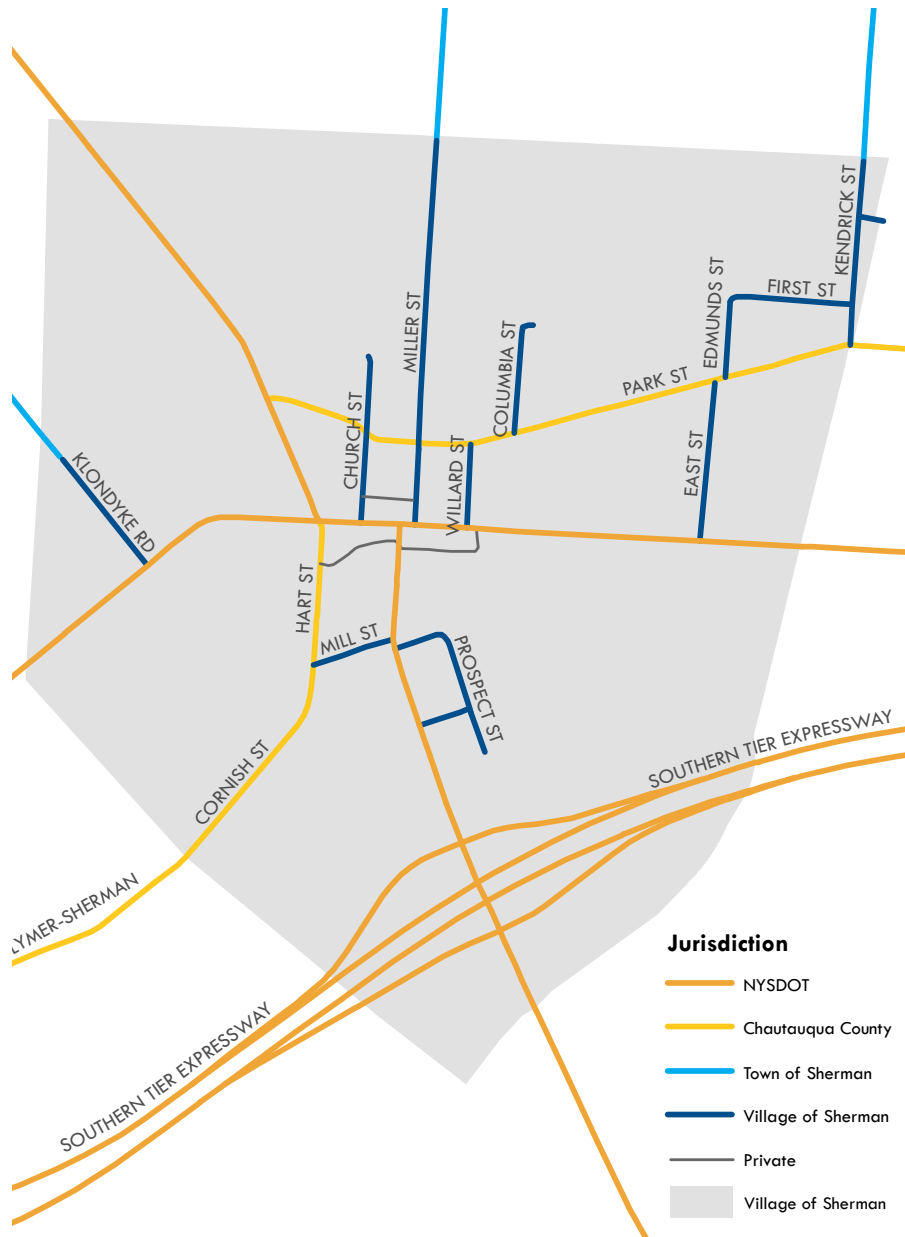


Road Ownership by Percentage of Centerlane Miles



Source: NYS DOT

### Map 2: Road Jurisdiction



### Map 3: Average Annual Daily Traffic



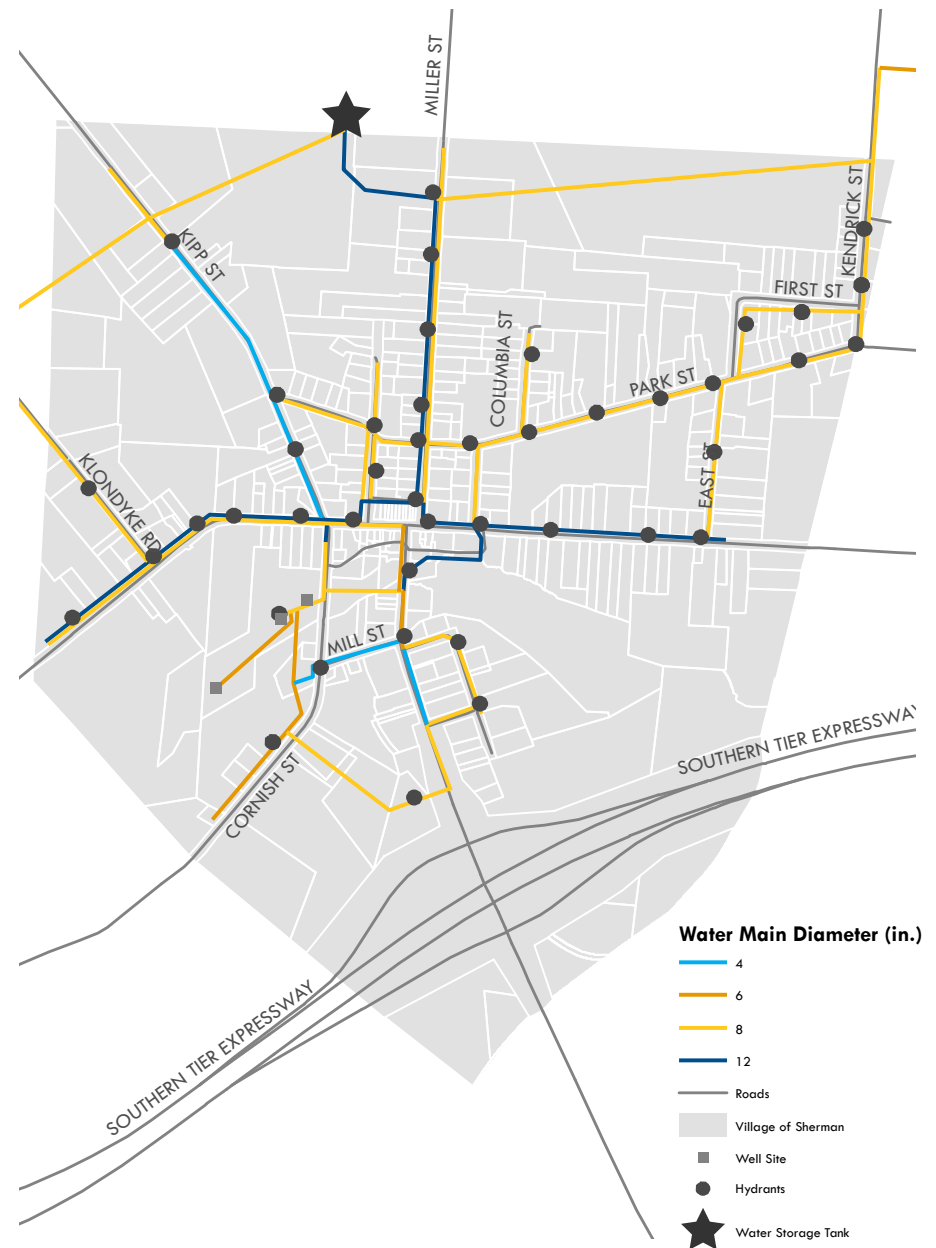
## Map 4: Existing Water System

### WATER INFRASTRUCTURE

The Village of Sherman owns and operates a water system that was originally constructed in the early 1800s and currently consists of two well houses, a 300,000 gallon storage tank, and 7.9 miles of water distribution mains (see Map 4). Several components of the water system are in need of significant rehabilitation or replacement. In 2018, the Village applied for and received a \$50,000 Community Planning Grant through the NYS Office of Homes and Community Renewal to complete a comprehensive evaluation of its drinking water system. The evaluation recommended the design and construction of a Drinking Water System capital improvement plan (CIP) to address its deficiencies. The Village is currently moving forward with implementing these improvements.

### SANITARY SEWER INFRASTRUCTURE

The Village operates a wastewater treatment plant (WWTP) that was constructed in the late 1970s and has had little to no renovations. Most of the WWTP process equipment has exceeded its useful service life. Many treatment components have experienced age-related deterioration, are not in service, or need improvements to reflect modern standards. Proper treatment of the Village's wastewater is essential for protecting the water quality of French Creek. The Village is in the early stages of upgrading the WWTP in addition to minor upgrades to the sanitary sewer collection system for reducing inflow and infiltration (I/I) and addressing structural deficiencies in pipes and manholes. Map 5 displays the locations and diameters of the sewer lines.



# Map 5: Existing Sanitary Sewer System

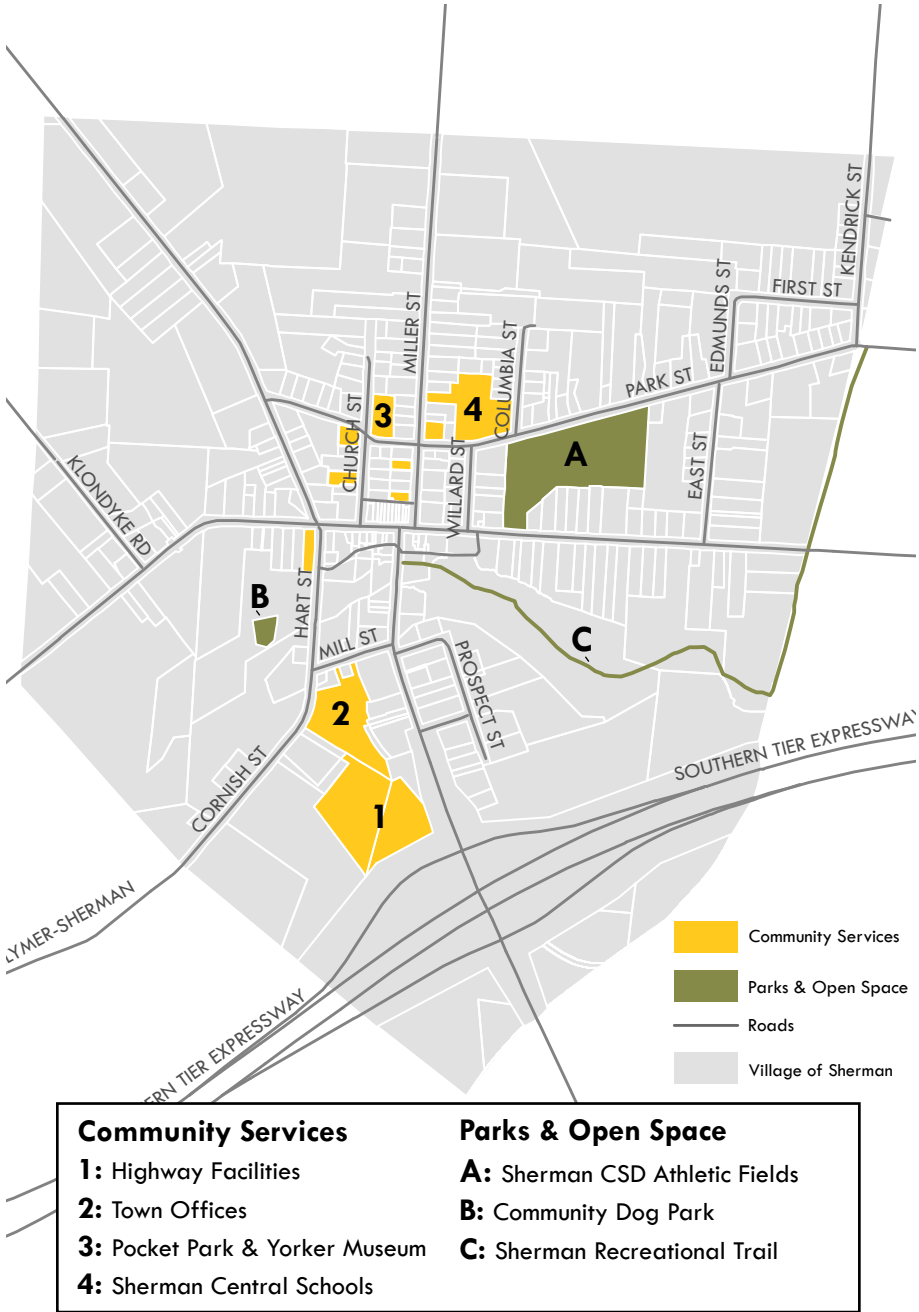


# Map 6: Parks & Community Services

## PARKS & TRAILS

The Village has a limited amount of parks, trails, and open space (map 6). There is public open space for school recreation across the street from Sherman High School, between Park Street and East Main Street. This eight acre space has two softball/baseball fields, a basketball court, a playground, and space for a soccer/football field. There is a playground at Sherman High School as well as a pond behind the school's campus. There is a community dog park located off of Cornish/Hart Street on the same Village road as the WWTP. According to the NYS Real Property Tax Map, the dog park is located on a parcel designated for 'public services'.

The Sherman Recreational Trail is a one-mile portion of the Chautauqua Rails to Trails system that runs through the southeast part of the Village. The primary trailhead is located at the northern part of Franklin Street. Other trailheads include East Main Street (at the Village border) and the Park Street-Kendrick Street intersection. The Sherman Recreational Trail/Chautauqua Rails to Trails eventually connects to the Ralph C. Sheldon Trail, 0.9 miles northeast of the Village within the Town of Sherman.

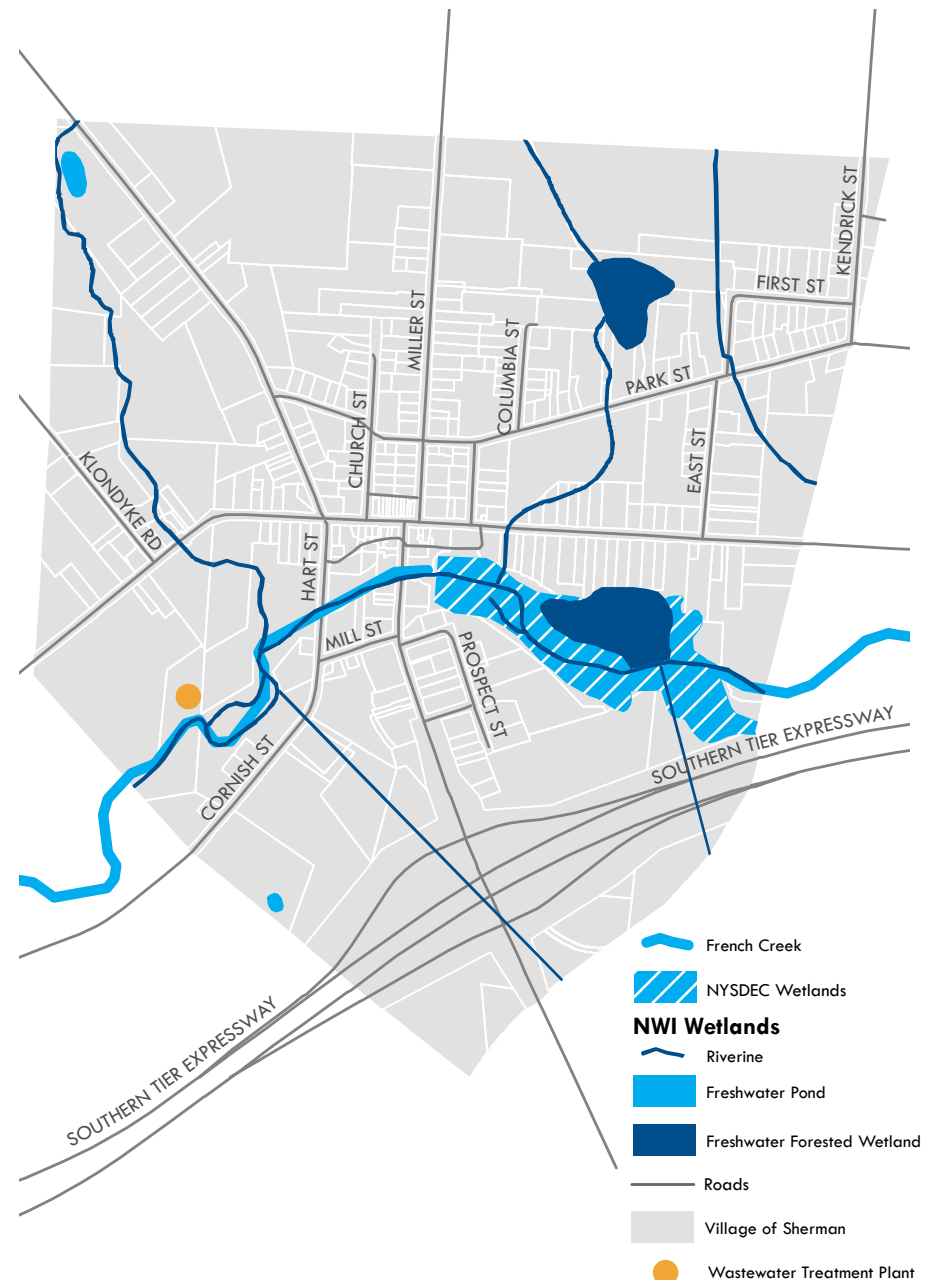
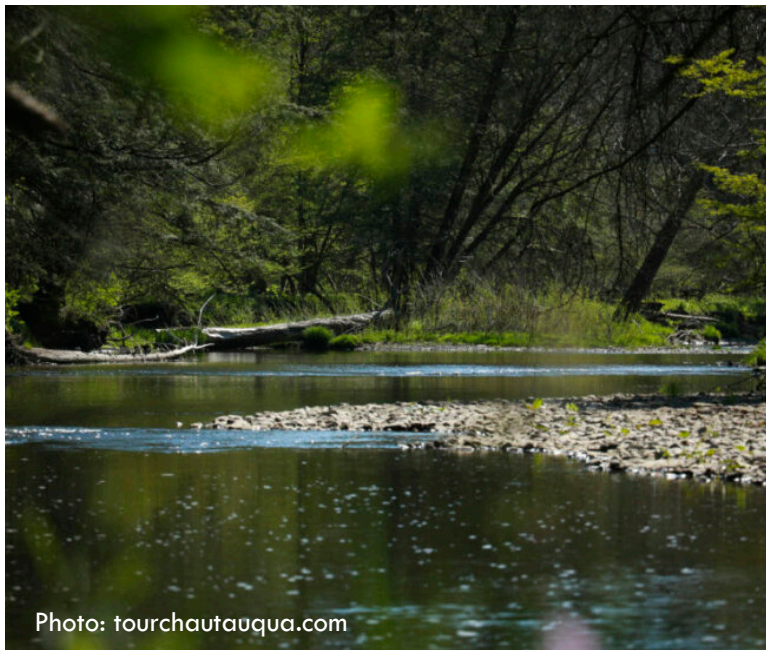


## Map 7: Hydrography & Wetlands

### HYDROGRAPHY & WETLANDS

Hydrography and wetlands in the Village are displayed on map 7 to the right. French Creek runs through the southern part of the Village and has tributaries flowing from the northern part of the Village. The WWTP is located at the western edge of the map and discharges treated effluent to French Creek.

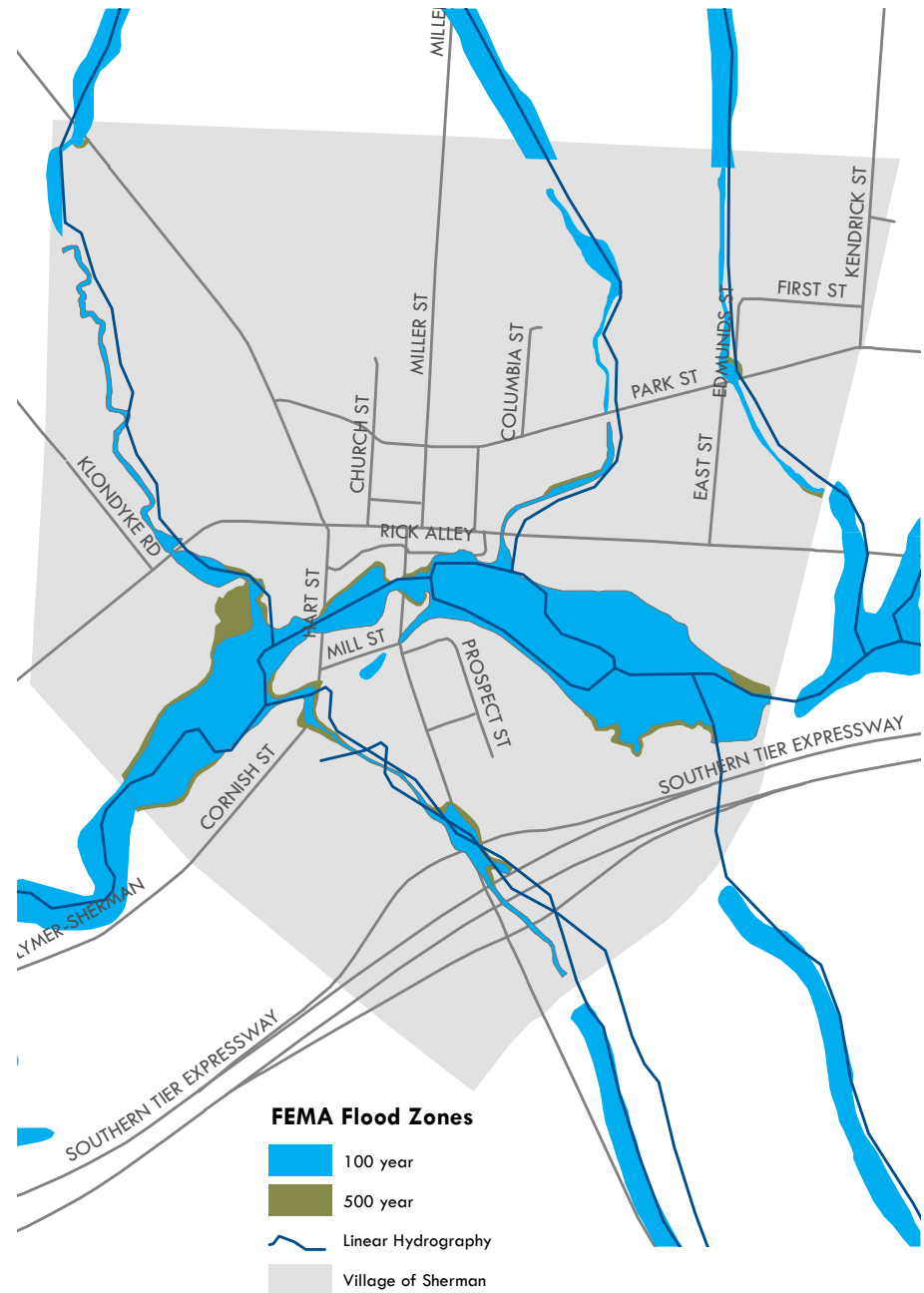
The National Wetlands Inventory (NWI), maintained by the US Fish and Wildlife Service, shows designated wetlands which include freshwater forested/shrub wetlands and freshwater ponds. Additionally, the New York State Department of Environmental Conservation (DEC) has designated a wetland in the central/eastern part of the Village.



## Map 8: FEMA Flood Zones

### FEMA FLOOD ZONES

Areas of the Village with creeks and streams are located in designated Federal Emergency Management Agency (FEMA) flood zones, as shown on Map 8. Flood zones are geographic areas that FEMA has defined, according to varying levels of flood risk. Based on FEMA's Flood Insurance Rate Map (FIRM), Zone A areas are in the 100 year Flood Zone, Zone B areas are in the 500 year Flood Zone, and Zone C areas are outside of all Flood Zones.





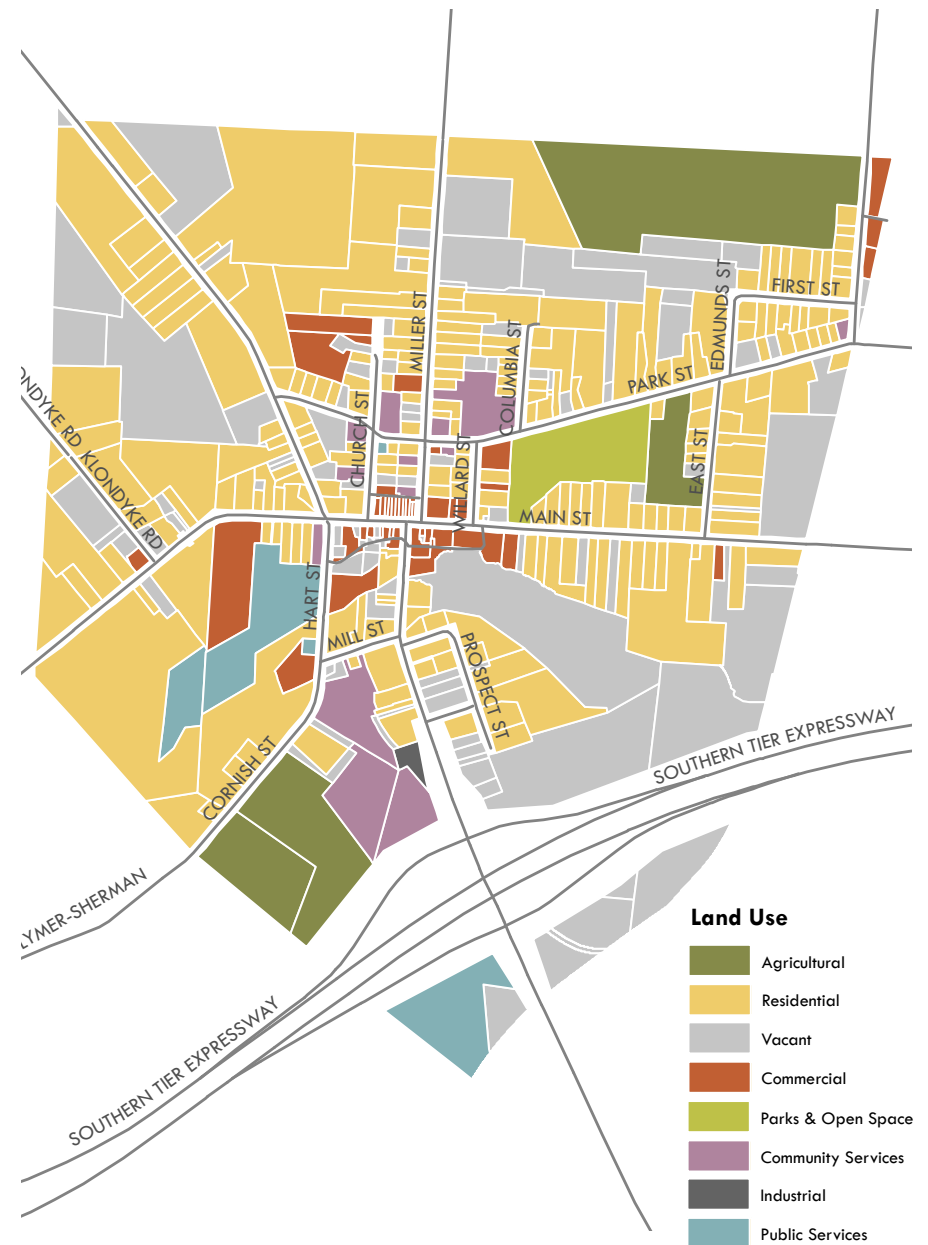
## Map 9: Existing Land Use

### LAND USE

There are 409 parcels within the Village totaling 396.5 acres (map 9). According to the New York State Office of Real Property Services, land classification codes and the Village of Sherman's property information, more than 75% of the Village's total area is used for residential or agricultural purposes, or is vacant.

Residential is the largest land use category covering 35.4% of the Village's total area. Most of the residential properties (203 out of 235) are categorized as single-family parcels. The next most prevalent residential uses are two-family parcels (21), mobile homes (6), and three-family residences (3). As mentioned previously, a vast majority of the homes were built prior to 1940, contributing to the traditional and historic character of the Village. Many of the homes near the border are more rural in character with a larger lot size and building setback.

Although only four parcels are designated as such, agricultural uses make up 47.9 acres (12.1%) of the Village's total land area. Commercial is the third most prevalent land use with 44 parcels or 6.1% of the total area. The majority of the commercial properties are located along Main Street. Commercial uses found in the Village center include a mix of retail shops such as auto parts stores and pharmacies, as well as service businesses such as hair salons and banks.



## EXISTING ZONING

Zoning is a tool used to govern ‘uses’ such as residential, commercial, or agricultural uses. Zoning also provides the standards for the size of structures and how structures relate to their surroundings, including other buildings, homes, open spaces, and the street. New York’s zoning enabling statutes require that zoning laws be adopted in accordance with a comprehensive plan. Therefore, zoning has a direct relationship with the comprehensive plan and is an essential method for implementing the goals of the plan. This section will summarize the regulatory language and requirements of the existing zoning districts in the Village of Sherman.

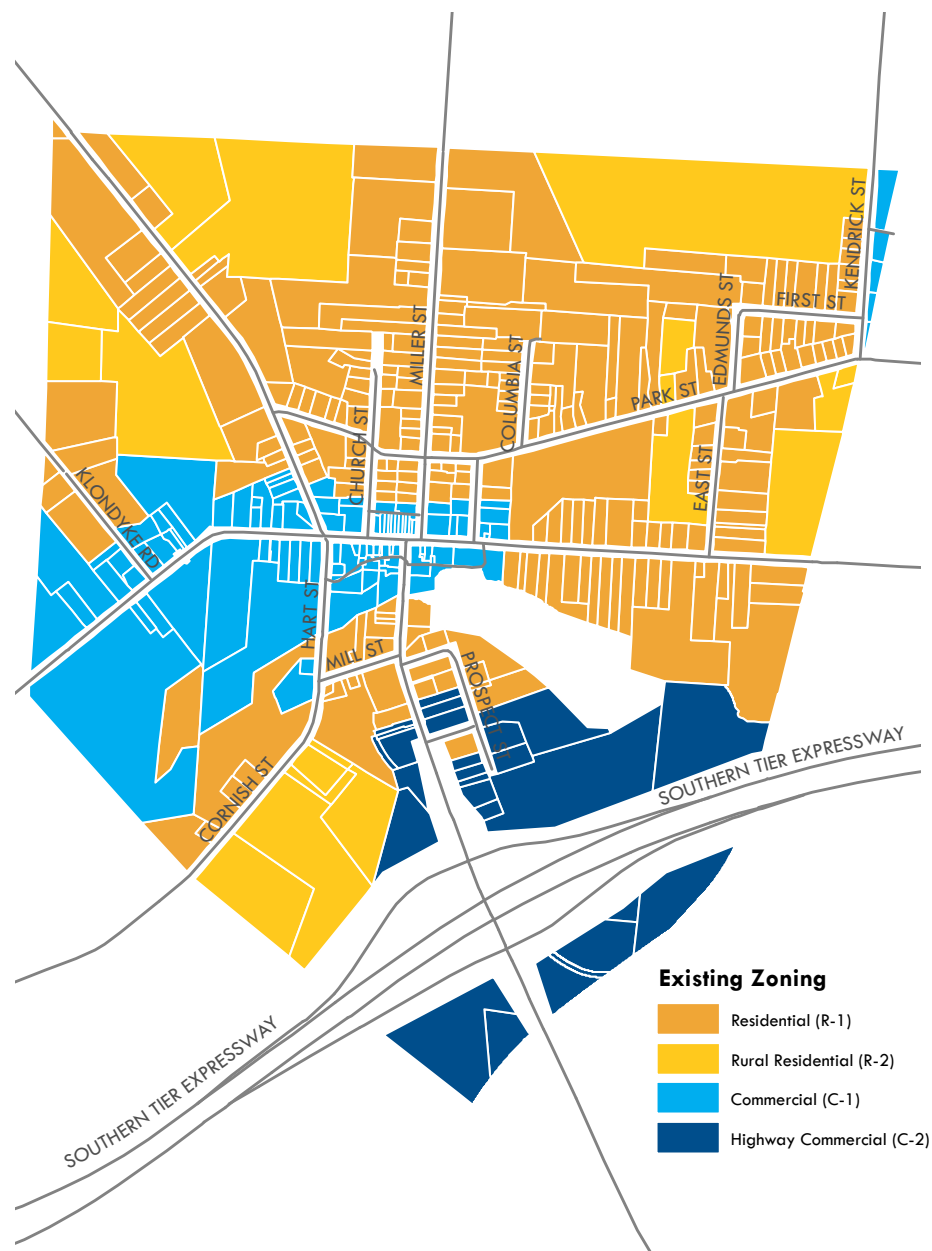
There are a total of four zoning districts in the Village: Residential (R-1), Rural Residential (R-2), Commercial (C-1), and Highway Commercial (C-2). All the zoning districts rely on the standard functions of the use and bulk regulations. These districts are shown in Map 10 and summarized below.

**Residential (R-1) District:** The R-1 District is established to primarily provide for new single-family residential development or to protect existing neighborhoods from encroachment of all other uses. It derives its name from the 15,000 square foot minimum lot size requirement for single family units. The R-1 District accommodates public and community uses as either a permitted use or with a Special Permit. These uses include but are not limited to schools, library/museum/gallery, and churches. There are also a limited number of commercial uses allowed by Special Permit. These include nursing homes, bed and breakfasts, and day care centers.

**Rural Residential (R-2):** The R-2 Districts is established to provide for the development of large lot, rural properties for residential, limited agricultural, and selected commercial activities. This district has an abundant supply of vacant land much of which is rural in character. Although the minimum lot size is 15,000 square feet like the R-1 District, there are additional permitted and special permit uses allowed. These additional uses include: mobile homes, animal farms, agricultural uses and buildings, nurseries, flea markets, mills, airports, windmills, and wineries.

**Commercial District (C-1):** The C-1 District is established to protect and foster the existing retail and service business and enable it to better meet the needs of both residents and visitors. Portions of this district should be

## Map 10: Existing Zoning Map



oriented toward pedestrian-oriented businesses. Additional uses for this district have the purpose of promoting a variety of retail, service, and wholesale uses which are vehicle oriented in addition to light industrial uses not associated with nuisances or large utility systems. The primary goal of the regulations for this district is to protect and enhance the community by encouraging aesthetically appealing storefronts with safe ingress and egress and discouraging chaotic strip development. Permitted uses include a range of commercial activities included but not limited to: general retail/service shop, bar, restaurant, antique shop, drugstore, department store, bank, laundromat, and drive-in business.

**Highway Commercial District (C-2):** The purpose of the C-2 district is to promote retail and service uses, many of which may be large in size for the use of residents and visitors. At the same time, a major goal is to protect and enhance the community by encouraging aesthetically appealing businesses with safe ingress and egress and prohibiting chaotic strip development. Some uses allowed in the C-2 district and not in any of the others include: general heavy industry,

manufacturing, machine shop, and junk/scrap yard. Other activities include but are not limited to: building contractor business, lab/research, grocery, bar, and hotel.

**Existing Bulk Requirements**

Bulk regulations are the combination of controls that determine the maximum size and placement of a building on a zoning lot. Sherman’s bulk requirements consist of lot size, lot width, lot coverage, setbacks (front yard, side yard, rear yard), building height, and floor space. Bulk requirements typically vary depending on the zoning district due to requirements of different uses or the limitations a municipality puts on them.

In Sherman, many bulk requirements are uniform across the Village despite the varying development patterns. Currently, the compact development along Main Street has the same bulk requirements as agricultural fields along the Village boundary. This uniformity has caused widespread pre-existing non-conformities among parcels throughout the Village. See table below

**Table 8**

	<b>R-1 Residential</b>		<b>R-2 Rural Residential</b>			<b>C-1 Commercial</b>		<b>C-2 Highway Commercial</b>
	<b>Single Family</b>	<b>Non- Residential</b>	<b>Single Family</b>	<b>Multiple Family</b>	<b>Non- Residential</b>	<b>Single Family</b>	<b>Non- Residential</b>	<b>All Primary Uses</b>
Min Lot Size (sq ft)	15,000	15,000	15,000	15,000	15,000	15,000	15,000	15,000
Min Lot Width (ft)	100	100	100	100	100	100	100	-
Max Lot Cover (%)	30%	30%	30%	25%	30%	30%	30%	40%
Min Front Yard (ft)	35	50	35	-	35	35	50	50
Min Side Yard (ft)	25	25	25	15	25	25	25	20
Min Rear Yard (ft)	35	50	35	15	35	35	50	50
Max Height (ft)	30	30	30	35	35	30	30	40
Min Floor Space (sq ft)	1,000	-	1,000	1,000*	-	1,000	-	-

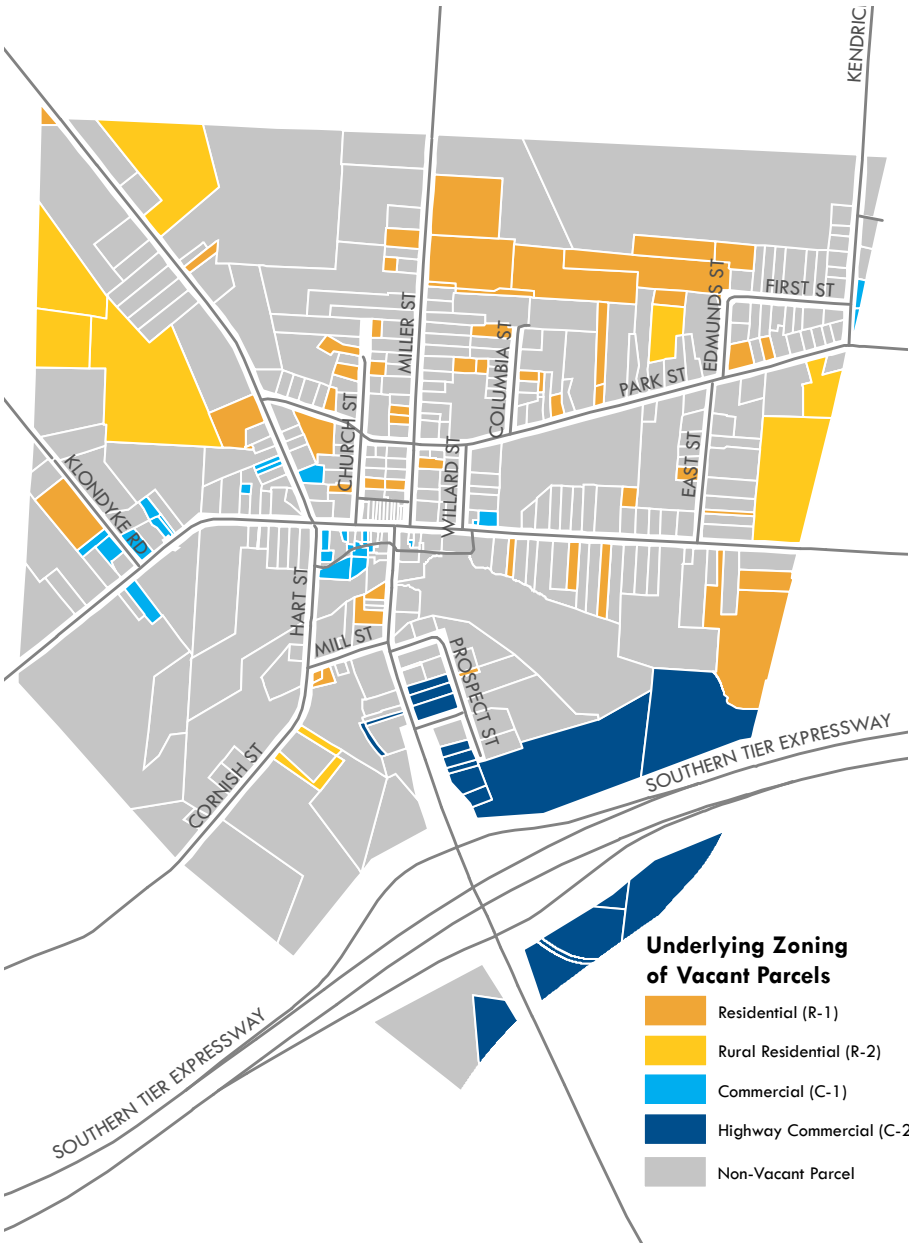
\*6,000 sq ft for elderly housing

# Map 11: Vacant Parcels

## Vacant Land

The second largest land use category, making up 104 parcels, is vacant land as shown in Map 11. Vacant land within the Village covers 28.2% of its total area. Approximately 50% of the vacant parcels in the Village are zoned as Residential (R-1). Another 9%, or 9 parcels, are zoned as Rural Residential (R-2). About 25% of the vacant parcels are zoned as Commercial (C-1), and the remaining 16% parcels are zoned as Highway Commercial (C-2).

There is one commercial parcel of strategic importance located directly off of I-86 and it is currently vacant. If utilized, this parcel has the potential to add to the Village’s tax base by attracting I-86 commuters. Other vacant parcels off I-86 include residential land that is not developed and agricultural land. Non-vacant parcels off I-86 include land currently operating as public services, community services, and industrial uses.



## HISTORIC & ARCHITECTURAL RESOURCES

This section will present a brief inventory of the Village of Sherman's historic commercial and residential resources, based off of a cultural resource survey performed by Buffalo Architecture and History. According to the Cultural Resource Information System (CRIS), there are six (6) structures within the Village that are eligible to be listed on the National Historic Registry, 11 structures have been deemed not eligible, and 11 structures are undetermined. Although the Village does not have any structures or districts listed on the National Historic Registry, its built form has historic roots.

After devastating fires during the 1800s, the north and south sides of Main Street were rebuilt and still stand today. The streetscapes on both sides of Main Street retain an aesthetic appearance similar to those seen in films set in the "Old West." The two- and three-story buildings along the north side of the street were built during 1870, 1877-78, 1881, and 1886. Their features include commercial Italianate style, with bracketed cornices atop each block. The Dean house, at the corner of Main and Church Streets, features a Mansard roof with a series of roundheaded dormers. 31-32 Main Street features an Italianate bracketed cornice, round-headed windows with hood molds with keystones and springers.

Reconstruction of the south side of Main Street after the fires included the new Hubbard Block, dated 1895. It is a solid two-story brick building with a two-story porch and a cast iron railing along its north façade as well as heavy corbelled cornice surmounted by iron cresting which originally crowned the building. Next door to the west is a two-story brick building with a cast-iron façade known as the Sperry Block which dates to the late 1890s. Further down the street along the south side, W.J. Corbett constructed a two-story brick block also in a modest commercial style which housed Corbett's furniture and undertaking shop.

The Village of Sherman exhibits a wide variety of popular nineteenth-century residential architectural styles which complement the commercial architecture along the Main Street artery. Residential neighborhoods in Sherman are located largely north of Main Street, with additional development south along Franklin/Osborn Street as well as west and east along Main Street. The Village is home to residential structures in 1840s-50s Greek Revival and vernacular style, an excellent core of Italianate style (a style which was popular just after the end of the Civil War in the 1860s-80s), Queen Anne style, Dutch Colonial Revival style, Craftsman Bungalow style, and Colonial Revival. While much of the historic architecture is from the nineteenth century, there have been some additions to the historic fabric of the neighborhood from the mid-1900s. There are examples of Art Moderne style and Ranch housing which evokes a Prairie style aesthetic.





A painting of a stable interior. In the foreground, a dark horse is partially visible, wearing a dark blanket with a red circular patch. In the background, a person in a blue coat and hat stands near a wooden stall. A pink object, possibly a bag or a piece of fabric, hangs from a post. The scene is lit with warm, natural light, suggesting a window or doorway in the background.

# Vision & Policy Framework

# SHERMAN'S POLICY FRAMEWORK

In order to be successful, a Comprehensive Plan must be developed and implemented on multiple levels. It must address the short and long term needs of a community as well as provide varying levels of detail. In an effort to accomplish this, this plan has four key elements:





# OUR VISION:

The Village of Sherman has transformed from its historic roots as a sawmill and dairy farming community to become a Village which cultivates economic, educational, and recreational opportunities for families and residents of all ages. We value our historic character and take pride in our heritage as a hardworking, self-sufficient community. The presence of the Sherman Central School District campus, our traditional Main Street, and the Village's convenient proximity to I-86 has served as the catalyst for our economic growth and prosperity. Sherman's small-scale and tight-knit settlement pattern is complemented by its natural resources, such as French Creek, which provide environmental, recreational, and aesthetic benefits. We value our relationship with the local Amish community, Town of Sherman, and Chautauqua County. The Village and its partners will continue to work with all residents to preserve our assets, keep true to our heritage, and provide a high quality of life for current and future generations.

## To achieve this vision, the Village of Sherman will:

- ◇ **Cultivate local economic development opportunities;**
- ◇ **Provide diverse residential living options and preserve existing property values;**
- ◇ **Protect natural resources and open spaces;**
- ◇ **Showcase the Village's spirit through culture, recreation, and community design; and**
- ◇ **Maintain quality community services to better serve businesses and residents.**

# POLICY 1: Cultivate Local Economic Development Opportunities

It is the policy of the Village of Sherman to be a community which cultivates economic development opportunities that foster local employment while providing goods and services that meet the needs of our residents and visitors. We will be strategic in our pursuit of public and private investment to maintain and enhance the unique character of our two commercial activity centers; Main Street and the I-86 Interchange. We will seek to preserve the smaller scaled, mixed-use activity on Main Street, while capitalizing on our location along the I-86 Interchange to provide convenient access to both local and regional markets. We will accomplish this by supporting local businesses and recruiting new commercial and industrial operations.



## **Objective A: Attract businesses that fit into the community's fabric**

### **Potential Action Items:**

- Capitalize on the Village's proximity to I-86 through marketing and business recruitment efforts
- Facilitate opportunities that attract I-86 users to the Village such as better signage of Village amenities, retail, and auto-service stations
- Consider hiring an economic development specialist to assist in the attraction and retention of local businesses (The Village could share this person's services with the Town/County)

## **Objective B: Diversify Main Street businesses with more goods and services**

### **Potential Action Items:**

- Work with local business groups to promote existing businesses and solicit new businesses that are consistent with community objectives
- Identify grant opportunities for business and property owners to make improvements to their buildings and equipment
- Re-establish a grocery store
- Establish a small business loan fund ranging from \$1,000 to \$20,000 that is exclusively for Sherman businesses would be a good way to help existing businesses
- Host training sessions for business owners and operators on a variety of business-related topics

## **Objective C: Facilitate strategies that encourage community activity and engagement**

### **Potential Action Items:**

- Establish a Welcome Center
- Install community and service signs off of I-86
- Start a 1st Friday Farmer's Market
- Organize events that celebrate and include the Amish community and their products
- Provide a list of Amish businesses in the area
- Create a community web page that highlights local businesses and attractions
- Market the Village to snowmobilers
- Establish a town trail that connects Sherman and Clymer to hundreds of miles of trails

## **POLICY 2:** Provide Diverse Residential Living Options & Preserve Existing Property Values

It is the policy of the Village to foster neighborhoods and residential living opportunities that serve residents of all life stages and are a source of community pride. Ensuring proper maintenance and preserving the architectural integrity of existing residences will continue to be a priority of the community. We will locate future residential development in a manner that efficiently uses available infrastructure capacity, while mitigating potential negative impacts to sensitive environmental and agricultural resources. New development and redevelopment opportunities supported by the Village will be built in a manner that reflects the existing scale and architectural style of our neighborhoods, while accommodating the needs of current and future residents.



## **Objective A: Increase the variety of housing options**

### **Potential Action Items:**

- Evaluate existing and emerging land use techniques and investigate alternative housing types to address local needs and preferences
- Consider zoning code revisions to permit a broader range of housing types and densities

## **Objective B: Preserve existing residential property values and address any lack of property maintenance and upkeep**

### **Potential Action Items:**

- Identify incentives for residential property owners to invest in and improve their homes
- Increase building code enforcement efforts for residential properties to reduce/remediate derelict properties
- Educate residents on property tax assessment and values (as it relates to property maintenance)
- Re-evaluate the existing property tax system and how it affects property management and development
- New multi-family housing projects should be sensitive to and encourage compatibility with the developed densities and character of surrounding areas
- Maintain the Village's extensive sidewalk network
- Develop an urban forestry plan that includes opportunities for enhancing neighborhood character and aesthetics through tree plantings

# POLICY 3: Protect Natural Resources & Open Spaces

It is the policy of the Village to preserve and sustain our natural resources and open spaces. These include areas such as the wetlands and floodplains along French Creek, the school's recreational fields, and local farmlands. Our land-based decisions will seek to maximize the environmental, aesthetic, and recreational value of these resources for the health and enjoyment of future generations. Development practices such as proper zoning guidelines, green initiatives, and community stewardship will be exercised to reduce or ultimately eliminate any potential degradation of Sherman's natural resources. Special attention will continue to be given to the protection of environmentally sensitive areas such as wetlands, floodplains, the Village's tree canopy, and watercourses such as French Creek and its tributaries.



Photo: Jeanette Ramm

## **Objective A: Protect natural resources such as stream corridors, floodplains, and wetlands along French Creek and its tributaries**

### **Potential Action Items:**

- Create public greenspaces which connect the community to its natural environment, including a “greenway” trail along French Creek
- Adopt a wetland/floodplain conservation district as part of a future zoning code update
- Join the Tree City USA program managed by the Arbor Day Foundation
- Provide annual training opportunities on the SEQR process for Planning Board Members
- Install projects to naturally treat stormwater run-off (bioswales, etc)
- Plan and implement green infrastructure and natural systems for managing stormwater runoff and localized flooding while improving water quality to French Creek (ie., porous pavements, bioswales, rain gardens, street trees, etc)

## **Objective B: Reduce energy use, natural resource consumption, and greenhouse gas emissions throughout the Village**

### **Potential Action Items:**

- Apply for energy efficient and renewable energy grants for solar or LED street lights and solar panels to power public property
- Consider using electric or natural gas powered vehicles

## **Objective C: Encourage the use of cheaper, renewable, and alternative energy sources for public and private property**

### **Potential Action Items:**

- Support use of alternative and solar energy systems in residential and commercial structures. (For example, rooftop solar panels on residences)
- Consider creating renewable energy and “green” incentive programs for residential and commercial properties, such as deferred property tax assessments on green energy improvements
- Expand municipal practices that promote “going green” such as the use of green products and materials and the inclusion of recycling cans in public places
- Place several electric vehicle charging stations within the Village’s central business district, integrating them within the design of the planned streetscape and green infrastructure enhancement project

## **POLICY 4:** Showcase the Village's spirit through culture, recreation, & community design

It is the policy of the Village to showcase Sherman's spirit through our history, culture, recreation activities, and the design of our community. We celebrate our history and culture through exhibits at the Yorker Museum, school district curricula, and community events. Our recreation programs and facilities not only create opportunities for physical activity, but also help to keep our residents connected and engaged. We enjoy the friendly and close-knit atmosphere that these community and school related activities have fostered from generation to generation. We also recognize that the physical character and design of our community further defines the identity of Sherman and fosters local pride and a strong sense of place.





## **Objective A: Increase awareness and appreciation of the Village's historical assets**

### **Potential Action Items:**

- Invest in historical signage
- Support initiatives of the Yorker Museum through non-financial and financial means
- Educate the community on the benefits of State and National Historic Registration and promote use of tax credits for historic building rehabilitation and reuse
- Pursue listing the Main Street business district and significant historic Village properties on the State and National Registers of Historic Places
- Expand municipal practices that encourage walking or biking to Village destinations

## **Objective B: Provide activities and programs to meet the recreational needs of all age groups**

### **Potential Action Items:**

- Monitor and address the recreational needs of the community as they evolve
- Provide information on recreational opportunities including park and trail maps, program schedules, and community amenities on the Village website
- Explore opportunities for intergenerational activities such as the shared use of community facilities
- Increase activities available to the community's youth outside of school hours
- Establish a community development/service center
- Pursue trail improvements, including development of new greenway trails and linkages between the Dog Park, Rails to Trails trailhead, and Nature Conservancy Pond on First Street
- Encourage walking and biking to Village destinations as a means of transportation and opportunity to practice health and fitness

## **Objective C: Invest in streetscape amenities including façade improvements, street-lighting, street trees, and well-maintained sidewalks to improve neighborhood safety and attractiveness**

### **Potential Action Items:**

- Pursue implementation grant funding for storefront façade improvements through the Community Development Block Grant (CDBG) Program or a NY Main Street Grant
- Complete the streetscape improvements shown in the concept diagrams on page 46 to enhance multi-modal transportation routes and safety through the Main Street business district by integrating traffic calming and pedestrian features into the planned streetscape enhancement project
- Invest in opportunities to expand the Village's tree canopy on public and private lands
- Develop design guidelines or renderings of potential façade improvements to preserve Main Street's character
- Improve and enhance rear-lot parking behind the commercial buildings fronting the south side of Main Street, including allocating more spaces for the Amish to park their horses and buggies



## GREEN INFRASTRUCTURE RETROFIT PRACTICES

- 1 BIO-RETENTION BUMPOUTS**  
Installation of bio-retention bumpouts with curb drops to capture stormwater runoff, for a total coverage of 10,000 SF.
- 2 PERMEABLE ASPHALT ON-STREET PARKING**  
Replacement of existing pavement, for a total coverage of 3,500 SF.
- 3 FLEXIBLE POROUS PAVEMENT**  
Replacement of existing pavement with flexible porous pavement for snow storage and infiltration. Place stormwater street trees with CU structural soil where feasible. 6,500 SF coverage.
- 4 CONCRETE SIDEWALK**  
Concrete sidewalks pitched towards flexible porous pavement for infiltration. Install granite curbing with 6" reveal to direct roadway runoff to curb drops.
- 5 EASTERN & WESTERN VILLAGE GATEWAYS**  
Visually notify the driver that they are entering a dense residential area...and to SLOW DOWN!
- 6 DOWNSPOUT DISCONNECTIONS**  
Installation of rain barrels and stormwater to planters capture and re-use stormwater from downspouts, for a total coverage of 1,060 SF.
- 7 PUBLIC PARKING IMPROVEMENTS**  
Installation of non-porous pavements pitched towards a riparian buffer along French Creek.
- 8 RIPARIAN BUFFER AREA**  
Creation of a riparian buffer area along French Creek to collect rainwater run-off, control erosion, and reduce the amount of sediment, nutrients, and other pollutants that enter the creek from adjacent impervious surfaces.
- 9 REDUCED DRIVEWAY WIDTHS**  
Reduction in expansive asphalt driveways through placement of bio-retention bumpouts.
- 10 INTERPRETIVE SIGNAGE**  
Interactive and educational signage.
- 11 PEDESTRIAN CROSSINGS**  
Enhanced crossings at bumpouts provide traffic calming and pedestrian safety.
- 12 SHARED LANE MARKINGS**  
Install shared lane markings indicating shared space between vehicles and bicyclists.
- 13 TRAILHEAD IMPROVEMENTS**  
Improvements at the existing Chautauqua Rails-to-Trails trailhead.

\*The Village has been working to acquire easements and ownership to maintain areas outside of the NYSDOT right-of-way. It is anticipated those will be completed by Spring of 2021.

NOT TO SCALE. NOT FOR CONSTRUCTION.

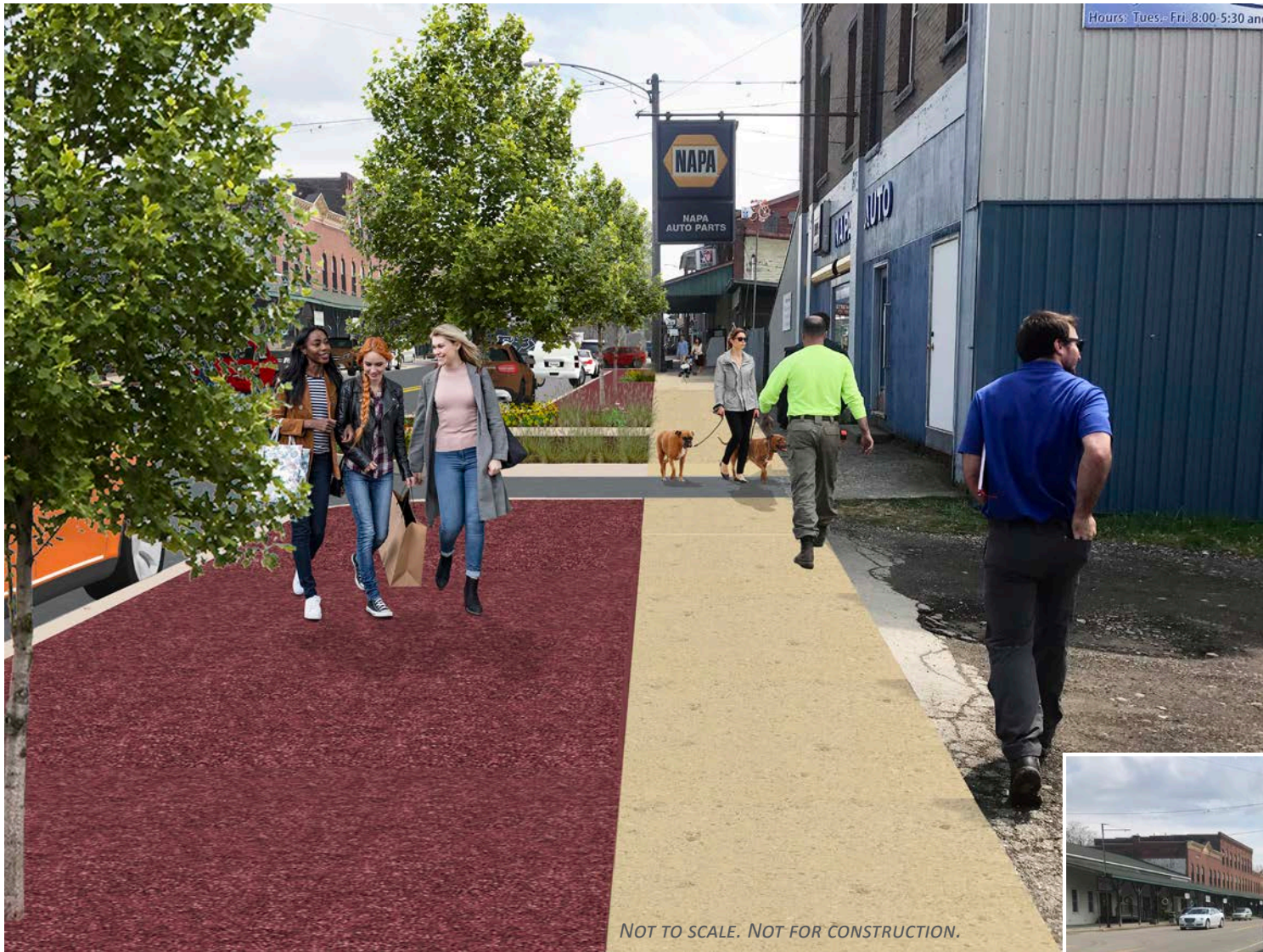


EXISTING CONDITIONS

**PROPOSED CONCEPT SKETCH**

(VIEW WEST ALONG NYS ROUTE 430)

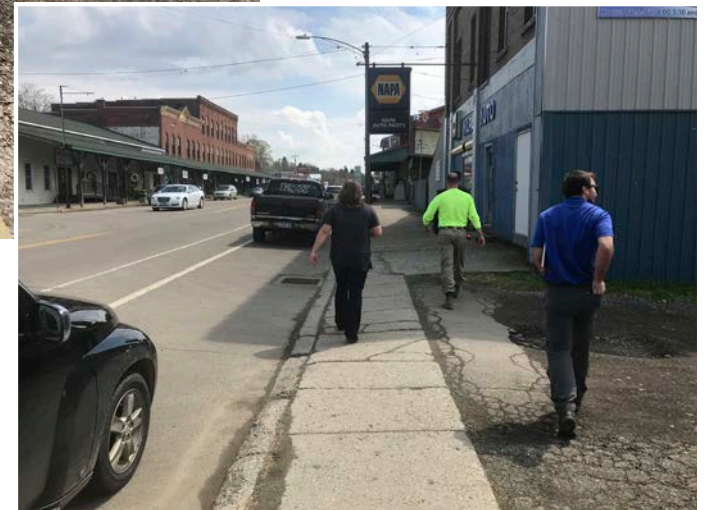




NOT TO SCALE. NOT FOR CONSTRUCTION.

**PROPOSED CONCEPT SKETCH**  
(VIEW EAST ALONG NYS ROUTE 430)

**EXISTING CONDITIONS**



## **POLICY 5:** Maintain quality community services to better serve businesses & residents

It is the policy of the Village to have community resources that meet the needs of residents and support local businesses at a reasonable cost. The quality of life within Sherman is positively impacted by the health and safety benefits provided by State and County law enforcement, the Stanley Hose Company, and our public water and sewer service. The community's well-being is enhanced by the day to day operations of our school system, public library, Yorker Museum, and faith community. The collective efforts of our volunteers and paid staff are an invaluable asset to the community and it is imperative current levels of service be maintained to meet the changing needs of Village residents.



## **Objective A: Maintain and enhance the Village's aging water, sewer, stormwater, and local roadway infrastructure in a fiscally-responsible manner**

### **Potential Action Items:**

- Monitor system capacity and identify areas where capacity may be a concern
- Upgrade wastewater treatment plant to address age related deficiencies with sufficient excess capacity to accommodate a reasonable amount of growth for the next 20 years
- Continue to identify and repair sources of inflow and infiltration of stormwater into the sewer system
- Replace remaining sections of antiquated water main
- Upgrade well-site treatment infrastructure
- Implement streetscape enhancements along Park Street adjacent to the school's recreation fields, and along Main Street in partnership with the NYSDOT, integrating green infrastructure for improved stormwater management, traffic calming and pedestrian safety

## **Objective B: Consider adopting strategies to ensure the resiliency of the Village's infrastructure in response to a changing climate**

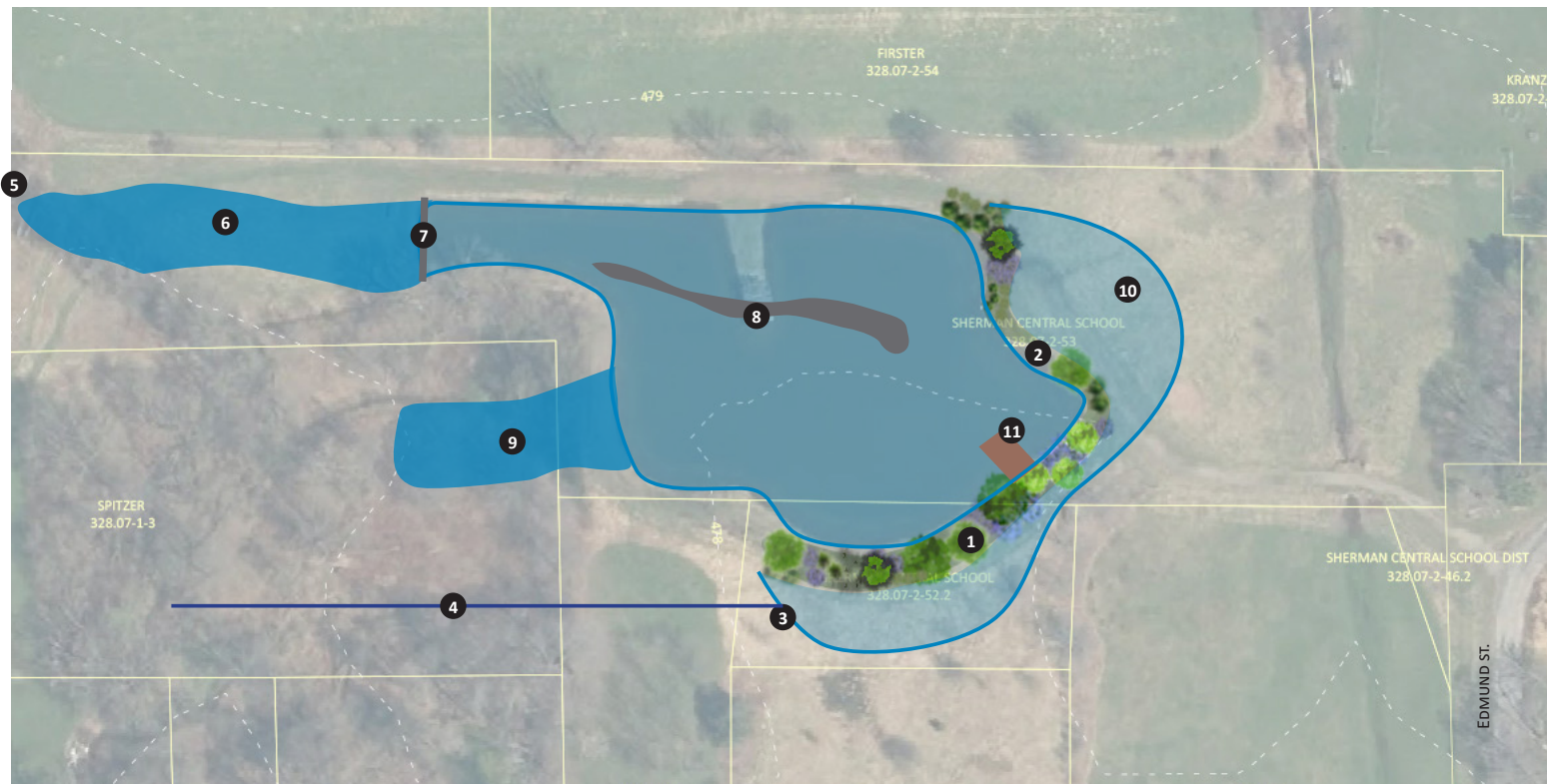
### **Potential Action Items:**

- Identify areas where there are stormwater issues and alleviate those issues by implementing a comprehensive, phased stormwater management project to more efficiently collect, convey, treat, and attenuate stormwater runoff entering the Village from the Town of Sherman to mitigate localized flooding of Village roadways, residences and businesses
- Ensure drainage facilities are safe, attractive, and functional
- Ensure adequate stormwater management and drainage control measures are included in all development and redevelopment proposal
- Require the provision of creative stormwater management techniques that are integrated into site design
- Continue compliance with all Federal, State, and Local drainage regulations and updates
- Acquire lands and easements, where necessary, for constructing, owning and operating stormwater management infrastructure that protects the health, welfare and safety of Village residents, and in order to obtain State and Federal grants

## **Objective C: Provide quality services necessary to ensure the health, safety, and welfare of residents**

### **Potential Action Items:**

- Continue to work with emergency service providers to ensure efficient operations to remove barriers that delay response times
- Increase handicap accessibility throughout the community
- Invite liaisons from the school district to sit on applicable civic committees and boards
- Continue to foster a symbiotic relationship between the Village and school district
- Establish a community organization or local development corporation to augment existing service delivery



### STORMWATER DETENTION

Stormwater Detention expands on the existing pond at the Sherman Community Nature Center to reduce peak flows downstream via detention and controlled stormwater outflow in lieu of just providing storage.

- 1 VEGETATED BERM**  
Vegetated berm to separate detention pond from wet pond and increase aesthetics and habitat diversity.

**2 OVERFLOW**  
Overflow into detention pond at 1567.0' designed to allow water from wet pond to flow into detention pond once full where outflow is controlled via outlet control device.

**3 OUTLET CONTROL DEVICE**

**4 UNDERGROUND OUTLET TO STREAM**

**5 FLOW DIVERSION**

**6 FOREBAY**
- 7 SPILLWAY**

**8 GABION BAFFLE**  
Gabion baffle to direct flow into detention area.

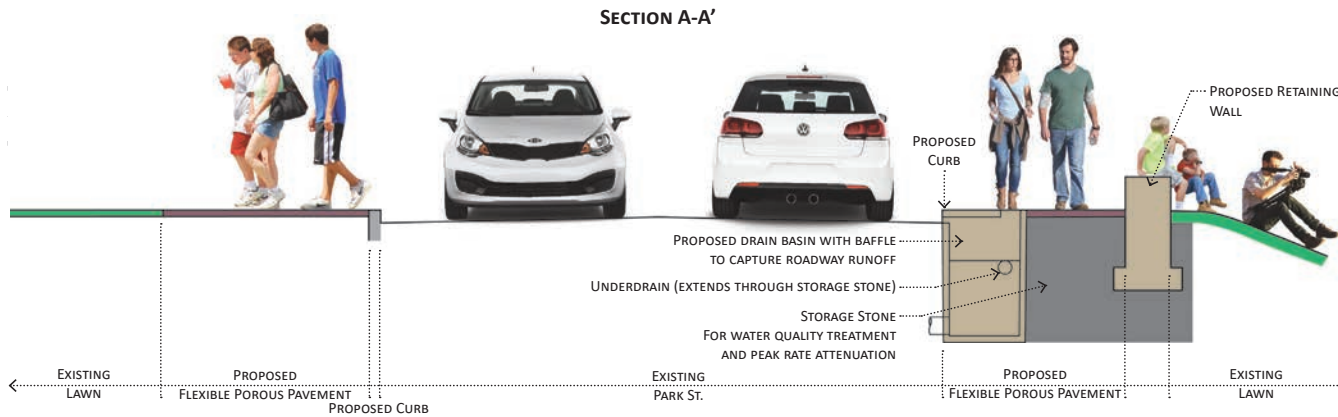
**9 EMERGENCY SPILLWAY**  
Emergency spillway designed for flood release during 100-year storms or greater.

**10 REDUCE PEAK STORM FLOWS**  
Provide off-line water quantity storage to reduce flooding in downstream areas including the school athletic fields by preventing localized flooding from a 1-year storm.

**11 RELOCATED DOCK**  
Relocate dock to allow proper flow of the stormwater into the detention area.



## GREEN INFRASTRUCTURE RETROFIT PRACTICES



- 1 FLEXIBLE POROUS PAVEMENT**  
 Replacement of existing asphalt shoulder pavement with curbed flexible porous pavement for infiltration and pedestrian safety. Proposed drain basins with baffle walls along the proposed curb will capture roadway runoff into the storage stone below.

### SITE IMPROVEMENTS

- 2 SHARED-USE PATH**  
 10-foot wide stone dust path for pedestrians and park maintenance vehicles.
- 3 RETAINING WALL**  
 Concrete or natural stone wall to replace existing steel guiderail that acts as a retaining wall, and to support the proposed pedestrian walkway.
- 4 BUMPOUT & PEDESTRIAN CROSSING**  
 Enhanced crossings at bumpouts to provide traffic calming and pedestrian safety.

### EXISTING CONDITIONS PHOTOS



Proposed improvements will remove existing steel guiderail, chain link fence, and a portion of the paved shoulder.



# Future Land Use Summary

The background of the slide features a stylized illustration of a two-story brick building with a covered walkway. The building is rendered in a painterly style with visible brushstrokes. In the background, there are rolling hills or mountains under a sky with soft, white clouds. The overall color palette is muted, with earthy tones and soft blues.

## FUTURE LAND USE

The organization of the Village of Sherman's land uses defines the way its residents perceive their community, experience their environment, and interact with each other. Land use and transportation patterns establish a sense of place and contribute to the overall character of a community.

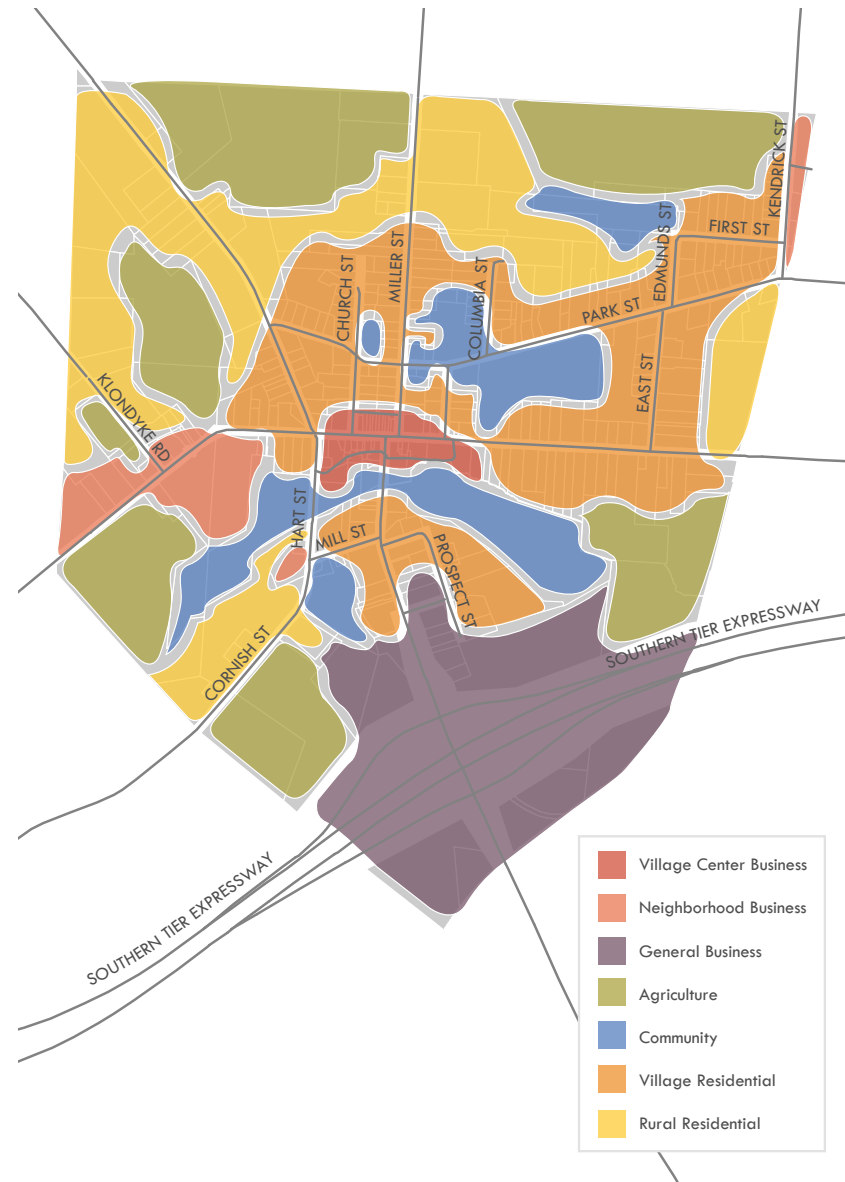
One of the primary roles of this comprehensive plan is to influence future land use decisions. Public and private investment can be channeled in ways that support the community's vision, if desired future development patterns can be effectively articulated in the plan.

The overall character of the Village of Sherman is a balance between a traditional, dense village center and a idyllic rural environment within the outer land areas. However, the Village's current zoning code does not reflect this balance. In fact, there are many aspects of the Village code in conflict with the existing and desired land use pattern. This has resulted in wide-spread nonconformities and opens the door for incompatible future development.

This Future Land Use Map (FLUM) and summary serves as a tool to guide future development and inform needed regulatory amendments to achieve the goals of each land use category defined in this section. The FLUM consists of seven use categories: Village Center Business, Village Residential, Rural Residential, Community, Neighborhood Business, and General Business. These use categories were identified by observing existing clusters of uses and gathering the public's input on desired future development within the future land use areas.

The intent of this section is to describe each future land use area and its purpose, as well as goals and future recommendations that pertain to it. Unlike a zoning map, the FLUM is not intended to represent clear regulatory boundaries. The extent of each land use area is flexible; however, future public and private investment should still remain consistent with the overall intent of this Plan.

### Map 12: Future Land Use Map



### Village Residential

The Village Residential land use area is depicted in orange on the FLUM and is located mostly around the center to the eastern part of the Village. This land use area is primarily single-family detached homes and has a traditional neighborhood block residential development pattern. The physical form of the homes and streetscape in this area establishes a unique sense of community and almost all of the residential streets have sidewalks.

Most of this land use area falls within the existing Residential (R-1) Zoning District. However, the current lot requirements of the R-1 District are inconsistent with the existing neighborhood development pattern. As a result there are a significant number of nonconforming residential parcels (see map at right), which unduly restrict redevelopment opportunities.

#### Goals

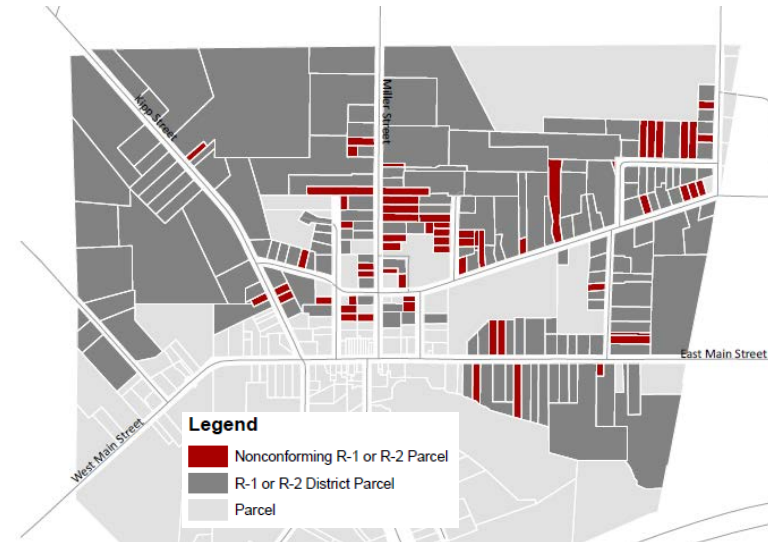
- *Preserve the traditional character and walkability of existing traditional neighborhoods; and*
- *Allow for the infill of vacant residential properties.*

#### Recommendations

- *Revise the R-1 District to better reflect existing development patterns with respect to minimum lot width, lot area, and front setback.*
- *Consider permitting two-family dwellings as well.*

### Rural Residential

The light orange areas on the FLUM represent the agricultural lands in the Village, as well as large-lot residential properties, which may also include farmland. The three Rural Residential areas are located near the north/northwestern corner of the Village, along the eastern Village boundary between Park Street and Main Street, and along Cornish Street in the southwestern corner. These low density areas serve as a transition between the dense neighborhood character of the Village Residential neighborhoods and the active farming operations in Agricultural areas.



**Nearly 30% of parcels in the R-1 and R-2 zoning districts are considered nonconforming under the current lot size requirements (shown in red above).**

Currently, the Rural Residential land use areas are split between the R-1 and R-2 Districts. While the bulk and dimensional requirements of these districts are generally the same, the R-1 District does not permit agricultural uses which may limit the industry in these areas.

#### Goals

- *Continue to provide large-lot residential opportunities;*
- *Support viable farm operations; and*
- *Maintain a natural transition between the outer rural environment and the denser Village center.*

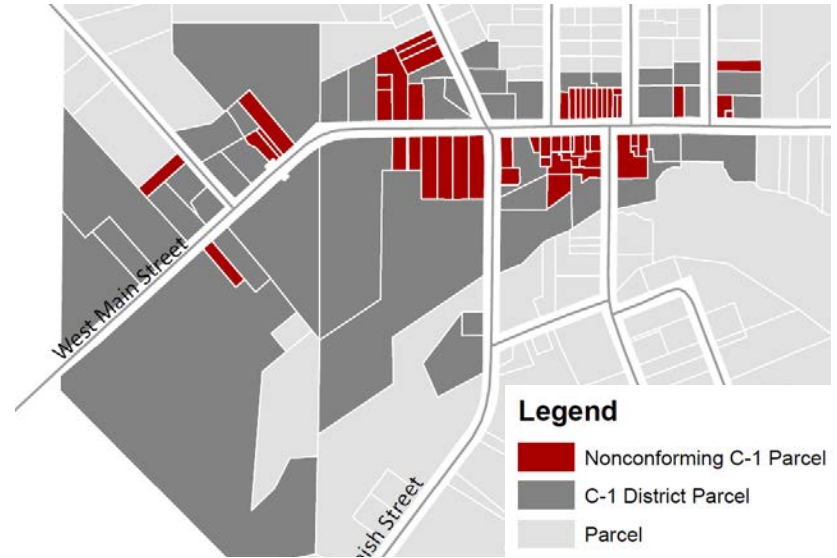
#### Recommendations

- *Review applicability of the R-1 District to these areas with respect to use and lot requirements and rezone accordingly.*
- *Adjust the R-2 District lot requirements as appropriate.*

### Village Center Business

The Village Center Business land use area is depicted in red on the FLUM and located at the heart of the Village, along Main Street. Main Street has historically been the community’s primary business district and was the easiest land use area for residents to define. Its character and form consists of a mixture of traditional multi-story buildings and a mix of residential, commercial, and civic uses.

The Village Center Business area is zoned Commercial (C-1), which supports a very suburban character of development with minimum lot requirements of 100 feet wide and 15,000 square feet in area. Over 55% of parcels in the C-1 District do not conform to these standards, including the entirety of Sherman’s historic downtown core (see map at right). The traditional multi-story, mixed-use buildings of the Village Center Business area also do not conform to the minimum front setback (50 feet) or maximum building height (30 feet) restrictions of C-1 as they are built to the street and reach up to three stories in height.



### Goals

- *Protect the historic character of the Village center;*
- *Promote walkability and reduce presence of auto-oriented, suburban uses and site design practices; and*
- *Support downtown as a vibrant, mixed-use activity center.*

### Recommendations

- *Redefine the C-1 District to suit the character of downtown:*
  - *Reduce min lot width and area requirements.*
  - *Reduce min front setback to zero and implement a maximum setback or “build-to line.”*
  - *Increase max building height to 40+ feet.*
  - *Increase max lot coverage requirement.*
  - *Permit upper-floor residential and office uses.*
  - *Restrict auto-oriented uses (drive-ins, etc.).*
- *Develop downtown design standards to preserve historic structures and guide infill development (see next page).*



The revised C-1 District should be consistent with the existing traditional character of the Village center, protecting beloved buildings like the above.

## DOWNTOWN DESIGN PRINCIPLES

To protect and enhance the traditional character of Village Center, the following design principles should be applied:

### **Building Scale & Location**

- » Little to no building setback from the street/sidewalk
- » Buildings of at least two stories in height
- » Breakage of structures with wide frontages into smaller visual increments

### **Building Facades**

- » Mostly transparent first floors
- » Upper floors with less transparency, but consistent with the rhythm of transparent openings on the first floor
- » Facades that are tripartite in design, defining a bottom, middle, and top to structures (see graphics at right)
- » Installation of awnings that match the window shape
- » Use of wood, brick, or other traditional materials

### **Signage**

- » Flush-mounted wall signs and projecting signs
- » Avoidance of flat sign faces
- » Signage that does not interfere with the view into the building
- » Signs with size and placement consistent with the building's architectural features



#### **TRIPARTITE DESIGN:**

*Using architectural features and/or a change in materials to provide a clearly defined base, midsection, and crown on building facades. This treatment may be applied to both multi-story and single-story structures (see above).*

### Neighborhood Business

The Neighborhood Business areas are depicted in magenta and located at the western and northeast gateways into the Village. While the majority of these corridors are comprised of residential uses, the intent of the Neighborhood Business area is to allow for low-impact commercial uses as well. The introduction of nonresidential uses in these areas should not be at the detriment of existing residential character and quality of life.

Under the existing code, these areas are zoned C-1, which permits a wide variety of high-intensity retail, service, and auto-oriented uses. The permission of these uses in Neighborhood Business areas may negatively impact residential properties due to increased traffic, noise, and the overall departure from residential design. Future investment in these areas should instead be limited to business non-retail uses that present and operate in a manner compatible with the surrounding neighborhood context.

#### Goals

- *Provide for increased commercial opportunities while preserving existing residential character;*
- *Enhance the walkability and connectivity of neighborhoods, goods, and services; and*
- *Minimize nonresidential use impacts on adjacent properties.*

#### Recommendations

- *Craft a new Neighborhood Business (NB) zoning district to:*
  - *Expand low-density residential dwelling opportunities.*
  - *Allow for small-scale, service based commercial uses.*
  - *Prohibit retail and industrial uses in these areas.*
  - *Follow and preserve existing residential character.*
- *Expand upon existing landscaping and buffer requirements to better address transitions between residential and nonresidential uses.*

### General Business

The General Business area is depicted in purple on the FLUM and located in the southern portion of the Village, off I-86. This area is intended to accommodate a wide range of business activity as well as larger scale operations compared to the Neighborhood Business area. Typical uses range from retail operations and office uses to manufacturing and distribution operations. The buildings and sites are designed to cater to the regional automobile traffic traveling along the interstate highway system. The character of development in this area is generally suburban, with larger, single-use commercial or industrial buildings set back from the roadway. The General Business area is mostly zoned Highway Commercial (C-2). Interestingly, the C-2 District does not permit as many retail uses as the C-1 District, despite the wider array of retail operations already existing in the C-2 area.

#### Goals

- *Accommodate the widest variety of commercial and industrial operations; and*
- *Establish a regional service area for the traveling public.*

#### Recommendations

- *Revise the C-2 District to:*
  - *Permit more regional commercial operations, such as business parks, vehicle service stations, and plazas.*
  - *Reduce the minimum front yard requirement (currently 50 feet) to encourage infill development and to better frame the street.*
- *Improve landscaping and buffer requirements for uses that border residential districts.*
- *Consider implementing general nonresidential building and site design standards to get more desirable developments.*



## PARKING DESIGN & ACCESS

Throughout the Village there are opportunities to improve the appearance, functionality, and safety of off-street parking areas. The following is a series of design and access principles that should be applied to future investments in off-street parking areas.

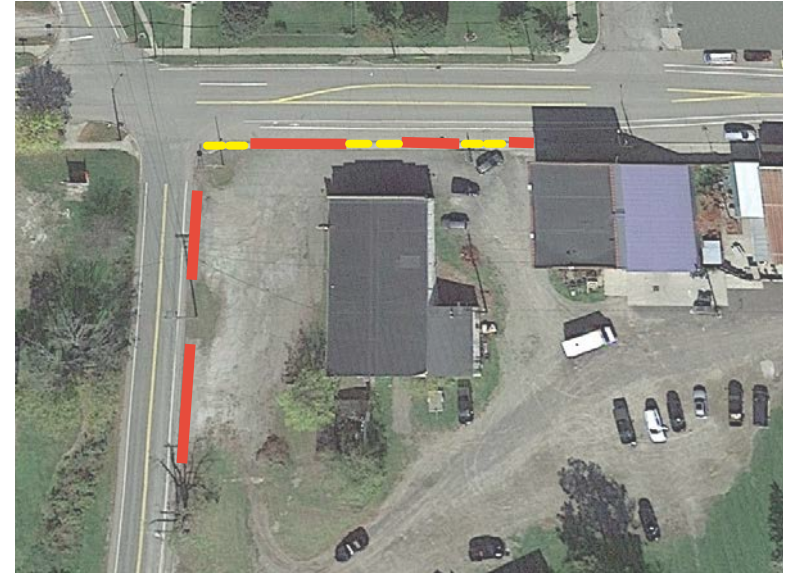
### Design

- » Screen parking from public view and where adjacent to residential uses
- » Prohibit parking in the front yard area
- » Require marking of spaces and designated vehicular drive aisles in larger lots
- » Encourage use of permeable paving materials
- » Reduce minimum parking space requirements

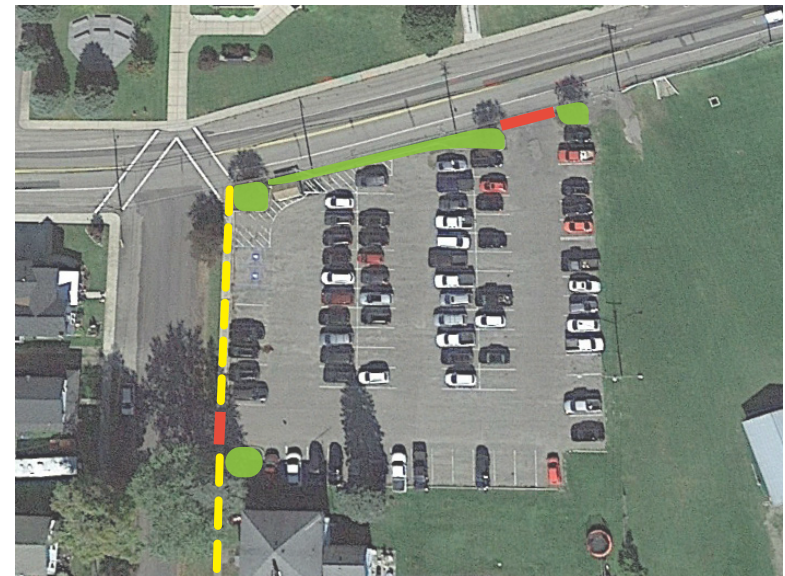
### Access

- » Provide pedestrian connections to existing sidewalks, where applicable
- » Reduce size and number of curbcuts to minimize potential motorist, pedestrian, or bicyclist conflict points
- » Encourage shared parking and access agreements between property owners
- » Require curbing to separate parking areas from street, sidewalks, and landscaping

The top right photo shows the existing parking area at the southwest corner of W Main Street and Hart Street while the bottom photo shows the parking lot across from the school. In the photos to the right, the red lines highlight the size, number, and spacing of curb cuts, the yellow lines indicate pedestrian connections, and the green areas show existing landscaping treatments protected by curbing. The school lot generally follows the design and access principles above, while the Main Street lot has a lot of opportunity to improve both design and access conditions.



Photos: Google Earth, 2019



## Agriculture

The Agricultural land use area is depicted in green and scattered throughout the outside of the Village's boundary. This area contains existing farm operations and large-lot single family residential uses. These uses are essential to maintaining Sherman's rural character and supporting its local farm economy. The agricultural areas recognize and protect existing farms while also encouraging and welcoming agricultural use.

### Goals

- *Continue to support existing farming operations and protect land from future development pressures.*

### Recommendations

- *Consider establishing an Agricultural Zoning District, to reduce the potential for residential encroachment and preserve the right-to-farm.*

## Community

The Community land use areas are depicted in blue on the FLUM. This area is comprised of the Sherman Central School, Town and Village offices, the Yorker Museum, the electric station, the Wastewater Treatment Plant, and the Sherman Recreation Trail. The Community Zones provide a visual depiction of how public property and uses are dispersed throughout the Village.

While this land use area doesn't wholly encompass the floodplains of the Village, special consideration should be given to establishing a regulatory framework for protecting community parks, trails, open space, and flood hazard areas (see Map 8 on page 28) from development pressures.

### Goals

- *Protect community service uses and assets;*
- *Support use and extension of parks and trails; and*
- *Preserve areas of open space and utilize natural stormwater management methods.*

### Recommendations

- *Consider the addition of a Floodplain Protection Overlay District along French Creek and its major tributaries.*
- *Encourage use of green infrastructure with new development.*
- *Identify and map future park and trail connections.*

## **ADDITIONAL REGULATORY CONSIDERATIONS**

- **Reorganize and reformat the code for clarity and consistency, including the use of more tables and graphics to better present district requirements.**
- **Consolidate definitions into one section at the beginning of the zoning code for ease of use and reference.**
- **Adjust zoning district boundaries to align with lot lines, rather than street centerlines or splitting parcels.**
- **Revise zoning district boundaries to reflect existing, desired land use patterns and the Future Land Use Map (FLUM).**
- **Consider implementing design standards and/or guidelines for future development that reflects the desired character identified by the CPS (see page 8).**
- **Add code provisions that address how the Village controls new market trends and modern uses, such as:**
  - Short-term housing rental (AirBnB);
  - Solar installations;
  - Digital signage;
  - Tiny homes; and
  - Micro-breweries, wineries, and distilleries.

**- END OF PLAN -**

