

Luxemburg



Village of Luxemburg Comprehensive Plan

March 2023

Village of Luxemburg

Kewaunee County, Wisconsin

Comprehensive Plan

Adopted:
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Prepared by:
Bay-Lake Regional Planning Commission
1861 Nimitz Drive
De Pere, WI 54115

Acknowledgments

Luxemburg Village Board

Jack Seidl, President
Dan Porath
Brian Barbiaux
Dan Olson
Ron Tlachac
Dan Rueckl
Lori Hurley

Village of Luxemburg Staff

MiLissa Stipe, Clerk-Treasurer
Tammy Skarban, Deputy Clerk-Treasurer

Village of Luxemburg Planning Commission

Jack Seidl
Todd Delebreaux
Lew DuChateau
Dan Porath
Glenn Phillips
Al Peot
Andy Wallander
Dick Salentine
Rick Simonar

Village of Luxemburg Planning Committee

Jack Seidl
Bob Romuald
Brian Barbiaux
Lew DuChateau
Ann Mathu
Andy Wallander
Adam LeRoy
Tim Treml
Jennifer Hart

Bay-Lake Regional Planning Commission

Brandon Robinson, Assistant Director
Nicole Barbiaux, GIS Coordinator / Planner



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Purpose of the Comprehensive Plan

This comprehensive plan for the Village of Luxemburg is an important long-range planning and policy tool to assist with decision-making from 2023 through 2043. The purpose of this plan is to guide development by reflecting the community's shared vision and priorities for future growth.

The Village of Luxemburg is obligated by statute to have a locally approved comprehensive plan. Wisconsin's Comprehensive Planning Law (Wis. Stats. 66.1001) requires every governmental jurisdiction that regulates the use of land through a land division ordinance, shoreland zoning ordinance, general purpose zoning ordinance, or official map to have an adopted comprehensive plan. As part of these requirements, a comprehensive plan **must be updated every 10 years at a minimum**.

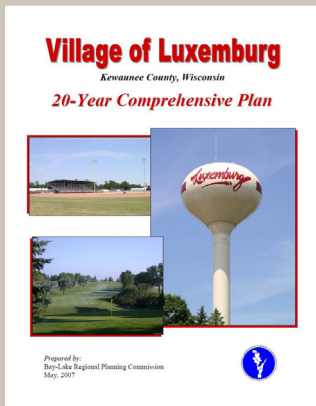
Prior to the establishment of this document, the Village of Luxemburg last adopted its comprehensive plan in 2007. Given existing statutory requirements, the village was ready for a plan update. However, the objective of this plan is intended to address more than state requirements. It is meant to ensure its policies guiding development and funding decisions align with the community's current goals and vision for growth.

Accordingly, this plan establishes updated policies to guide decision making in Luxemburg over the next 20 years and creates a fact base to support the documented policies, any future changes to the zoning code, and other planning initiatives or efforts undertaken through 2043.

Planning Process

This plan was prepared by the Bay-Lake Regional Planning Commission (BLRPC), with the assistance and participation from the Village of Luxemburg, as well as its Planning Committee, and the citizens and stakeholders of Luxemburg. The process involved the following:

- A review of past and relevant planning efforts led by the Village of Luxemburg or other regional entities. Efforts reviewed and considered included Luxemburg's previous comprehensive plan, Kewaunee County's existing comprehensive plan, the Kewaunee County Housing Study, the Kewaunee County Hazard Mitigation Plan, the Town of Luxemburg comprehensive plan, and the Bay-Lake Region's Comprehensive Economic Development Strategy.
- The review of Luxemburg's existing zoning ordinance and map.
- Discussions with village staff and Village of Luxemburg Planning Committee. The Committee received updates about the comprehensive plan at several meetings and had the opportunity to ask questions and provide feedback on the draft plan components.
- Stakeholder engagement and public outreach including surveys and open house.
- Technical analysis, using data from multiple sources including the State of Wisconsin, the U.S. Census Bureau, and other publicly available data from public and private sources.



The Village of Luxemburg should continue to review this plan annually and update it every ten years, or when officials, the public, or stakeholders identify a pressing need. Completing updates will allow Luxemburg to integrate new ideas, developments, and outcomes not known at the time of this planning process.

Stakeholder Engagement and Public Outreach

A comprehensive plan, while rooted in technical analysis, is also extensively based on the community's local values. To ensure that this document is a statement of the community's values, the Village of Luxemburg solicited input from the public, stakeholders, Luxemburg's Planning Committee and elected officials, and Village of Luxemburg staff.

The project relied on a range of activities and efforts to access community input. The following summarizes the primary engagement and outreach activities.

- **Planning Committee Meetings:** The planning process accommodated multiple meetings with the Village of Luxemburg Planning Committee. Committee members received elements of the comprehensive plan to review and comment on prior to each meeting. The purpose of these meetings was to receive feedback and direction on the content of the plan as it was developed.
- **Community Survey:** An online community survey was available. The survey allowed respondents to share their perspectives about Luxemburg and to help the project team identify Luxemburg's strengths, issues, and opportunities. The community survey was open from April 2022 to June 2022. Survey results are available at the Luxemburg Village Hall upon request.
- **Public Open House:** A public open house was held to communicate project status and to highlight key findings of the project to the public. The open house was intended to be informative and educational. It allowed the project team to collect valuable feedback from the public.
- **Comment Period and Public Hearing:** The planning process accommodated a 30-day public comment period prior to one public hearing for the plan. The hearing was held by the Village of Luxemburg Planning Commission on March 14, 2023.

Village Profile

Established as a village in 1908, Luxemburg prospered over the years with the inclusion of the Kewaunee County Fairgrounds and a variety of businesses; including those related to agriculture, which dominated the surrounding area. Today, the Village of Luxemburg is the fastest growing community in Kewaunee County and one of the fastest growing in northeast Wisconsin. Still surrounded by vast amounts of agricultural activity, the village is near the City of Green Bay; is easily accessible through improved transportation; and contains an excellent school district; making Luxemburg a very popular place to live.

The Village of Luxemburg is located in west central Kewaunee County (Map 1) and covers an area of 2.5 square miles, or 1,606 acres. The village is positioned at the crossroads of STH 54 running east/west, and CTH AB traveling north/south.

The planning area for the Village of Luxemburg (Map 2) includes the land within the existing corporate boundaries of the village, in addition to an area 1.5 miles beyond the existing village limits into the surrounding Town of Luxemburg.

Population (2020)

2,685

Source: U.S. Census Bureau, 2020 Decennial Census

Total Housing Units

1,061

Source: U.S. Census Bureau, 2020 Decennial Census.

Population Projection YR 2040

3,230

Source: Wisconsin Department of Administration.

Total Household Projection YR 2040

1,354

Source: Wisconsin Department of Administration.

Median Age

33.0 years

Source: U.S. Census Bureau, 2020 Decennial Census.

Average Household Size

2.67

Source: American Community Survey 2021, 5-year estimates

Civilian Labor Force

1,529

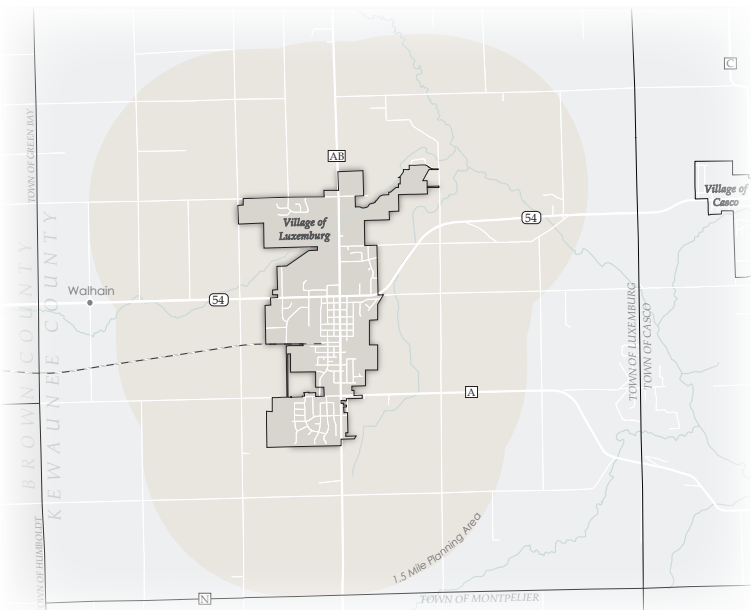
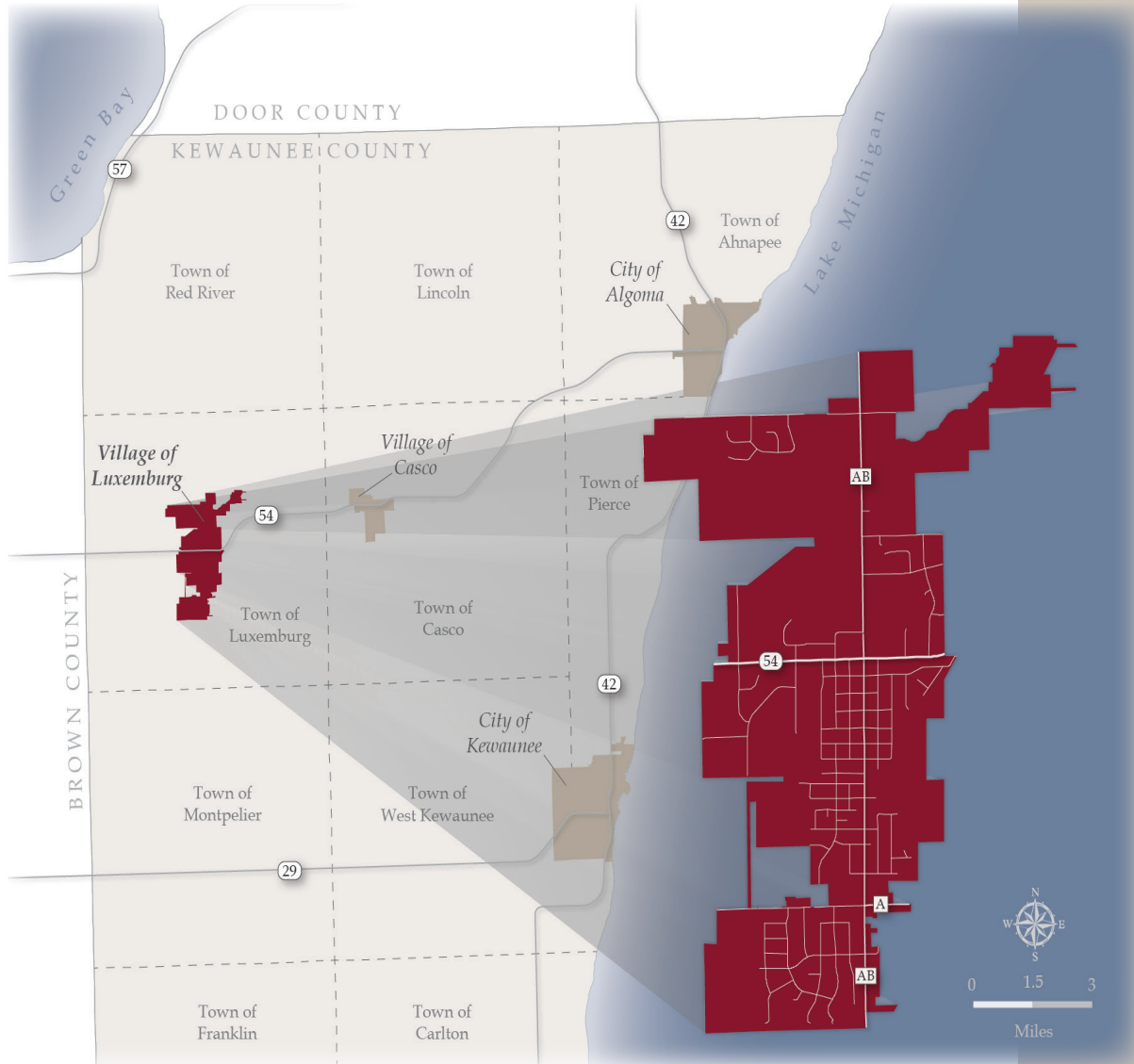
Source: American Community Survey 2021, 5-year Data Profiles

Median Household Income

\$72,768

Source: American Community Survey 2021, 5-year estimates

Map 1: Location



Map 2: Village Planning Area

Demographics and Housing

This section summarizes Luxemburg's population and housing trends and projections. These demographic characteristics are important in predicting future population and housing needs over the 2023-2043 period and their influence on the village's infrastructure and community facility capacities.

- Population Trends
- Population Forecasts
- Housing Inventory
- Future Demand for Housing



Population Trends

Luxemburg’s population is growing. The community’s population base has steadily increased over the last several decades (Exhibit 1). From 2000 to 2020, Luxemburg gained 750 residents, which represents a 39 percent increase.

Luxemburg’s population base is somewhat affected by regional trends. Even though the village has seen steady growth, most of the communities in Kewaunee County have experienced decline or no change in their population since 2000. However, the village’s close proximity to the City of Green Bay is a likely contributor to the community’s population increase. For many people, the Village of Luxemburg provides urban living with quality amenities, while also offering small community atmosphere.

Exhibit 1: Population Trends

	Village of Luxemburg	Town of Luxemburg	Kewaunee County	Wisconsin
1990	1,151	1,387	18,878	4,891,769
2000	1,935	1,402	19,539	5,363,675
2010	2,515	1,469	20,574	5,686,986
2020	2,685	1,458	20,563	5,893,718
Change 2010 to 2020				
Number	170	-11	-11	206,732
Percent	6%	-1%	0%	4%



Source: U.S. Census, 2020

Population Distribution by Age

The median age in Luxemburg declined slightly from 34.7 years in 2010 to 33.8 years in 2020. This is predominately due to the influx of young families moving into the village. Median age trends should be considered when planning for the community service needs of the village as the population is expected to grow and age.

- Under 5 years: **7.2%**
- Under 18 years: **28.4%**
- 18 years and over: **71.6%**
- 65 years and over: **16.2%**



Median Age Village of Luxemburg

33.8

Kewaunee County: 44.2
Wisconsin: 39.6

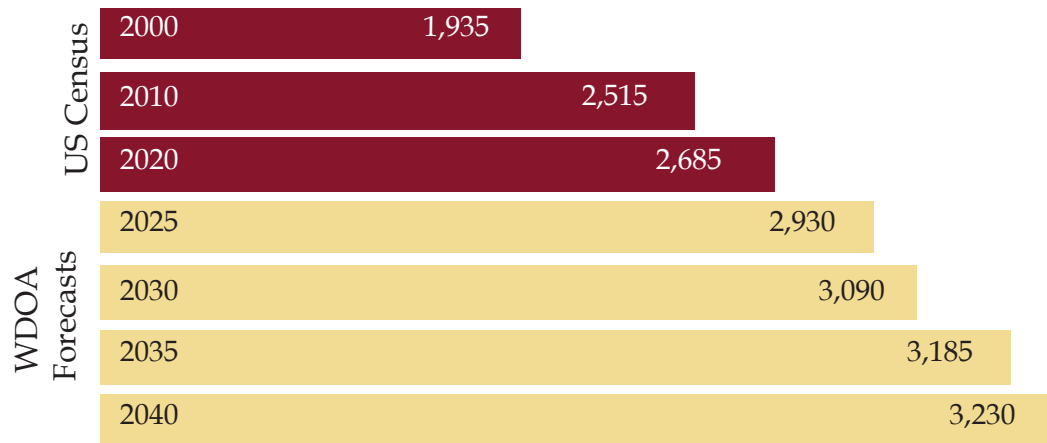
Source: US Census, 2020

Population Forecasts

Population projections are an important factor necessary to assess the village's future housing, community facilities, services, and transportation needs.

Luxemburg's population is forecast to continue growing over the next 20 years. Wisconsin's Department of Administration (WDOA) forecasts that Luxemburg will have a population of 3,230 people by 2040, representing a gain of about 545 people between 2020 and 2040. (Exhibit 2)

Exhibit 2: Population Trends & Forecasts



Source: U.S. Census; WDOA

Median Income

Income is the factor that most influences housing choice (or lack of choice in instances where households have an inability to afford housing that meets their needs). Exhibit 3 compares the village's 2020 median household income with other jurisdictions.

Households

Luxemburg's **average household size** decreased from 2.63 persons per household in 2000 to 2.52 persons per household in 2020.

Additional data about Luxemburg's household compositions (2020) show that:

- 13 percent of households are single-persons (living alone) aged 65 years and older.
- 34 percent of households have children.

Exhibit 3: Household Income

Jurisdiction	Median Household Income
Village of Luxemburg	\$ 65,833
Town of Luxemburg	\$ 76,094
Kewaunee County	\$ 68,474
Wisconsin	\$ 63,293

Source: U.S. Census, 2020



Housing Inventory

This section describes Luxemburg’s housing stock and occupancy characteristics. In some instances, this section compares the village’s housing market to the county, state, and nearby local jurisdictions to understand Luxemburg’s role within the broader region.

Exhibit 4: Historic Housing Units

Year	Village of Luxemburg Housing Units
1990	460
2000	754
2010	1,008
2020	1,061

Source: U.S. Census



Occupancy Village of Luxemburg

Occupied: 1,036

Vacant: 25

Source: US Census, 2020

Housing Type

One unit detached structures made up nearly 66 percent of the housing types in the Village of Luxemburg. The second largest housing type found in the village was five nine-unit structures, which made up eight percent. Two-unit structures make up seven percent of the villages housing stock.



Age of Housing

Over 49 percent of the existing housing units in the Village of Luxemburg were built after 1989 with the majority of these units being built from 1990 to 1999. Slightly more than 12 percent of the village’s current housing stock was built prior to 1940. The housing stock in the community is well maintained.

Housing Tenure

The homeownership rate in Luxemburg is declining. In 2020, Luxemburg's homeownership rate was 71 percent (Exhibit 5). This is down from 89 percent of the households in 2010.

Exhibit 5: Housing Tenure

Jurisdiction	Occupied	Rental
Village of Luxemburg	71%	29%
Town of Luxemburg	90%	10%
Kewaunee County	81%	19%
Wisconsin	67%	33%

Source: U.S. Census, 2020

Housing Cost and Affordability

The Department of Housing and Urban Development (HUD) defines "cost burden" as households paying 30 percent of their income or more on housing costs and "severely cost burden" as households paying 50 percent of their income or more on housing costs. Understanding rates of cost burden helps to determine the extent to which households are struggling to afford housing in Luxemburg and the region.

- 26 percent of Luxemburg's households are cost burdened or severely cost burdened. Median housing cost for housing units with a mortgage in the Village of Luxemburg was \$1,368 in 2020.
- Renters are more likely to be cost burdened than homeowners in Luxemburg. In 2020, 41 percent of the village's renters were considered cost burdened. Median monthly gross rent in the village was \$719.

Median Household Value

Village of Luxemburg

\$186,300

Kewaunee County: \$166,900

Wisconsin: \$189,200

Source: US Census, 2020

Future Demand for Housing

This section presents the Village of Luxemburg’s housing forecast to help plan for its housing needs over the 20-year planning period (Exhibit 6).

Exhibit 6: Housing Projection 2010-2040

	2010	2020	2025	2030	2035	2040
Households	973	1,016	1,186	1,270	1,323	1,354
Persons per Household	2.57	2.52	2.46	2.42	2.39	2.37

Source: U.S. Census, BLRPC



Environmental and Cultural Resources

This section of the plan contains information and maps detailing the Village of Luxemburg's natural and cultural resources. Features include geology and soils, hydrology, floodplains, wetlands, historical and cultural resources, and other significant natural areas in and around the village.

- Geology
- Hydrology
- Environmental Corridors
- Agricultural Resources
- Historic and Cultural Resources



The environmental features of the Luxemburg area define the village's identity and character. These environmental resources help support the natural systems that provide for wildlife and a healthy environment, and provide opportunities for recreation.

Geology

Located in the west central portion of Kewaunee County, the Village of Luxemburg covers approximately 2.5 square miles. The community is located in the Central Lake Michigan Coastal Ecological Landscape, which has been designated and described by the WDNR.

- The geology of the village's planning area consists of Niagara Dolomite bedrock. The soils may be less than five feet thick in some areas and up to 200 feet in depth above the bedrock.
- The topography of the village planning area varies from nearly level to sloping with several areas of steep slope found near the planning area's water features.
- The *Soil Survey of Kewaunee County, Wisconsin*, by the Natural Resources Conservation Service (NRCS) provides a detailed study of all soils in Kewaunee County. The survey provides information on the suitability and limitations of soils for a variety of natural resource and engineering uses. The composition and properties of the soils in an area should be evaluated prior to any development taking place. Concerns for basements in the Luxemburg area are the depth and hardness of bedrock, and the risk of flooding and ponding in basements which are located close to the water table.

Hydrology

Watershed

According to the WDNR, the Village of Luxemburg and its planning area drains into four sub-watersheds which all drain into the main Kewaunee River Watershed, which ultimately drains into Lake Michigan.

Groundwater

The village's groundwater reserves are held in the Eastern Dolomite Aquifer. This aquifer is the most common in the area and the most widely used source of groundwater supply. Groundwater is also the primary source of water for irrigated agriculture and is very important for industry.

The village should use best management practices regarding stormwater runoff and using green infrastructure such as retention ponds and rain gardens that store stormwater. When feasible, the village should assist in the promotion of best management practices for the surrounding agricultural lands.

Surface Water

The Village of Luxemburg planning area contains the following water features:

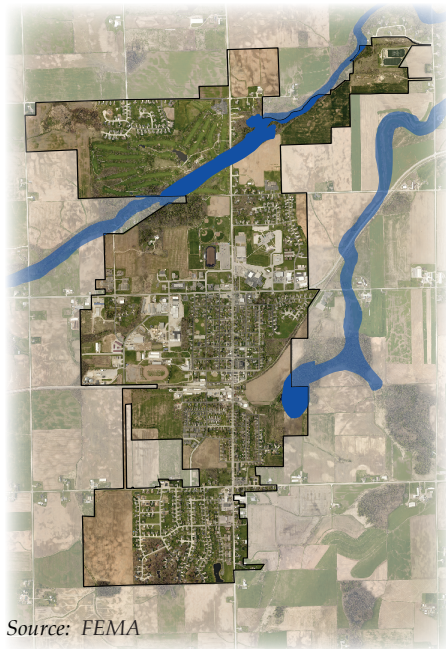
- Kewaunee River
- School Creek
- Luxemburg Creek
- Scarboro Creek

Floodplain

Floodplains are defined as those areas, excluding the stream channel, subject to inundation by the 100-year recurrence interval flood event. This event has a one percent chance of occurring in any given year. The Village of Luxemburg, including its 1.5 mile planning area, contains areas of floodplain running predominantly adjacent to the Kewaunee River, School Creek, and Luxemburg Creek (Map 3).

For planning purposes, floodplains in Luxemburg provide for stormwater retention areas, wildlife habitat, and groundwater recharge areas.

Map 3: 100-Year Floodplain



Wetlands

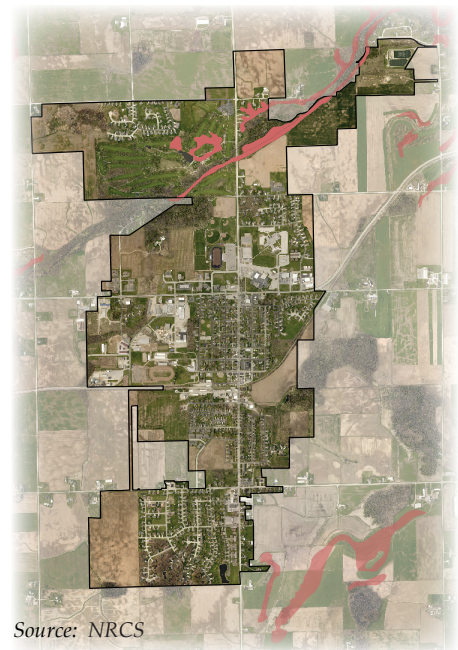
Wetlands are a valuable ecological resource that is involved in recharging the underlying groundwater system and are home to a varying combination of plants and animals.

Within the Village of Luxemburg there are 115 acres of wetland (see Map 5), with an additional 1,062 acres of wetland in the village's planning area.

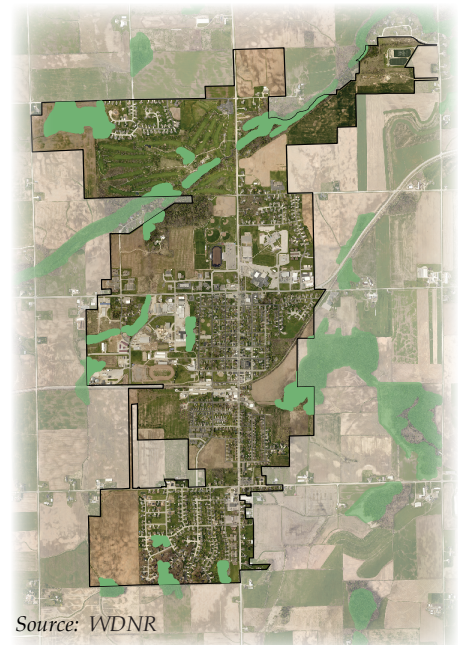
Steep Slope

Map 4 illustrates the areas of steep slope (i.e., slope 12 percent or greater) based on soil characteristics within the planning area. Soils characterized as containing steep slopes are more susceptible to erosion and may require special building and construction restraints.

Map 4: Steep Slope



Map 5: Wetlands



Environmental Corridors

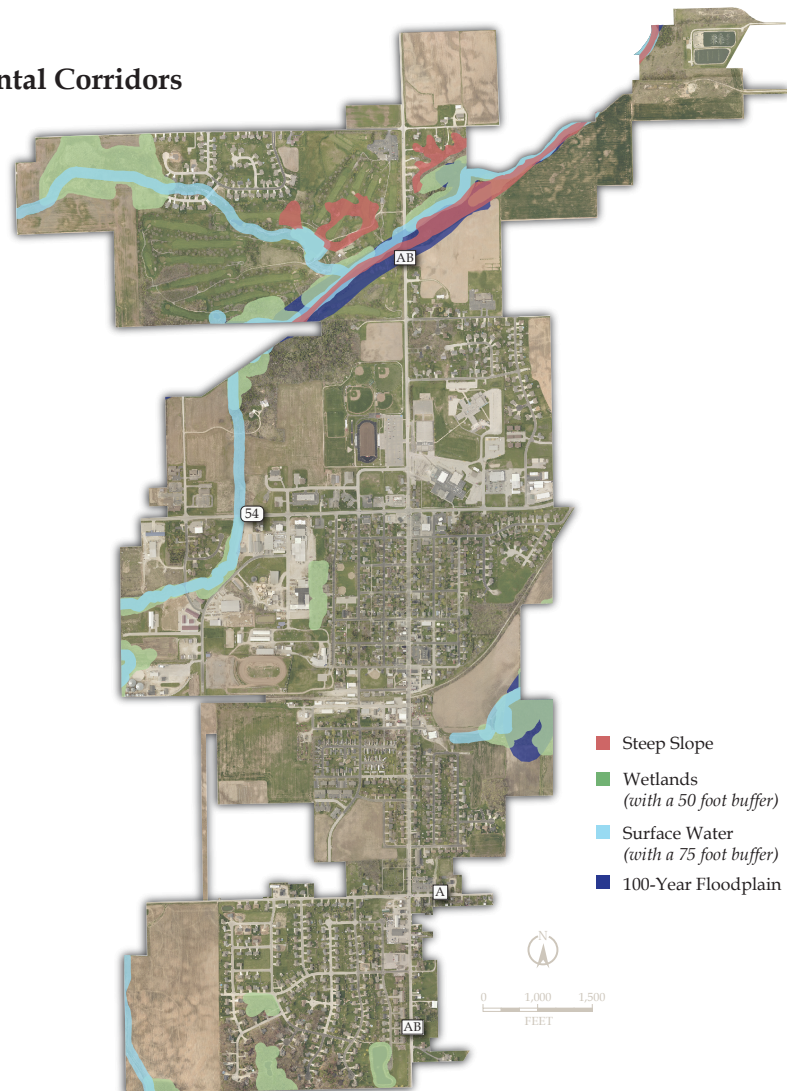
Environmental corridors are areas of the landscape that contain and connect natural areas, green space, and scenic and historic areas, scientific areas, recreational areas, and cultural resources. Map 6 illustrates the environmental corridors within the Village of Luxemburg

The elements described in the previous subsections are used to delineate environmental corridors within the Village of Luxemburg:

- Wetlands (2 acres or greater);
- 100-year floodplains;
- Steep slope (12% or greater); and
- Surface waters with a 75-foot building setback.

Environmental corridors, along with other identified areas of environmental significance in the Luxemburg area, should be taken into consideration when making future development decisions.

Map 6: Environmental Corridors



Agricultural Resources

The Village of Luxemburg contains approximately 400 acres of agricultural land and prime farming soils are found throughout the village's planning area.

The amount of farmland in the village does contribute to the significance of agriculture in all of Kewaunee County. Agriculture plays an important role in the economic, cultural, and social structure of Kewaunee County and it is essential to preserve these areas for continued farming activities whenever possible.

The following is a summary of the farming activity in Kewaunee County according to the *2017 Census of Agriculture*.

- There were 655 farms in Kewaunee County.
- The total acres in farmland was 170,405
- The average farm size was 260 acres
- The two primary products produced were milk and grain crops
- In 2017, there were 153 new and beginning farmers in Kewaunee County.

Conservation farming practices being used in Kewaunee County according to the *2017 Census of Agriculture*.

- Not till: 24%
- Reduced till: 22%
- Intensive till: 32%
- Cover crops: 13%

Woodlands

There are approximately 123 acres of woodlands within the Village of Luxemburg. Trees are mostly located along village streets, scattered throughout neighborhoods and parks, and adjacent to bodies of water. Preservation of woodlands in the village contributes to ecosystem services, including, but not limited to, stormwater retention, erosion control, improved air quality, and thermal regulation.



Historic and Cultural Resources

The Wisconsin Historical Society, Division of Historic Preservation has several sites within the Village of Luxemburg considered to be of historic significance.

Properties listed include houses, church, and several retail buildings. Please note that these sites are not all eligible by the Wisconsin Historical Society. These are sites that individuals believe should be considered for eligibility.

Cultural resources are typically sites, structures, features and/or objects of some importance to a culture or community for scientific, aesthetic, traditional, educational, religious, archaeological, architectural or historic reasons.



Source: *Village of Luxemburg*



The Kewaunee County Fairgrounds Events: The fairgrounds contains the Burg Speedway (a 1/3 mile oval dirt racing track), various county offices, exhibition buildings, concession stands, restroom facilities, and parking areas. The fairgrounds is often used for large-scale community events, notably the annual Kewaunee County Fair.

Economic Development

To better understand the factors that influence Luxemburg's economy, this section summarizes the village's economic development opportunities, considers socio-economic characteristics, economic base, and thoughts shared by the community.

- Socio-Economic Characteristics
- Economic Base
- Strengths, Weaknesses, Opportunities, and Threats
- Employment Forecast



Socio-Economic Characteristics

Labor Force

According to 2021 US Census data, approximately 58 percent of the Village of Luxemburg's residents are part of the civilian labor force (i.e., persons sixteen years of age or older who are employed or seeking employment) (Exhibit 7). The national average is around 53 percent.

Exhibit 7: Employment Status

	Civilian Labor Force	Employed	Unemployed
Village of Luxemburg	1,529	1,510	19
Town of Luxemburg	934	924	10
Kewaunee County	11,188	10,994	194
Wisconsin	3,101,184	2,991,136	110,048

Source: U.S. Census, ACS 5-year data, 2021

Education

Exhibit 8 shows that Village of Luxemburg's residents are similarly educated to Wisconsin's overall population, but has higher degree of education in comparison to the residents of Town of Luxemburg or Kewaunee County.

Exhibit 8: Education Levels, Population aged 25 and older

	% High School Graduate or Less	% Some College	% Bachelor's Degree or Higher
Village of Luxemburg	35%	34%	30%
Town of Luxemburg	44%	51%	17%
Kewaunee County	46%	36%	19%
Wisconsin	38%	32%	33%

Source: U.S. Census, ACS 5-year data, 2021

Average Travel Time to Work:

21 minutes

Source: US Census, 2021

Commuting

Identifying and tracking commuting patterns is a labor market concept that refers to worker flows between communities. These commuting patterns highlight the communities that have a strong economic base and are able to attract workers from surrounding communities.

Conversely, it demonstrates which areas lack local employment opportunities for their residents, or perhaps serve as “bedroom” communities with more affordable housing options in comparison to other locations.

Residents that commute out of Luxemburg for work:	67.3 %
Residents living and working in Luxemburg:	32.7 %
Luxemburg residents working from home :	9.1 %

Economic Base

Earnings

Median earnings of the Luxemburg labor force is \$38,854 according to the U.S. Census, ACS 5-year data, 2021.

Average earnings for full-time, year-round workers with earnings in Luxemburg is about \$56,627 per the U.S. Census, ACS 5-year data, 2021.

Occupation

The largest share of Luxemburg’s residents are employed in management, business, science, and arts occupations (Exhibit 9). This occupation grew by 10% from 2010 to 2021.

From 2010 to 2021, the number of Luxemburg residents employed in production, transportation, and material moving occupations declined by 6.4%. Luxemburg residents employed in natural resources, construction, and maintenance occupations reduced by 6.7%.

Exhibit 9: Employment by Occupation

Occupation	Village of Luxemburg	Kewaunee County
Management, business, science, and arts occupations	526	3,275
Service occupations	259	1,677
Sales and office occupations	356	1,895
Natural resources, construction, and maintenance occupations	194	1,816
Production, transportation, and material moving occupations	175	2,331
Employed civilian population 16 years and older	1,510	10,994

Source: U.S. Census, 2021

Industry

In 2021, the industries with the greatest number of employees were educational services, and health care and social assistance. These industries accounted for 470 jobs, or 31 percent of the total employment base.

From 2010 to 2021, the industries that experienced the most employment growth were agriculture, forestry, fishing and hunting, and mining, along with professional, scientific, & management, and administrative & waste management services (Exhibit 10).

Exhibit 10: Employment Persons by Industry

Industry	Village of Luxemburg	
	2010	2021
Agriculture, forestry, fishing and hunting, and mining	8	51
Construction	67	76
Manufacturing	220	203
Wholesale trade	13	40
Retail trade	124	86
Transportation and warehousing, and utilities	83	72
Information	0	31
Finance and insurance, and real estate and rental and leasing	88	83
Professional, scientific, & management, and administrative & waste management services	38	95
Educational services, and health care and social assistance	124	324
Arts, entertainment, and recreation, and accommodation and food services	55	46
Other services, except public administration	55	27
Public administration	6	29
Total	881	1,163

Source: U.S. Census, 2010, 2021

Strengths, Weaknesses, Opportunities, and Threats

This section summarizes Luxemburg's strengths, weaknesses, opportunities, and threats from an economic development perspective. Findings are based on economic analysis, field visits, and public input.

Strengths

Accessibility. Luxemburg has the luxury of being located between Lake Michigan and the City of Green Bay, and just south of Door County. The village is situated on STH 54, just 10 miles east of Interstate Hwy 43. Green Bay is approximately 15 miles to the west of the village.

Quality of life. The village provides a secure, small-town atmosphere. It is surrounded by agricultural land and natural features. Residential neighborhoods are pleasant and tend to be well-maintained. The community takes great pride in the quality of its school system. Luxemburg has much to offer the outdoor sports enthusiast including the Kewaunee County Fairgrounds, an 18-hole golf course and the Ahnapee State Trail, amongst other recreation amenities. Luxemburg lends itself as an attractive community to residents, businesses, and visitors who prefer or enjoy these types of characteristics.

Weaknesses

Quality, affordable housing. Prices for homes across the region are increasing. Increasing housing costs are due to a number of factors including an underproduction of housing (e.g., not enough housing units being built to satisfy demand for housing) and development of relatively larger homes on larger lots (which increases overall production and land costs, which is then passed on to the consumer).

Variety of businesses. There is a lack of desirable businesses including restaurants, retail stores, etc.

Opportunities

Investment. Luxemburg's primary highway corridors and cohesive development patterns are conducive to growth. The village's ability to connect into the Green Bay water system could trigger investments and the ability to attract small businesses, support new housing options, and attract people and families to Luxemburg.

Industrial Park. Expansion of the village's industrial park provides opportunities to develop and promote a variety of industrial growth.

Attractions. The Village of Luxemburg should continue to capitalize on its multiple local attractions including the Kewaunee County Fairgrounds, The 'Burg Speedway, its championship 18-hole golf course, and the Ahnapee State Trail. In addition, it should promote its proximity to Lake Michigan, local wineries, and the many amenities of the City of Green Bay and Door County.

Luxemburg Area Chamber of Commerce: The village has a chamber of commerce to advocate, support, and promote local businesses.

Threats

Instability in the economy. Situations such as the 2008 housing crisis or the recent COVID-19 pandemic are beyond Luxemburg's local control, but can directly affect the Luxemburg area and Kewaunee County.

Non-point source pollution. Existing non-point source pollution affects the environment, water quality, and resident base of Luxemburg.

Employment Forecast

Wisconsin's Department of Workforce Development projects that employment in the Bay Area Region (in which Luxemburg is located) will grow at an average annual growth rate of 0.35 percent between 2018 and 2028. The Village of Luxemburg can monitor business growth and development to better track future employment trends to determine if the village is following historic trends of Kewaunee County or future projections for the larger Bay Area Region.

According to the Wisconsin Department of Workforce Development's occupational projections for the state between 2018 and 2028, the following are the top 10 occupations forecast to have the greatest number of openings:

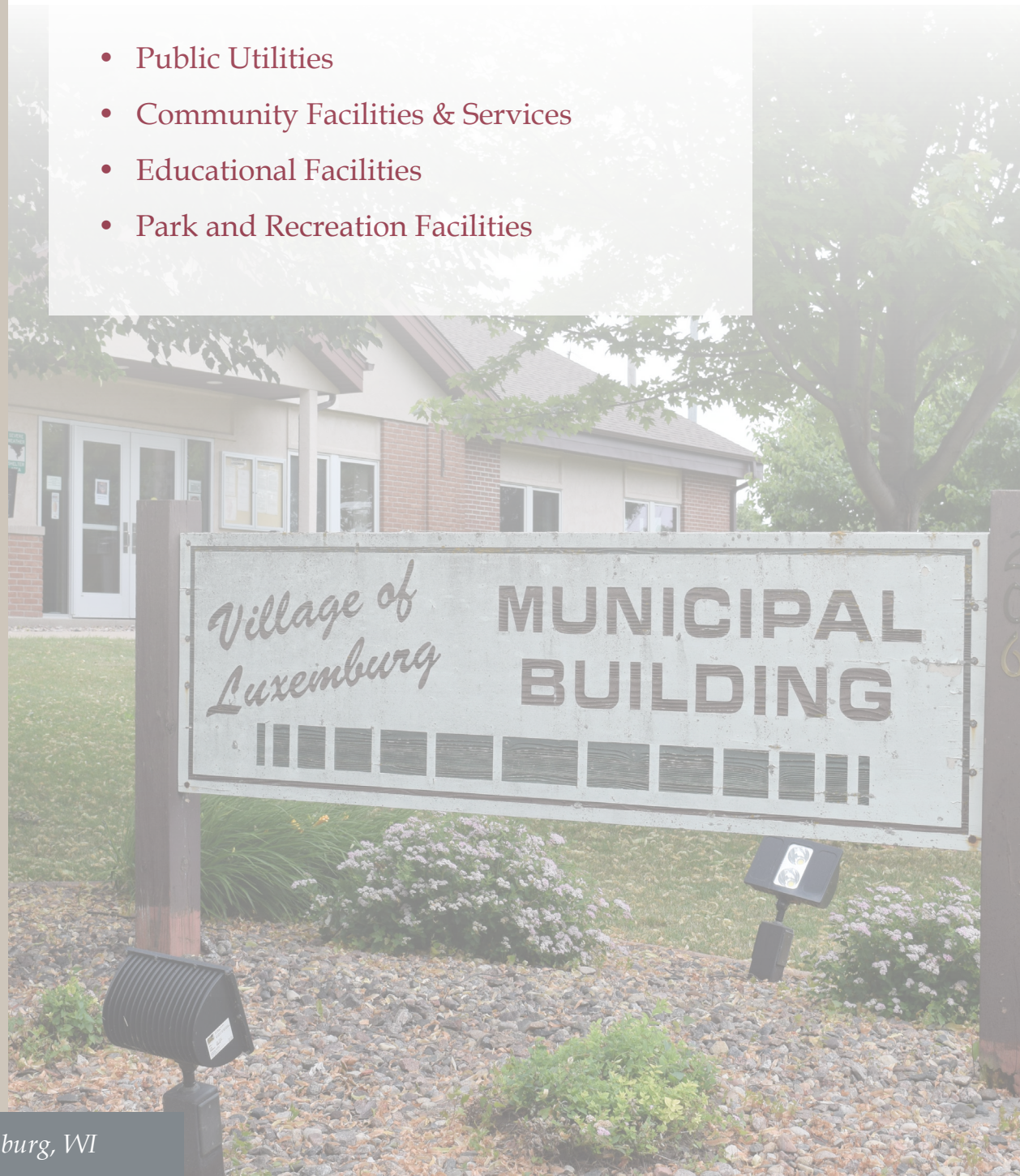
- Food and Beverage Serving Workers
- Retail Sales Workers
- Personal Care and Service Workers
- Information and Record Clerks
- Material Moving Workers
- Motor Vehicle Operators
- Construction Trade Workers
- Business Operations Specialists
- Production Occupations
- Office and Administrative Support Workers

Utilities & Community Facilities

Outlined in this section is an inventory of public utilities and community facilities in Luxemburg. Utilities and community facilities are assumed to be adequate to meet the community's needs over the 2023 to 2043 planning period, unless otherwise noted.

Capacity and sufficiency determinations were based on conclusions formed by thorough engagement with village staff. The sufficiency of privately-owned facilities were not evaluated in this plan.

- Public Utilities
- Community Facilities & Services
- Educational Facilities
- Park and Recreation Facilities



Public Utilities

Public Water

Luxemburg's municipal water system is supplied from groundwater through four community wells. These wells range in pumping capacity from 90 gallons per minute (gpm) to 200 gpm. The system also contains a series of water mains varying in size and a 250,000 gallon elevated storage tower.

The village's water system meets the current and future needs of the community. In the event that any of the community wells should fail, the village does have the potential to connect into the Green Bay Water Utility's pipeline. The pipeline draws water from Lake Michigan, just north of the City of Kewaunee.



Electric and Natural Gas

Wisconsin Public Service provides electric and natural gas service to the village.



Wisconsin Public Service

Sanitary Sewer

The Village of Luxemburg collects and conveys domestic, commercial, and industrial wastewater via the Luxemburg Sewage Treatment Plant which is located in the northeast portion of the village on Valley Road.

The current treatment plant is used for pre-treatment of the village's wastewater prior to it being pumped by forcemain to the Green Bay Metropolitan Sewerage District facility.

Storm Sewer

The Village of Luxemburg provides storm sewer service throughout the village. The system is composed of storm sewers, culverts, open ditches, and drainage basins. Storm water from the village primarily drains southeast into Luxemburg Creek and west to School Creek.

Renewable Energy Facilities

Solar: Point Beach Solar Energy Center features 315,000 solar panels that convert the sun's energy into electricity, with the capacity to generate 100 megawatts of electricity. The project is located on approximately 1,300 acres in the Town of Two Creeks.

Telecommunication Facilities

Telephone service is available to the village. Spectrum, Cellcom, and various satellite dish providers offer television service to the village.



Community Facilities & Services

Luxemburg Municipal Building

The Luxemburg Municipal Building is located at 206 Maple Street. The structure houses the village offices, and the Luxemburg Police Department. The Village Municipal Building contains a conference room, storage facilities, and a gymnasium.



Postal Services

The Village of Luxemburg postal services are provided by the U.S. Post Office located at 406 Main Street.



Solid Waste Disposal and Recycling

The village contracts with Harters Disposal for weekly curbside pickup of solid waste and bi-weekly recycling pick-up. Larger household items can be collected upon request from residents.

The Village will pick up any biodegradable yard waste during designated times of the year.

Road and Other Maintenance

Luxemburg's Municipal Garage, located on Prairie Lane, contains large equipment to repair and upkeep the village's streets and public facilities. The Municipal Garage also has a designated area for yard waste to be dropped off.



The Kewaunee County Highway Department provides maintenance on county and state highways, as well as snow plowing services for the village's streets.



Source: Kewaunee County

Police

Police protection for the village is provided by the Luxemburg Police Department which is located at 206 Maple Street.

The police department staff consists of a Chief and officers. Assistance is also provided by the Kewaunee County Sheriff's Department through a mutual aid agreement.

The Village of Luxemburg does not have a jail and utilizes the Kewaunee County Jail located in the City of Kewaunee.

Emergency Services

Luxemburg Rescue Squad, located at 331 Willow Street, provides service to the village. The rescue squad is a volunteer service that consists of rescue and medical services.

Luxemburg Rescue Squad also provides services to several other surrounding communities including the Village of Casco, and the towns of Luxemburg, Red River, Montpelier, Lincoln, and Casco.



Fire

Fire protection for the village is provided by the Luxemburg Community Fire Department, located at 516 Maple Street.

The volunteer fire department serves the village, three full townships, and two partial townships. There are mutual aid agreements with all fire departments in Kewaunee County and the surrounding counties of Door, Brown, and Manitowoc through the Mutual Aid Box Alarm System (MABAS). MABAS is a mutual aid measure that may be used for deploying fire, rescue, and emergency medical services personnel in a multi-jurisdictional and/or multi-agency response.

The Village of Luxemburg has an Insurance Service Office (ISO) rating of four (4). ISO is a rating of one to ten, with one representing the best protection and ten representing an unprotected community. While ISO does not presume to dictate the level of fire protection services, it generally contains deficiencies found. The ISO rating is used as guide by municipal officials in planning improvements to their fire fighting services.



Lakeshore Educational Alternative Program (L.E.A.P)

Initiated in the 2020-21 school year and is housed at the Casco Career Academy. This program is through a non-traditional and personalized learning approach for 10, 11, and 12 grade students.

Educational Facilities

Schools

The Village of Luxemburg is located within the Luxemburg-Casco (L-C) School District. The district consists of four facilities for public education including:

- L-C High School (grades 9-12)
- Middle School (grades 7-8)
- L-C Intermediate School (grades 3-6)
- L-C Primary School (4K – 2 grade)



Several private education facilities are also found within the L-C School District that may be utilized by residents:

- St. Mary's Catholic School (3K – grade 6), 1406 Main Street in the Village of Luxemburg.
- Holy Trinity School (3K – grade 7), 510 Church Avenue in the Village of Casco.
- St. Paul Lutheran School (4K – grade 8) N4118 County Rd AB in the Town of Montpelier.

There are several higher education institutions located near Luxemburg, including UW-Green Bay and St. Norbert College in De Pere.

Northeast Wisconsin Technical College (NWTC) has a Community & Regional Learning Center located in the Village of Luxemburg at 133 Commerce Drive. The Luxemburg facility provides career opportunities in business, healthcare, agriculture, Architecture and much more.



Library

Residents of the village utilize library services located in the cities of Kewaunee, Algoma, and in Brown County. In addition, the Village of Luxemburg has two pick-up and drop-off library stations located at Stodola's IGA and Nicolet National Bank.

Care Facilities

Healthcare

Prevea Luxemburg Health Center and Bellin Health Luxemburg are both located on School Creek Trail and offer health care services in the village. A vision clinic, dental, pharmacy, and psychiatric facility are also available in the village.

The nearest hospitals to Luxemburg include Aurora Bay Care Medical Center, Bellin Hospital, St. Mary's, and St. Vincent's in Green Bay.



Adult Care

The Village of Luxemburg contains several long-term care and elder care facilities. The Community Based Residential Facilities (CBRF) and Adult Family Homes (AFH) include:

- Infinity Care
- Helping Hearts Assisted Living
- Compass Development-Rockledge
- Sycamore Lodge Senior Living LLC



Child Care

Prominent, private childcare facilities in Luxemburg include:

- Day By Day Discoveries

Private childcare providers can also be found in surrounding communities.

**Day By Day
Discoveries**
— CHILD CARE SERVICES —

Parks and Recreation Facilities

The Village of Luxemburg has various outdoor park sites providing the public with a variety of recreational opportunities. Map 7 illustrates the locations of the parks and recreation sites in the village.

Community Parks

- Legion Park Athletic Field
- Fireman's Park
- Luxemburg Youth Park
- Luxemburg South End Park

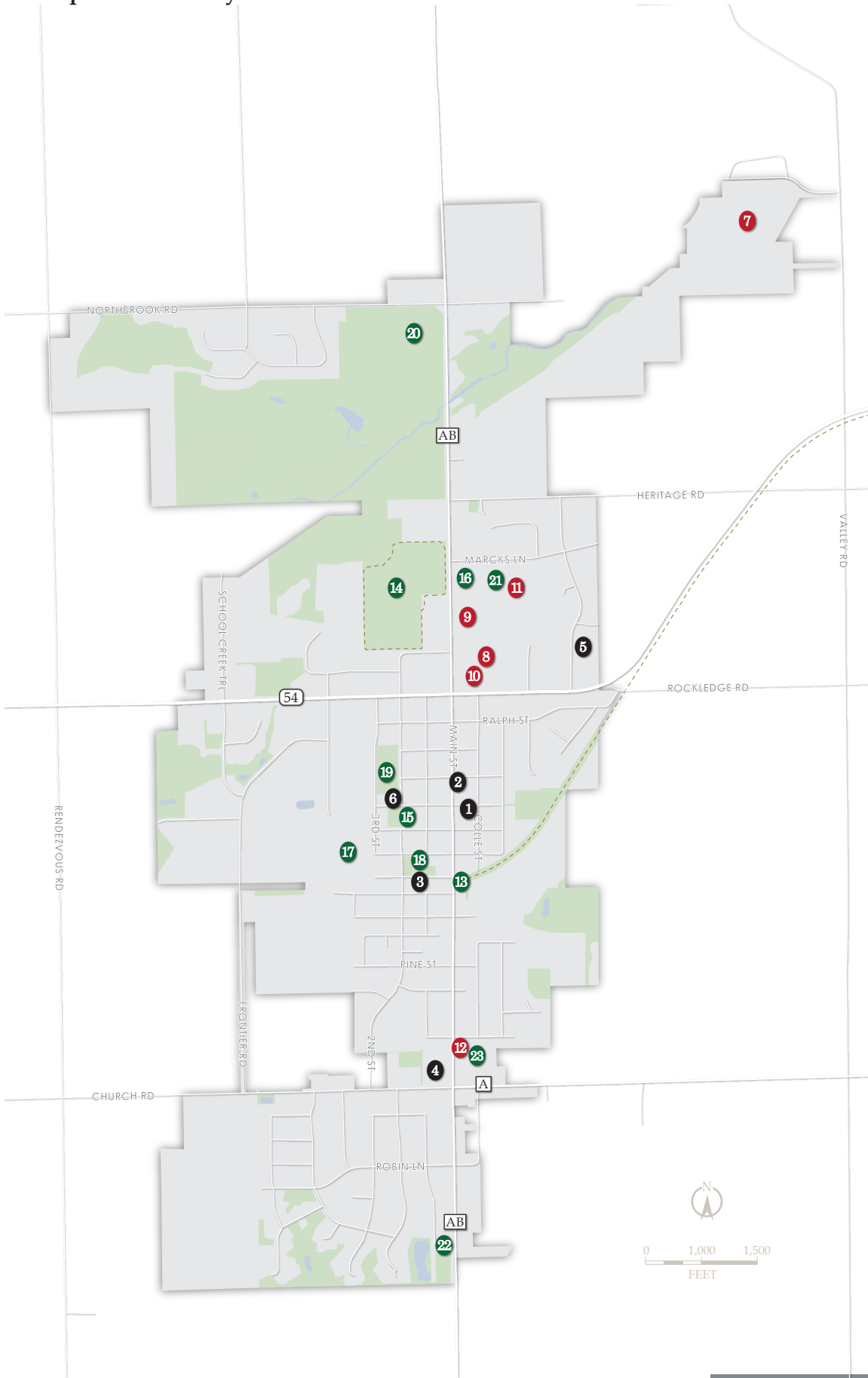
In addition to these sites, the local schools in the community provide a range of publicly-accessible recreational facilities such as playground equipment, ball courts and diamonds, practice fields, fitness center, trails, and other amenities.

Other notable facilities within the village include the following:

- Kewaunee County Fairgrounds located on Elm Street in the Village of Luxemburg. This 28-acre complex includes:
 - The Burg Speedway that is a 1/3 mile oval dirt track
 - exhibition buildings, concession stands, office space, conference rooms, barns, and open-air shelters
- Northbrook Country Club. A privately owned 18-hole public golf course located in the north end of the village.
- Ahnapee State Trail. This abandoned railroad right-of-way turned multi-use trail travels from Main Street in the Village of Luxemburg eastward to the Village of Casco, City of Kewaunee, City of Algoma, and Door County.



Map 7: Community Facilities



Community Facility

- 1. Fire Station
- 2. Post Office
- 3. Rescue Squad
- 4. St Marys Cemetery
- 5. Village Garage
- 6. Village Hall / Police Station
- 7. Sewage Treatment Plant

Education Facility

- 8. LC High School
- 9. LC Intermediate School
- 10. LC Middle School
- 11. LC Primary School
- 12. St Marys School

Park and Recreation

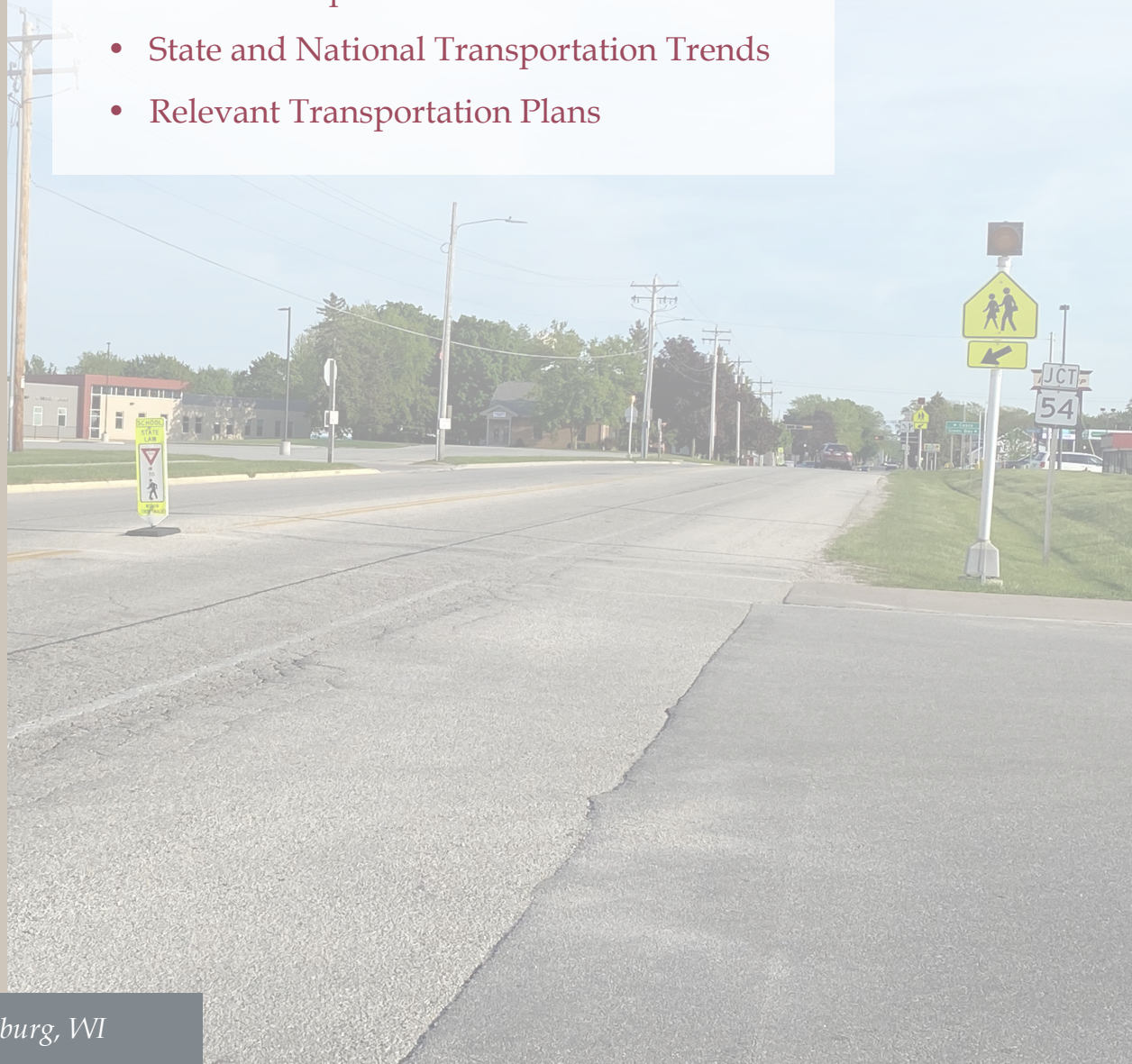
- 13. Ahnapée State Trail Trailhead
- 14. Athletic Field Complex
- 15. Fireman's Park
- 16. Intermediate School Playground
- 17. Kewaunee County Fairgrounds
- 18. Legion Field
- 19. Luxemburg Youth Park
- 20. Northbrook Golf and Grill
- 21. Primary School Playground
- 22. South End Park
- 23. St Marys School Playground

Transportation

The village's transportation system plays an important role in the facilitation of an area's land use, economy and all-around development. A well-designed and maintained transportation system provides efficient, reliable, and safe ways for residents to get to their businesses, places of work, homes, and schools. While planning for the location and density of future developments, priorities need to be set and evaluated for their impact on the village's transportation system.

This chapter provides an inventory of the transportation amenities in the Village of Luxemburg and identifies some of the methods of establishing and maintaining a comprehensive and balanced transportation system that serves residents, businesses, and visitors.

- Existing Transportation System
- Existing Network Characteristics
- Other Transportation Modes
- State and National Transportation Trends
- Relevant Transportation Plans



Existing Transportation System

This section presents an inventory of transportation modes available in Luxemburg, as well as information and related maps.

Streets and Highways

Luxemburg’s primary transportation infrastructure is its roadways. Map 8 displays the village’s roadway network and highlights its functional classifications. Luxemburg’s functional classifications, as defined by the Wisconsin Department of Transportation, include:

- **Minor Arterial:** Minor arterials carry moderate traffic volumes and serve inter-community trips. Luxemburg’s minor arterial, STH 54, connects with collectors such as CTH AB.
- **Collectors:** Collectors collect and distribute traffic between local streets and arterials. They intersect neighborhoods and direct traffic to the arterial system for longer through trips. Luxemburg has several collectors; including CTH’s AB and A.
- **Local Roads:** Local roads provide access to adjacent land and provide for travel over relatively short distances. All roads not classified as arterials or collectors are local function roads. A majority of Luxemburg’s streets are classified as local roads.

An account of mileage data, respective of Luxemburg’s functional classifications is detailed in Exhibit 11.

Map 8: Functional Classification

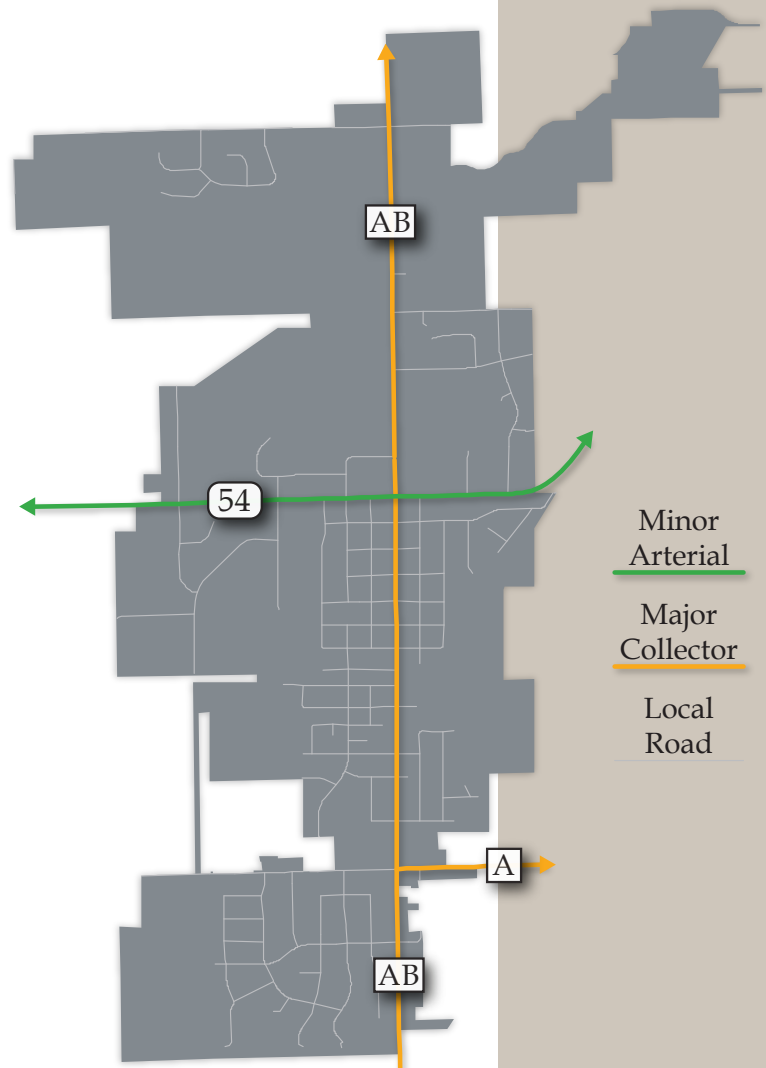


Exhibit 11: Road Mileage

Functional Classification	Total Mileage	Percent of Total Mileage
Minor Arterial	1.08	5%
Collectors	2.56	12%
Local Roads	18.26	83%
Total	21.91	100%

Source: WisDOT

Existing Network Characteristics

Traffic Volume

The Wisconsin Department of Transportation regularly collects traffic count data for several streets in Luxemburg. The most recent traffic volume data was 2018 data.

According to the latest WisDOT annual average daily traffic (AADT) counts, Main Street and Center Drive within the Village of Luxemburg, both receive a heavy flow of daily traffic.

- Center Drive's (STH 54) average daily count is 9,000 vehicles just to the west of the Main Street/Center Drive intersection and 7,400 vehicles immediately to the east of the intersection. These two sites along Center Drive record the second and third highest traffic counts in Kewaunee County.
- Main Street (CTH AB), near the front of the Middle and High schools, had an AADT count of 3,500 vehicles.

The locations of these traffic count sites are shown below.



Safety Analysis

The UW-Madison Traffic Operations and Safety (TOPS) Laboratory maintains a record of motorized and non-motorized crashes within Wisconsin. *Community Maps - Wisconsin County TSC Crash Mapping* provides Wisconsin's law enforcement agencies and county Traffic Safety Commissions with a statewide map of all police reported motor vehicle crashes from 2010 to the current year.

- The highest crash incidents in the Village of Luxemburg have occurred at intersections along the STH 54 and CTH AB highway corridors.

For the most up-to-date crash information for Village of Luxemburg, visit the WisTransPortal system that serves the computing and data management needs of the TOPS Laboratory.



Transportation Modes

Motorized Vehicles

Vehicular transportation is the dominant mode of transportation used by Luxemburg's residents and workforce. Nearly 90 percent of residents (aged 16 and older who work) commute to their place of employment by car, truck, or van (ACS 2020). About 98 percent of households living in Luxemburg have at least one car, and 87 percent have at least two cars (ACS 2020).

ATV/UTVs

The majority of village streets in Luxemburg allow the operation of an ATV or UTV. The only exceptions include Center Drive (STH 54) and Main Street (CTH AB). Anyone operating an ATV or UTV is subject to the provisions of the Village of Luxemburg Traffic Code.

Rail Service

One rail company, Fox Valley and Lake Superior (FOXY) Rail System operates commercial rail in the Village of Luxemburg. The track originates in the City of Green Bay and traverses eastward to CTH AB in the village. Commodities on this rail system are primarily products for the metals, forest products, building materials, chemicals, propane, and fuel industries.

Air Service

The primary commercial-passenger and air freight service for residents of Luxemburg is provided by Austin Straubel International Airport located near the City of Green Bay.

There are also several privately-owned airstrips located within Kewaunee County providing small craft services and/or recreational flights to the public. These small, private airport facilities offer minimal services and are generally utilized by recreational fliers.

Active Transportation

Portions of Luxemburg's transportation network contains sidewalks on one or both sides of the street. These pathways provide pedestrians with safe routes to travel throughout the community.

Luxemburg has no dedicated on-street bicycle routes. It has a multi-use trail (access to the Ahnapee State Trail) that accommodates bicyclists. While it is legally permissible for people to bicycle on all of the village's streets and roads, dedicated bicycle lanes, multi-use trails and pathways, and roads with less traffic volume and lower speed limits are generally safer and therefore recommended for bicycle travel.

Transportation Service Providers

Kewaunee County Human Services Department provides transportation services for the elderly and the disabled. Their Volunteer Driver Escort Program is a door-to-door service where the volunteer driver drives participants to and from medical, nutritional, and work related or other authorized activities.

East Shore Industries transportation services consist of five different routes throughout Kewaunee County, the southern third of Door County, and the eastern part of Brown County. This route structure provides transportation to people with physical, mental or emotional disabilities who utilize East Shore Industries for employment, social, educational and recreational purposes.

Trucking

The trucking industry provides efficient and safe transportation services and is an integral part of Luxemburg's economy. State Highway 54, in the village, is designated as long truck route by WisDOT.

State and National Transportation Trends

This section summarizes trends in transportation policy and modal preferences. Luxemburg must be aware of these trends, but as a small community, it will be difficult to financially support all transportation and technological shifts, as well as its mandated services.

Active transportation. Walking and bicycling as a mode of transportation is increasingly common. Increased investments in traditional transportation infrastructure and the public realm have encouraged and guided preferences for walking and biking. However, in many cases, distance and barriers to destinations can limit active transportation as a viable travel mode (particularly for workforce commuting and safe access to schools in Luxemburg).

Electric vehicles. The electric vehicle (EV) market is expanding. As consumption of EVs grows, so too will the need for charging stations in accessible locations. Based on 2020 data from Clean Wisconsin, there are about 550 public EV charging stations located throughout Wisconsin. These stations were funded through public, utility, and private investments. In the long-term, availability of EV charging stations will influence travel, tourism, and the environment.



Autonomous vehicles. Artificial intelligence and machine learning will make autonomous, self-driving vehicles increasingly common in the future.

Public transportation in rural/small communities. Public transportation and mobility services in rural and small communities include volunteer programs, subsidized taxi services, community transport services, demand response buses, and fixed-route bus services. In many rural communities like Luxemburg, populations skew toward older adults who rely on public transportation or chauffeuring when they can no longer drive. Other population groups that may rely on public transportation include adolescents, individuals who do not drive (by choice or otherwise), people with disabilities, and lower-income households. As Wisconsin's population ages, the need for public transportation services is expected to grow.

Ride-hailing services. On-demand transportation services, like Uber and Lyft, offer flexible routing and scheduling to individuals who are willing to pay a service fee to get picked up and dropped off at their chosen location. Ride-hailing services are increasingly popular among younger generations, urban dwellers, people without a vehicle and people with disabilities.

Relevant Transportation Plans

Connect 2050, Wisconsin's Statewide Long-Range Transportation Plan (2022). Connect 2050 is Wisconsin's existing state-wide transportation plan. It describes Wisconsin's multi-modal transportation system and documents policies and actions to maintain, improve, and strengthen the overall system.



Wisconsin Rail Plan 2050 (2022).

The Wisconsin Rail Plan identifies rail issues; includes a state-wide vision for freight, intercity passenger rail, and commuter rail; and documents an inventory of the state's rail system, services, and facilities.

Wisconsin State Freight Plan (in progress). Wisconsin is updating its freight plan, which was adopted in 2018. The State Freight Plan is a long-range multimodal plan that addresses the state's freight transportation needs and provides a vision for WisDOT's freight program for the next eight years.

WisDOT 6-year Highway Improvement Plan. Wisconsin's existing highway improvement program identifies proposed improvements in 2023 for STH 54 approximately 0.25 miles north of Rockledge Road on the east side of the Village of Luxemburg to Sunset Avenue in the City of Algoma. The proposed improvement for the STH 54 is approximately for the stretch of 13 miles.

Wisconsin Pedestrian Policy Plan (2002). Wisconsin's Pedestrian Policy Plan includes a vision and plan of action to encourage pedestrian travel.

Wisconsin Bicycle Transportation Plan (1998). Wisconsin's existing bicycle plan includes a vision and a plan of action to increase bicycling and to reduce crashes involving bicyclists and motor vehicles.

Wisconsin Active Transportation Plan 2050 (in progress). WisDOT is updating its *Wisconsin Bicycle Transportation Plan* and *Wisconsin Pedestrian Policy Plan* and combining them into the *Wisconsin Active Transportation Plan 2050*. The active transportation plan will be a statewide long-range plan focused on human-powered modes of transportation, such as bicycling and walking. This plan will evaluate the state's active transportation opportunities and needs, resulting in policies and actions that will align with and further *Connect 2050*.

Connect: Regional Bicycle and Pedestrian Plan for Northeast Wisconsin. The bicycle and pedestrian plan for the Bay-Lake region provides details about the region's bicycle and pedestrian network and facilities, including documentation of specific shared-use/multi-use pathways by county. The plan lists a range of objectives and strategies to improve the region's bicycle and pedestrian facilities.

Luxemburg-Casco School District Safe Routes to School Action Plan (2022). The school district's plan provides a list of goals and recommendations in order to provide safer and more convenient ways for children to walk or bicycle to school in Luxemburg. The plan will allow for possible funding opportunities to improve active transportation infrastructure around the school campus area and possibly throughout the village.

Fringe Area Road System Planning

A long-range plan was prepared for the Village of Luxemburg that included the vision of a future road system for the village and adjacent lands within the Town of Luxemburg (Map 9).

Planned Roads

The road system plan for village's extraterritorial area addresses only the local streets and not the minor arterial and collector roads as these are usually owned by the state/county, and they would be the responsible entity to maintain or upgrade them.

Alignment Protection

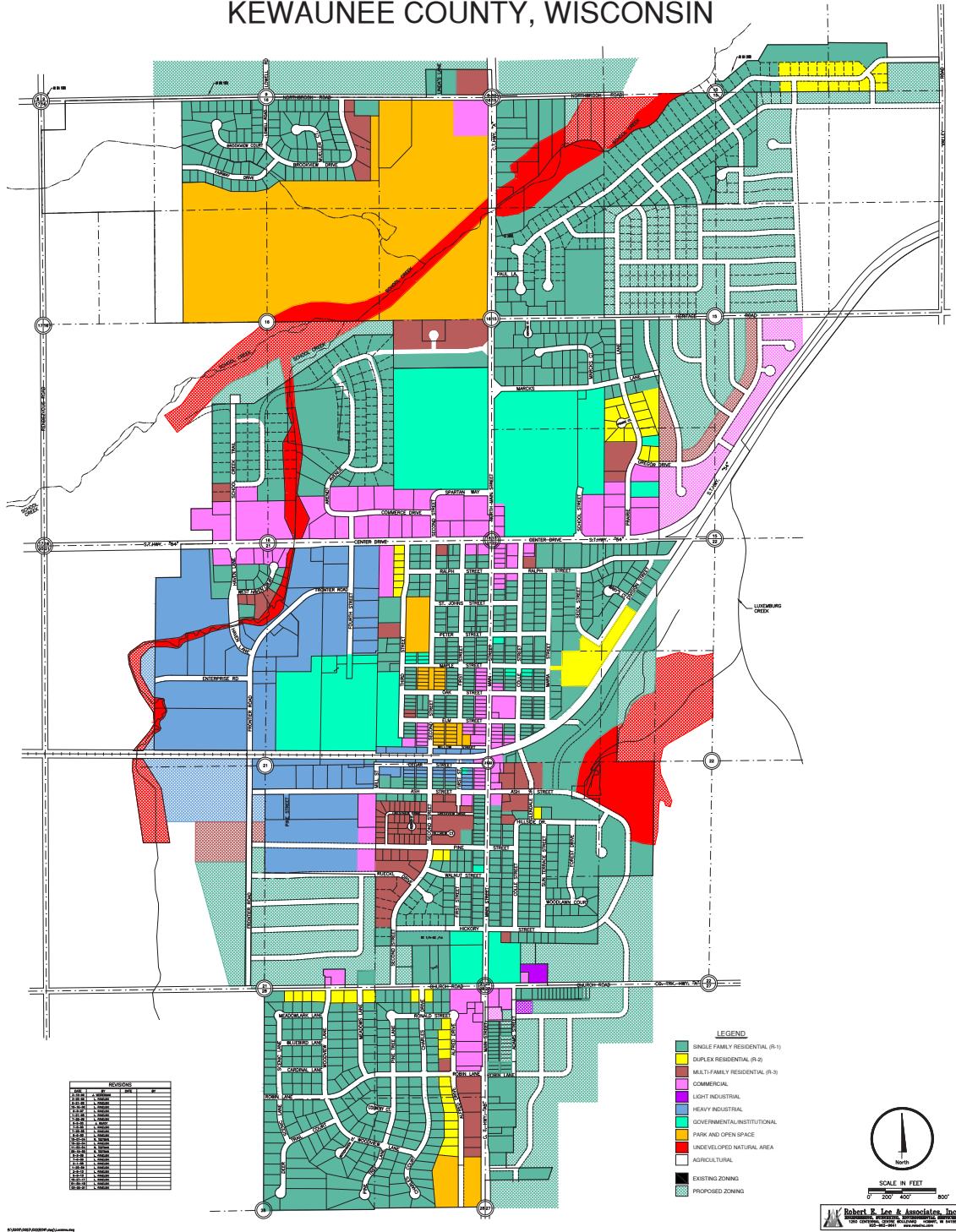
In those locations where new local road alignments are planned, it will be imperative that the alignments are protected by the village from other uses. If a subdivision plat is proposed, it should dedicate the right-of-way needed for these officially-mapped future roads to the village. The Village of Luxemburg has statutory powers to review proposed subdivision plats within 1.5 miles of its border to ensure that planned road alignments are protected.

In order to build local roads with useful lengths and connections, it is sometimes necessary to either annex enough land to contain the entire alignment or, alternatively, negotiate an arrangement between the village and the town.



Map 9: Village of Luxemburg Official Street Map / Zoning

ZONING MAP FOR VILLAGE OF LUXEMBURG KEWAUNEE COUNTY, WISCONSIN



ADDRESS	EXISTING ZONING	PROPOSED ZONING
1000 W. CENTER ST.	R-1	R-1
1001 W. CENTER ST.	R-1	R-1
1002 W. CENTER ST.	R-1	R-1
1003 W. CENTER ST.	R-1	R-1
1004 W. CENTER ST.	R-1	R-1
1005 W. CENTER ST.	R-1	R-1
1006 W. CENTER ST.	R-1	R-1
1007 W. CENTER ST.	R-1	R-1
1008 W. CENTER ST.	R-1	R-1
1009 W. CENTER ST.	R-1	R-1
1010 W. CENTER ST.	R-1	R-1
1011 W. CENTER ST.	R-1	R-1
1012 W. CENTER ST.	R-1	R-1
1013 W. CENTER ST.	R-1	R-1
1014 W. CENTER ST.	R-1	R-1
1015 W. CENTER ST.	R-1	R-1
1016 W. CENTER ST.	R-1	R-1
1017 W. CENTER ST.	R-1	R-1
1018 W. CENTER ST.	R-1	R-1
1019 W. CENTER ST.	R-1	R-1
1020 W. CENTER ST.	R-1	R-1
1021 W. CENTER ST.	R-1	R-1
1022 W. CENTER ST.	R-1	R-1
1023 W. CENTER ST.	R-1	R-1
1024 W. CENTER ST.	R-1	R-1
1025 W. CENTER ST.	R-1	R-1
1026 W. CENTER ST.	R-1	R-1
1027 W. CENTER ST.	R-1	R-1
1028 W. CENTER ST.	R-1	R-1
1029 W. CENTER ST.	R-1	R-1
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1032 W. CENTER ST.	R-1	R-1
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1038 W. CENTER ST.	R-1	R-1
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1075 W. CENTER ST.	R-1	R-1
1076 W. CENTER ST.	R-1	R-1
1077 W. CENTER ST.	R-1	R-1
1078 W. CENTER ST.	R-1	R-1
1079 W. CENTER ST.	R-1	R-1
1080 W. CENTER ST.	R-1	R-1
1081 W. CENTER ST.	R-1	R-1
1082 W. CENTER ST.	R-1	R-1
1083 W. CENTER ST.	R-1	R-1
1084 W. CENTER ST.	R-1	R-1
1085 W. CENTER ST.	R-1	R-1
1086 W. CENTER ST.	R-1	R-1
1087 W. CENTER ST.	R-1	R-1
1088 W. CENTER ST.	R-1	R-1
1089 W. CENTER ST.	R-1	R-1
1090 W. CENTER ST.	R-1	R-1
1091 W. CENTER ST.	R-1	R-1
1092 W. CENTER ST.	R-1	R-1
1093 W. CENTER ST.	R-1	R-1
1094 W. CENTER ST.	R-1	R-1
1095 W. CENTER ST.	R-1	R-1
1096 W. CENTER ST.	R-1	R-1
1097 W. CENTER ST.	R-1	R-1
1098 W. CENTER ST.	R-1	R-1
1099 W. CENTER ST.	R-1	R-1
1100 W. CENTER ST.	R-1	R-1

Land Use

This element provides information on the Village of Luxemburg's current land use (2023) and describes Luxemburg's vision for future growth and development within the village. The Future Land Use Plan, presented in this element, will guide the Village's Plan Commission and Village Board in their land use and zoning decision-making process through 2043.

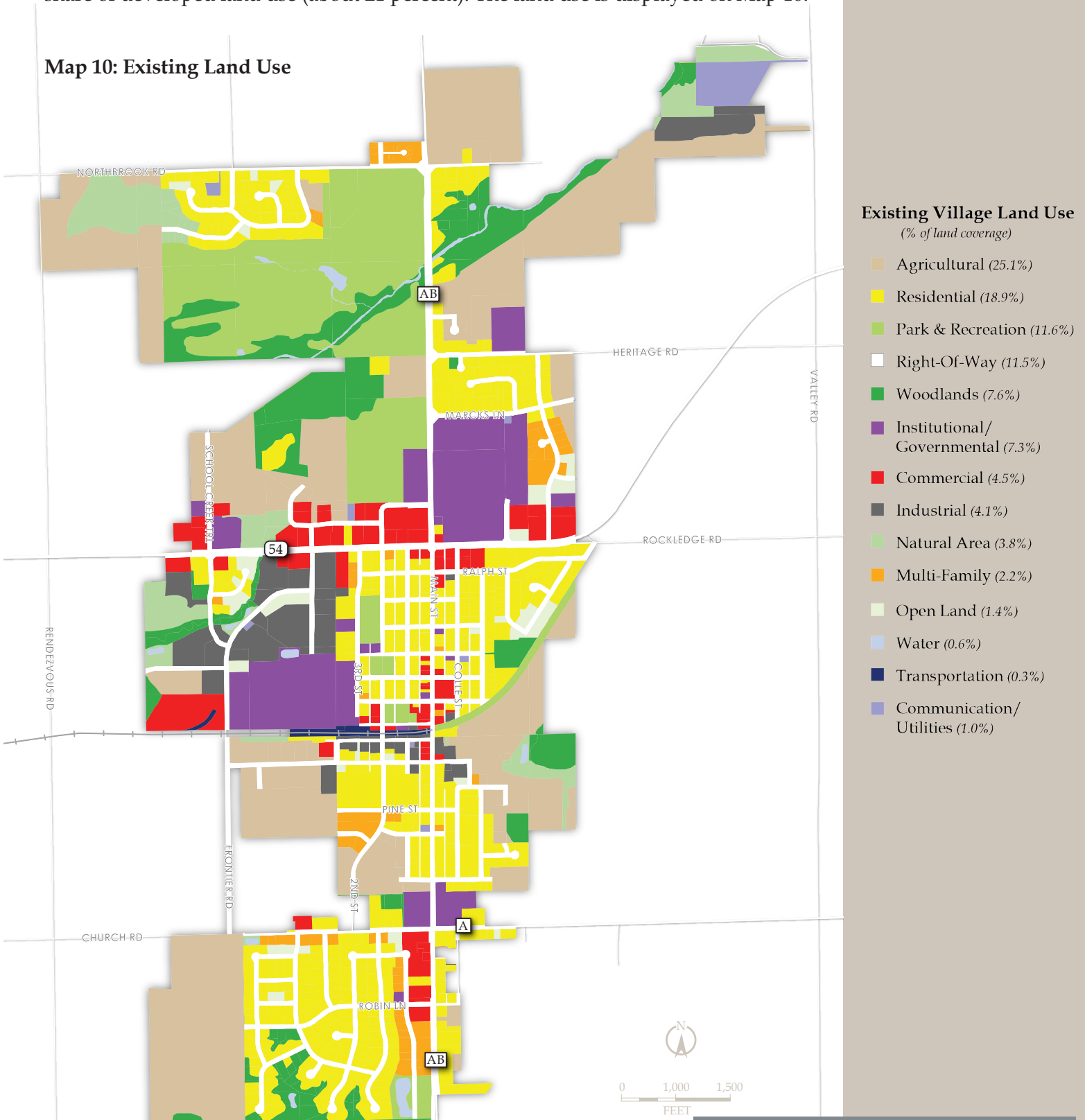
- Existing Land Use Inventory
- Future Land Use Needs
- 20-Year Land Use Plan



Existing Land Use Inventory

This section presents the characteristics Luxemburg's existing land use inventory. Luxemburg contains 1,606 acres. Agriculture accounts for the majority of the village's land cover (roughly 25 percent), while residential uses currently comprise the largest share of developed land use (about 21 percent). The land use is displayed on Map 10.

Map 10: Existing Land Use



Future Land Use Needs

Development Considerations

- Create a land use pattern that builds upon the village's small-town character.
- Use development phasing as a guide in reviewing development projects and capital improvements.
- Develop an appropriate mix of land uses to create variety in the built environment.
- Encourage development on vacant parcels ("infill development") to maximize the efficient use of existing services and facilities.
- Increasing development may be costly due to the wide array of supporting services that accompany it. The village should closely monitor all public utility costs associated with future development.
- Preserve lands identified as environmental corridors and protect scenic vistas from inappropriate development.
- Use buffers to minimize the negative effects of locating incompatible land uses next to each other.
- There are existing structures and sites within the village that are underutilized due to possible contamination or vacancy. Structures along Main Street, and lands adjacent to the downtown area can be made more productive and enhance the aesthetics of the area through rehabilitation and/or redevelopment.
- Incompatibilities with farm and non-farm developments are likely to occur as development pressures increase. As a result, it is important that new residents in these areas are made aware of the active farms and farming activities.

Future Land Needs

The estimated acreage needed for potential future development within the Village of Luxemburg through the year 2043, in 5-year increments, is detailed in Exhibit 12.

- Future residential development was projected utilizing the village's 2013 WDOA Household Projections at an average of 1/3 of an acre per dwelling unit. Commercial and manufacturing projections were calculated by comparing the ratio of current residential acreage to existing commercial and manufacturing land use acreage in the village.
- The conversion of the village's 402 acres of agricultural land to non-farm uses is envisioned to be gradual over the 20-year planning period. The projected 239 acres of land needed to accommodate future residential, commercial, and manufacturing developments beyond the year 2040 are recommended to infill within existing development or locate where village facilities and services already exist or may be available in the near future.

Exhibit 12: Future Land Use Projected Needs 2025-2040

Year	Residential		Commercial		Industrial	
	Acres	Total	Acres	Total	Acres	Total
2025	70.8	70.8	16.9	16.9	15.1	15.1
2030	42.0	112.8	10.0	26.9	8.9	24.0
2035	30.9	143.7	7.4	34.2	6.6	30.6
2040	20.7	164.4	4.9	39.1	4.4	35.0

Source: Bay-Lake Regional Planning Commission, 2023.

Land Supply

Over the 20-year planning period, the supply of vacant land will decrease as development continues to occur within the village limits. Based on the village's current land use, various locations of the community are undeveloped and contain ample sites for future development without disrupting the village's natural features.

To better quantify the approximate amount of available land in Luxemburg for future growth, the estimates of vacant acreage by land use type in the village were determined by:

- Identifying parcels with a land value greater than \$0 and an improvement value of \$0.
- Conducting a rapid visual assessment of identified vacant parcels to remove parcels currently in use.

Demand for Land

Demand and price for land is influenced by several factors including the availability of land, the health of the overall economy, public policy and subsidies, and site characteristics (e.g., zoning, type and level of improvements, availability of public services and utilities, and environmental/site constraints).

The village's proximity to a larger urbanized area (i.e., City of Green Bay), its reputable school district, quality services, and diverse recreational opportunities make Luxemburg a desirable location to live, recreate, and/or operate a business.

As the economy improves and construction activity increases over time, the available supply of vacant parcels in Luxemburg will continue to decrease. As this occurs, land prices will increase and areas within the village limits or closer to services will experience higher prices per acre.

20-Year Land Use Plan

This section identifies and discusses Luxemburg's future land use designations. It illustrates the generalized location of future development/preservation on Map 11.

About the 20-Year Land Use Plan

Comprehensive plans contain a future land use plan to help guide growth management objectives over the 20-year planning period.

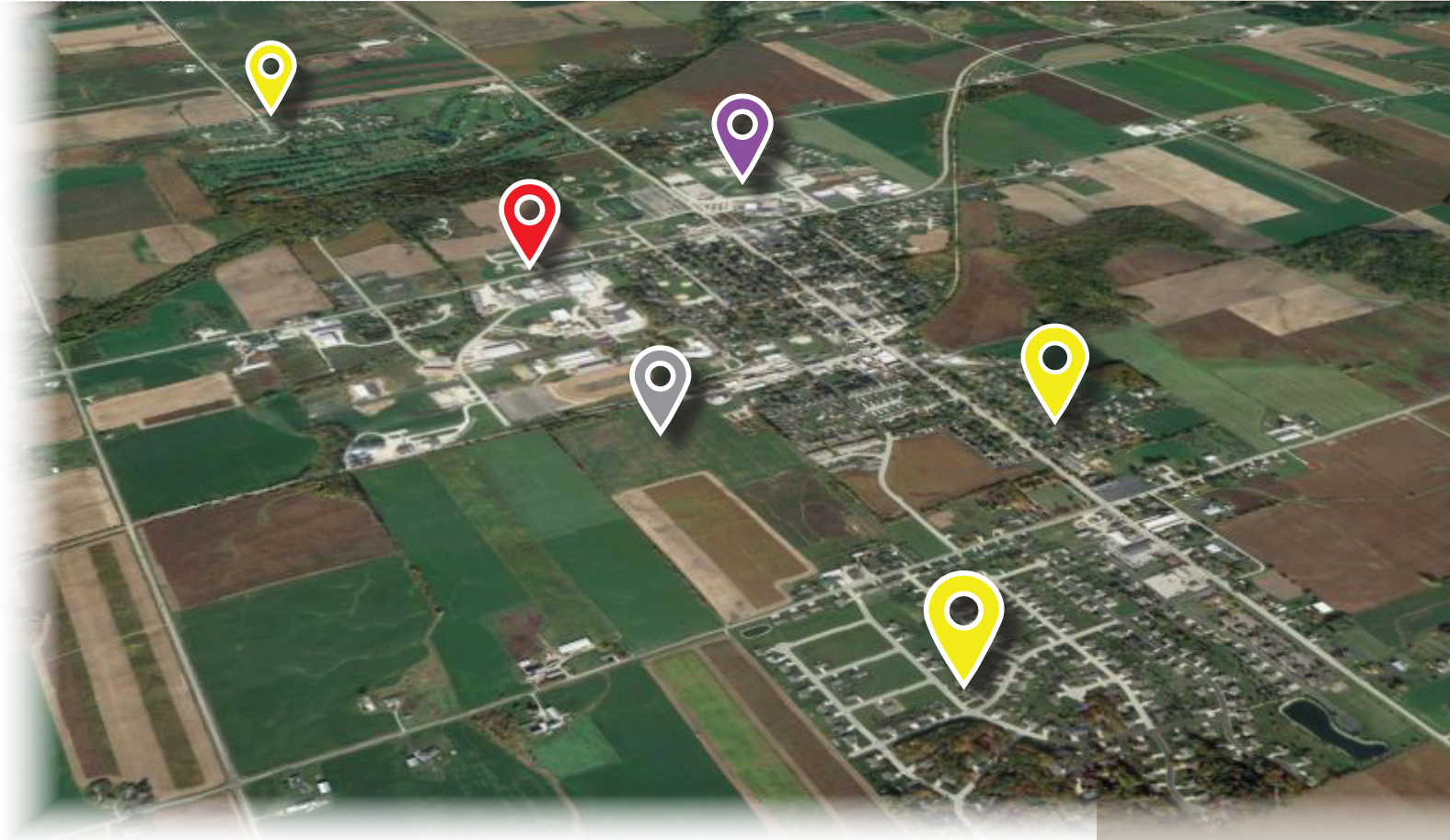
Luxemburg's future land use plan (shown in Map 11) provides a visual interpretation of what the village would like its land use to be over the next 20 years. The future land use plan is not meant to be a prediction. The map serves as a component that can be amended as needed to address the community's current needs and preferences.

Luxemburg's future land use plan encompasses various designations that describe the general intent of future lands in the village. These designations are listed and described on the following pages.



The creation of the Village of Luxemburg's 20-Year Land Use Plan (Map 11) for 2023 to 2043 is based on:

- Existing residential, commercial and industrial uses
- General development trends patterns in and around the village
- Evaluation of potential impacts to existing utilities and facilities such as roads, sewer and water, and emergency services
- Areas where lands would be difficult to develop or are unique to the community, such as floodplains or wetlands



Recommended Land Use Strategy

The following land use designations associated with the Village of Luxemburg 20-Year Land Use Plan best represent the community's character and are in the best interest of the village's future growth/preservation.

The village's future land use designations include:

- Residential
- Commercial
- Industrial
- Governmental/Institutional/Utilities
- Transportation
- Parks and Recreation
- Agricultural
- Environmental Corridors/Natural Areas

Utilizing the land use designations, this section details the suggested type, location and density of development for the Village of Luxemburg 20-year planning period.

20-Year Land Use Plan Designations

The following presents the purpose of each of the future land use designations:

RESIDENTIAL



The purpose of the Residential designation is to identify areas of Luxemburg that are appropriate for varying residential intensity/densities with a variety of housing types. Proposed large-scale or scattered-site residential developments are considered on a case-by-case basis factoring in surrounding land use patterns and neighboring properties and housing needs and trends.

COMMERCIAL



The purpose of the Commercial designation is to accommodate primarily office and retail uses. This designation is concentrated along STH 54, and along corridors in key nodes within the village, especially along Main Street.

INDUSTRIAL



The purpose of the Industrial designation is to accommodate a range of manufacturing, assembly, office and warehousing industries which reflect the character of the village. These areas provide an important employment and economic base for the village and will continue to do so for the foreseeable future. Heavy industrial uses should be physically and/or visibly distanced from adjacent residential neighborhoods to reduce negative impacts.

GOVERNMENTAL/ INSTITUTIONAL /UTILITIES



The purpose of the Governmental/Institutional/Utilities designation is to accommodate public schools, governmental buildings, publicly operated institutions, and religious institutions, as well as the public utilities and select community facilities.

PARKS AND RECREATION



The purpose of the Parks and Recreation designation is to maintain an adequate supply of parks, trails, and other recreational facilities for the community to use and enjoy. Parks and recreation facilities are important elements that contribute to Luxemburg's identity and livability. New residential development should factor in the need for additional parks.

TRANSPORTATION



The purpose of the Transportation designation is to identify the network of village roads, various county highways, and STH 54 while proposing methods to maintain and improve the village's transportation facilities.

AGRICULTURAL



The purpose of the Agricultural designation is to identify anything related to agriculture, including croplands, pastures, etc. These areas are envisioned to remain in agriculture for the village's 20-year planning period.

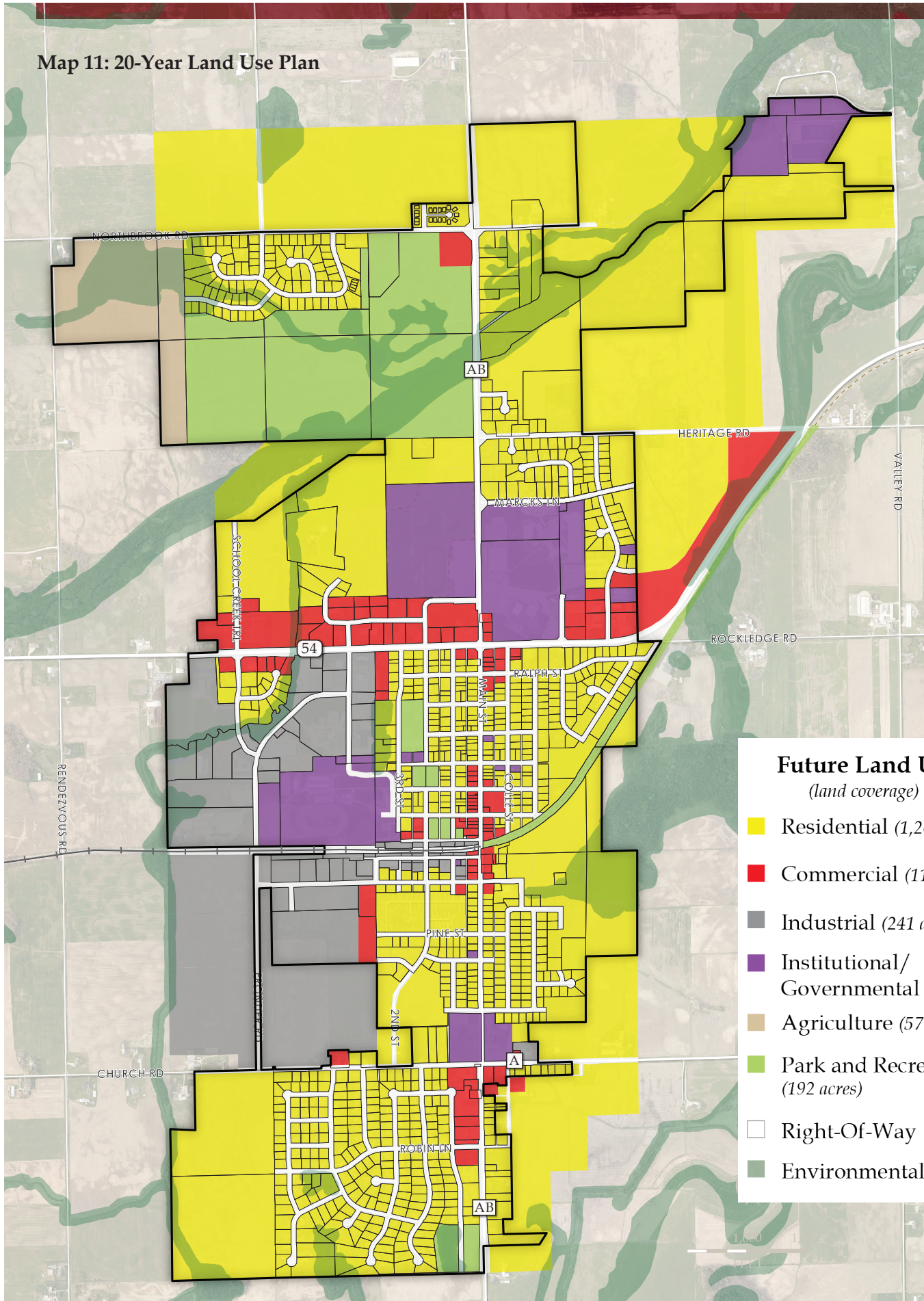
OVERLAY: ENVIRONMENTAL CORRIDORS/ NATURAL AREAS

The purpose of the Environmental Corridors/Natural Areas overlay is to illustrate sensitive environmental areas with characteristics critical to the community's ecological stability and sustainability. Development in these areas should be strictly limited and strongly discouraged.

Environmental corridors include major rivers and drainage ways, 100-Year floodplains, areas with steep slopes (>12%), floodplains, and wetlands.

Note that development standards are codified in Luxemburg's Zoning Ordinance by zoning district. Each of the future land use designations may comprise one or more zoning districts.

Map 11: 20-Year Land Use Plan



Future Land Use
(land coverage)

- Residential (1,263 acres)
- Commercial (118 acres)
- Industrial (241 acres)
- Institutional/
Governmental (163 acres)
- Agriculture (57 acres)
- Park and Recreation (192 acres)
- Right-Of-Way
- Environmental Corridors

Village of Luxemburg - Vision 2043

“Village of Luxemburg is a thriving community that is defined by diverse development and an exceptional quality of life. An inviting downtown, sustainable economy, provision of excellent public services and protection of valued natural resources are the result of strategic decisions made by visionary community leaders that promote preservation of the village’s “small town” charm.”

Goals and Actions

This section organizes the comprehensive plan’s goals and actions by topic. The goals are intended to be accomplished through the actions outlined in an effort to realize the Village of Luxemburg’s 2043 vision.

Environmental & Cultural Resources

Goals:

- Luxemburg’s natural environment is safe, clean, and accessible to all residents and visitors of Luxemburg.
- Environmental, agricultural, and cultural resources within Luxemburg are adequately maintained and inclusive of all residents and visitors.

Actions:

- Protect, enhance, and/or restore Luxemburg’s environmental corridors.
- Preserve and replenish trees and forested areas for current and future generations. Encourage developers to plant trees and preserve woodlands.
- Employ surface water best management practices to protect the water quality of rivers and the groundwater.
- Work with funding agencies and organizations to support projects that protect environmental resources.
- Evaluate ways to incentivize developers of redevelopment and infill sites to implement green infrastructure strategies.
- Build an inclusive community identity that considers Luxemburg’s natural and cultural heritage.
- Support the preservation of farmland and the farming heritage within the village’s planning area.



Evaluate a revision to Luxembourg's Zoning Ordinance to consider:

- Accessory dwelling units in R-1, R-2, and R3 districts.
- Triplexes, quadplexes, and/or multifamily developments with six or fewer units as an outright permitted use in the R-3 district.
- Single-family cottages and/or tiny homes (i.e., homes less than 500 square feet) in clusters in the R-1, R-2, and R-3 districts.
- Live/work units in districts that allow housing outright or conditionally.

Housing

Goal:

- Luxembourg's existing and prospective residents have access to a sufficient supply of safe, affordable, quality housing.

Actions:

- Promote opportunities for housing development, redevelopment, and rehabilitation to meet the village's identified housing needs.
- Support the development of infrastructure to support residential development and the establishment of housing programs to support the village's residents.
- Promote opportunities for the development and preservation of housing affordable at all income levels.
- Conduct an audit of Luxembourg's zoning code and development processes to identify barriers to residential development and identify alternatives for lowering or eliminating the barriers.
- Pursue funding assistance at the state and federal level where possible to facilitate additional housing development within the village.

Economic Development

Goal:

- Luxemburg's economy is diverse and stable, and characterized by strong, local businesses.

Actions:

- Encourage business ventures and innovation.
- Collaborate with property owners and economic development partners to fill vacant structures and/or to promote the redevelopment or adaptive reuse of these buildings.
- Encourage a system of quality commercial development that provides local residents with needed goods and services.
- Track employment changes by industry, technology, improvements to infrastructure, and changes in the regional economy.
- Work with existing businesses and partners to support programmatic efforts including coalition building, leadership capacity building, and buy-local programs to cultivate a strong entrepreneurial network.
- Reach out to businesses and entrepreneurs in Luxemburg to identify barriers to economic development. Then, identify opportunities to assist local businesses.
- Consider developing a corridor master plan for Luxemburg's primary commercial corridor (Center Drive).
- Continue partnerships with the Luxemburg-Casco School District, NWTC, and local employers to develop career interest through job shadowing, apprenticeships, and internships.

Transportation

Goal:

- Luxemburg maintains and supports the development of a safe and efficient transportation system for residents and visitors.

Actions:

- Encourage an integrated, multi-modal transportation system that improves Luxemburg's connectivity, provides for increased travel safety, and meets current and anticipated transportation demand.
- Continue the use of the Pavement Surface Evaluation and Rating (PASER) system to assess the overall condition of roadways and to determine the road maintenance, restoration, and construction needs.
- Identify and evaluate the implementation of potential safety, traffic calming, and streetscape improvement projects along the Main Street and Center Drive corridors.
- Create a common understanding between state, county, regional, and local authorities on the priorities for constructing, maintaining, and improving village transportation infrastructure.
- Encourage an effective, active transportation network for bicyclists and pedestrians. Support the Luxemburg-Casco Safe Routes to School efforts.
- When the design of a street is in process, consider the attributes of a "complete street" such as curb, gutter, sidewalk, terrace, bicycle lane, and vehicle lane widths all of which contribute to the varying ways in the public travels.
- The evaluation of and preparation for the increased presence of electric vehicles (EV) and bicycles presence and the impacts of them within the transportation system.

Utilities & Community Facilities

Goal:

- Luxemburg's residents and property owners have access to quality, reliable, and orderly community utilities and facilities.

Actions:

- Maximize the efficiency and effectiveness of community facilities and public services for residents and businesses.
- Review the village's Sewer Service Area Plan to ensure the sewage collection and treatment facilities will serve existing and future residents and businesses.
- Continue to coordinate, consolidate, and share governmental facilities and services, where feasible.
- Encourage energy conservation measures in all community facilities as a means to showcase conservation measures and set a positive example to homeowners and businesses.
- Continue to invest in new public works equipment to adequately and economically perform required duties.
- Work with broadband providers to support and improve broadband services and the telecommunication network overall for service to residents and businesses.
- Promote safe parks and recreational sites within or near the village that provide a number of activities for residents and visitors.
- Prepare an outdoor park and recreation plan to assist village officials in determining areas in need of improvement, identification of future park and recreation areas, and to make the village eligible for state and federal grants.
- Consider access for the disabled, elderly and very young when planning/ designing/ coordinating and constructing any new recreation projects, including parking, trails, etc.

Intergovernmental Cooperation

Goal:

- Luxemburg cooperates with the Town of Luxemburg, Kewaunee County and other interested groups/agencies when making decisions that impact the village.

Actions:

- Encourage the coordination, sharing, or joint ownership of community facilities, equipment, and other services whenever possible.
- Invite neighboring communities to attend meetings and workshops regarding topics with a regional focus or impact.

- Share completed plans and project success summaries with adjacent and overlapping communities as part of an ongoing initiative to improve communication and collaboration.

Land Use

Goal:

- The Village of Luxemburg's land use aligns with the community's 2043 vision.

Actions:

- Ensure that future developments meet the social and economic needs of the community while protecting and enhancing the community's visual, natural, and historical character.
- Account for environmental protection and natural resource conservation when approving new development.
- Designate land uses in a manner that maintains or improves the village's quality of life for existing and future residents.
- Monitor vacant and buildable land supply every two to three years to ensure the village can provide an opportunities for residential, commercial, and industrial development.

Implementation

Goal:

- Luxemburg works to protect the interests of its residents and to develop the village in an orderly, cost efficient manner.

Actions:

- Update the Village of Luxemburg comprehensive plan every 10 years, as required by Wis. Stats. 66.1001.
- Encourage cooperation and transparent communication between the public, neighboring municipalities, and Kewaunee County when implementing this Plan.
- Update the village's zoning ordinance, as needed, so it is consistent with the 20-year land use plan strategies and any amendments.
- Evaluate future possibilities and issues when comprehensive plan amendments are requested, especially to the future land use map.

Intergovernmental Cooperation

This element provides information on the Village of Luxemburg's relationship with overlapping and adjacent jurisdictions and how these connections can impact village residents in terms of taxation, planning, the provision of services, and the siting of public facilities. An examination of these relationships and the identification of shared decision-making efforts can help the Village of Luxemburg address issues and opportunities effectively and efficiently.

- Inventory of Adjacent and Overlapping Jurisdictions
- Inventory of Existing Plans and Agreements
- Collective Decision-Making



Town of Luxemburg



Inventory of Adjacent and Overlapping Jurisdictions

To ensure that the Village of Luxemburg is cooperating well with overlapping and adjacent jurisdictions, they should continuously evaluate how it fosters cooperation and how its decisions impact the broader region. The following jurisdictions should be invited to participate in future collaborative planning efforts in and around Luxemburg.

- **Luxemburg-Casco School District:** Over the planning period, the Village Board or Plan Commission may wish to partake in the school district's studies regarding future improvements/expansions of school facilities. Similarly, the School District may wish to provide feedback on the Village of Luxemburg's plans and projects that could impact families, and the corresponding student population, in Luxemburg.
- **Town of Luxemburg:** The Village of Luxemburg is encompassed by the Town of Luxemburg. The Village of Luxemburg has the power to annex lands from the town. The Village's extra-territorial planning area also extends 1.5 miles beyond its village limits giving it the authority to plan beyond its borders. Over the planning period, the Village and Town of Luxemburg should collaborate on planning activities to ensure development along the Village and Town of Luxemburg's borders remain compatible.
- **Kewaunee County:** The Village of Luxemburg is located in Kewaunee County. Kewaunee County has some authority within the Village's extraterritorial planning area. The Village of Luxemburg and Kewaunee County are encouraged to participate in planning efforts that mutually benefit or effect the other jurisdiction and the broader region. The County also provides many services and maintains facilities in the Village.
- **Bay-Lake Regional Planning Commission (BLRPC):** The Village of Luxemburg is located in the BLRPC region. The BLRPC is the regional, governmental entity of northeast Wisconsin. Luxemburg has a role to play in the region, and may participate in regional planning efforts as they arise over the planning period.
- **State of Wisconsin:** The Village of Luxemburg's relationship with the State of Wisconsin is one which deals mainly with issues related to transportation (in coordination with the Wisconsin Department of Transportation) and natural resources (in coordination with the Wisconsin Department of Natural Resources).
- **Federal:** The Village of Luxemburg maintains its relationship with the federal government by adhering to federal laws and requirements.

Inventory of Existing Plans and Agreements

Annexation

Wisconsin Statute 66.021 provides the regulatory framework for Luxemburg to annex lands. Annexation is the transfer of one or more tax parcels from a town to a city or village. Consent of property owners is but one of the procedures in annexation.

Intergovernmental Agreements

Intergovernmental agreements enable cooperation between governmental jurisdictions, quasi-governmental jurisdictions, and districts. Intergovernmental agreements are the most common form of agreement made between communities (usually regarding police, fire, and rescue services). Intergovernmental agreements are also available for revenue sharing, determining land use within a designated area, and in setting temporary municipal boundaries. Luxemburg has several intergovernmental agreements in place.

Extra-Territorial Regulation

State Statutes allows villages to extend extra-territorial plat review over surrounding unincorporated areas. This helps villages protect land uses near its boundaries from conflicting uses outside its limits. For villages, the extra-territorial area extends 1.5 miles; accordingly, the Village of Luxemburg has an Extra-Territorial Plat Review jurisdiction of 1.5 miles into the Town of Luxemburg.

State Statutes also allow villages to extend extra-territorial zoning 1.5 miles into the surrounding unincorporated areas. The Village of Luxemburg does not have extra-territorial zoning agreements with the surrounding Town of Luxemburg at this time.

Collective Decision-Making

The following is a list of services or efforts recommending, or potentially requiring, collaboration/collective decision-making between the Village of Luxemburg and other jurisdictions.

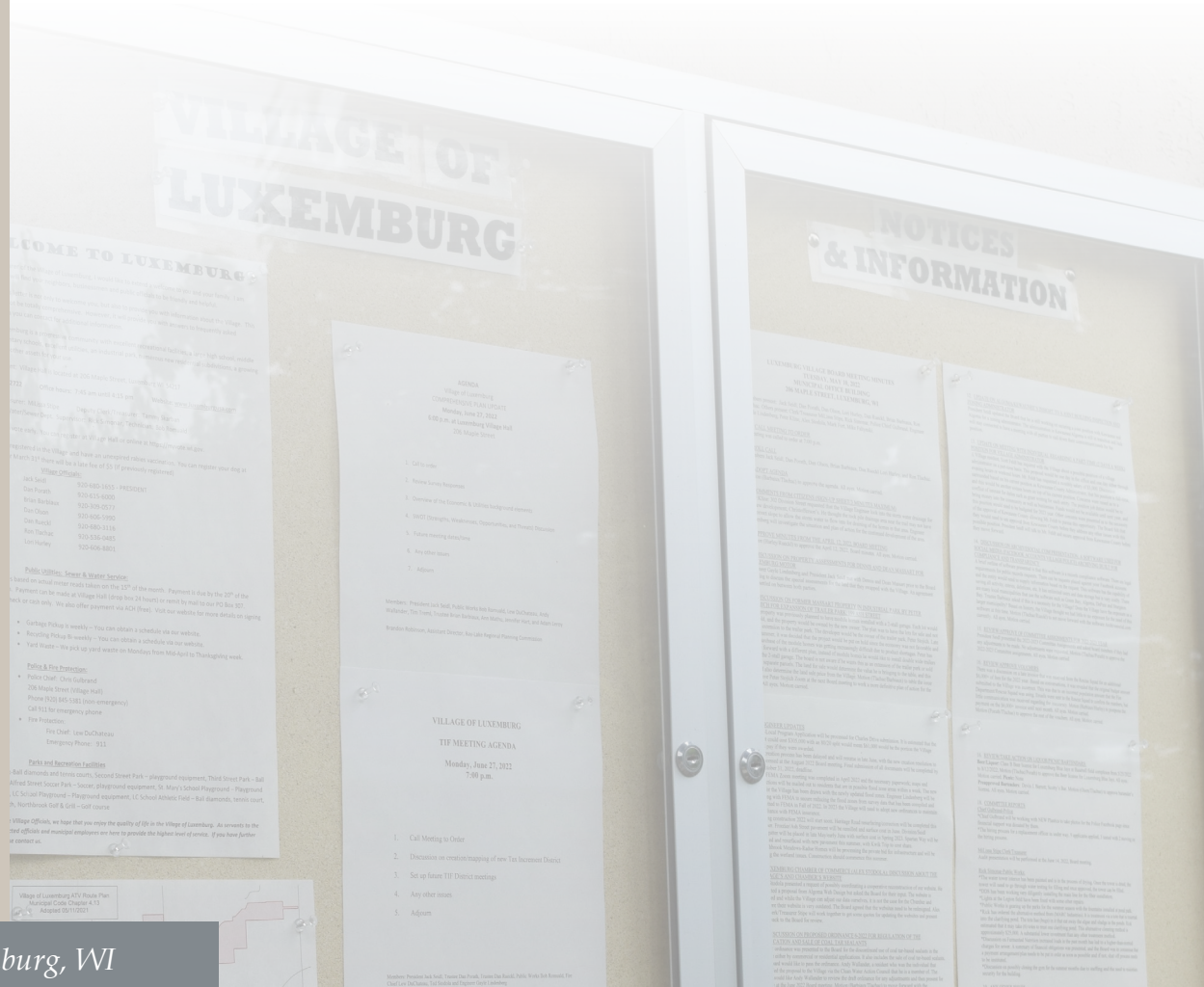
- Shared emergency services (such as fire, police, ambulance)
- Preservation, promotion, and enhancement of natural resources and outdoor recreational facilities
- Development adjacent to and in extra-territorial areas
- Preservation of historic character and cultural resources
- Protection of ground and surface water quality
- Economic development
- Official mapping, including planned street network and other applicable future infrastructure or utilities.
- Annexation services
- Attend joint meetings on specific issues of interest or importance.
- Attend regularly occurring meetings (monthly or quarterly), with jurisdictions in the region to discuss regional challenges and opportunities.
- Continue to work with entities with a stake in the region (such as Kewaunee County, the Luxemburg Area Chamber of Commerce, Kewaunee County UW-Extension, and the Bay-Lake Regional Planning Commission).

Implementation

The Implementation element provides a framework for the Village of Luxemburg to implement this Comprehensive Plan. Implementation can take many forms, including:

- Striving to achieve the goals, actions, and future land use plan of this comprehensive planning document.
- Using the plan's content to guide public and private decision-making on matters that relate to the development of the village and the prioritization of public revenues.
- Reviewing, evaluating, and amending the plan as demographics, the economy, political climates, or fiscal realities change.

- Role of the Village
- Evaluation and Monitoring



Role of Village

Predominately, village staff, the village's plan commissioners, and the village's elected officials will carry out implementation of this plan.

- **Village Staff:** village staff, in various departments, will typically carry out the day-to-day operations of implementation. For example, staff may administer new program(s), facilitate presentations to discuss regulatory changes, or coordinate amongst partners to finance capital projects as recommended by the plan. Staff often provide technical advice to Plan Commissioners and elected officials to inform decision-making on topics related to the comprehensive plan.
- **Village Plan Commissioners:** The Plan Commission's primary responsibility is to implement the comprehensive plan and to ensure supporting village ordinances are consistent with the plan. When reviewing any petition or when amending any land control within the village, the comprehensive plan shall be reviewed and a recommendation will derive from its goals, actions, and Future Land Use Plan. If a decision needs to be made in which it is inconsistent with the comprehensive plan, the comprehensive plan must be amended before the decision can take effect. The Plan Commission will need to ensure that the comprehensive plan is updated every 10 years. An annual review of the plan is recommended so the Plan Commission may stay familiarized with the plan's content, goals, actions, and strategies.
- **Elected Officials:** The village's selected officials make decisions from the standpoint of overall community impact – tempered by specific, situational factors. Elected officials balance recommendations made by plans and policies, the objectives of applicants and the public, technical advice from staff, recommendations of advisory boards, and their own judgment. The comprehensive plan provides much of the information elected officials need to make a decision. While the prime responsibility of implementing and updating the comprehensive plan falls on the village's Plan Commission, elected officials should become familiar with this plan and assert that resources are maintained to keep the comprehensive plan current and viable.

Evaluation and Monitoring

This comprehensive plan should be reviewed annually to ensure that it reflects the existing conditions and development characteristics present at the time. When amendments are required, needed, or proposed, the Village of Luxemburg should notify the public and affected property owners to provide them with an opportunity to comment on proposed amendments. Proposed comprehensive plan amendments should consider the likely and possible future use of the affected area and associated impacts (i.e., land supply, transportation, environmental, economic, and social impacts). Changes should reflect the strategies and Future Land Use Plan as detailed in the “Land Use” element of this document.

The Village of Luxemburg should also consult with other governmental agencies and neighboring communities to obtain their input, particularly on the goals and actions recommended in this plan.

Finally, at a minimum of once every ten years, the Village of Luxemburg should formally update its comprehensive plan, as required by statute. The update should continue to provide an opportunity for public and stakeholder input throughout the planning process and adoption of the updated plan by ordinance.





Commission Contact:

Brandon Robinson, Assistant Director

Email: brobinson@baylakerpc.org

Phone: 920-448-2820

Website: www.baylakerpc.org

Address: 1861 Nimitz Drive, De Pere, WI 54115

Luxemburg

206 Maple Street
PO Box 307
Luxemburg, WI 54217
www.luxemburgusa.com