

COMMUNITY ASSISTANCE
PLANNING REPORT NO. 298
2ND EDITION

A COMPREHENSIVE PLAN UPDATE FOR THE VILLAGE OF KEWASKUM: 2050 WASHINGTON COUNTY, WISCONSIN



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Nakeisha N. Payne..... Public Involvement and Outreach Manager
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Dr. Thomas M. SlawskiChief Biologist

Special acknowledgement is due to Rochelle M. Brien, AICP, Senior Land Use Planner, and Megan I. Deau, Senior Graphic Designer, for their efforts in the preparation of this comprehensive plan update.

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WASHINGTON COUNTY, WISCONSIN**

Prepared by the
Southeastern Wisconsin Regional Planning Commission
W239 N1812 Rockwood Drive
P.O. Box 1607
Waukesha, Wisconsin 53187-1607
www.sewrpc.org

This plan update was prepared in conjunction with the Washington County Multi-Jurisdictional Comprehensive Plan Update.

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BACKGROUND

The Wisconsin Legislature enacted a comprehensive planning law in 1999, set forth in Section 66.1001 of the *Wisconsin Statutes*. The requirements supplement earlier provisions in the *Statutes* for the preparation of county development plans (Section 59.69(3)) and local master plans (Section 62.23), and provide a framework for developing, adopting, implementing, updating, and amending comprehensive plans in Wisconsin. The law includes a “consistency” requirement, whereby zoning, subdivision, and official mapping ordinances adopted and enforced by counties, cities, villages, and towns must be consistent with the comprehensive plan adopted by the county or local unit of government.

A multi-jurisdictional comprehensive planning process was undertaken by Washington County, the Village of Kewaskum, and 10 other local government partners; UW-Extension; and the Southeastern Wisconsin Regional Planning Commission (SEWRPC) from 2005 to 2009 to address the State comprehensive planning requirements. As a result, the County and each local government partner adopted comprehensive plans that satisfy the *Statutes*. The Village of Kewaskum’s original comprehensive plan is documented in the first edition of this report, *A Comprehensive Plan for the Village of Kewaskum: 2035*, which was adopted by the Village Board on November 5, 2009.

The first edition of the Village’s comprehensive plan is documented in an extensive report that features a wide-range of data and mapping and addresses the nine comprehensive planning elements and corresponding goals, objectives, policies, and programs required by the comprehensive planning law.¹ Section 66.1001(2)(i) of the *Statutes* requires that the plan be updated no less than once every ten years, but does not specify what the update must include or how extensive the update must be. Based on discussion between Village officials and SEWRPC staff, this update to the Village’s comprehensive plan focuses on updating the land use plan map, which is a visual representation of the comprehensive plan that serves to support the goals and objectives set forth in the first edition of this plan. The resolutions and ordinance adopted during the plan update process are included in Appendix A.

POPULATION AND HOUSEHOLD PROJECTIONS

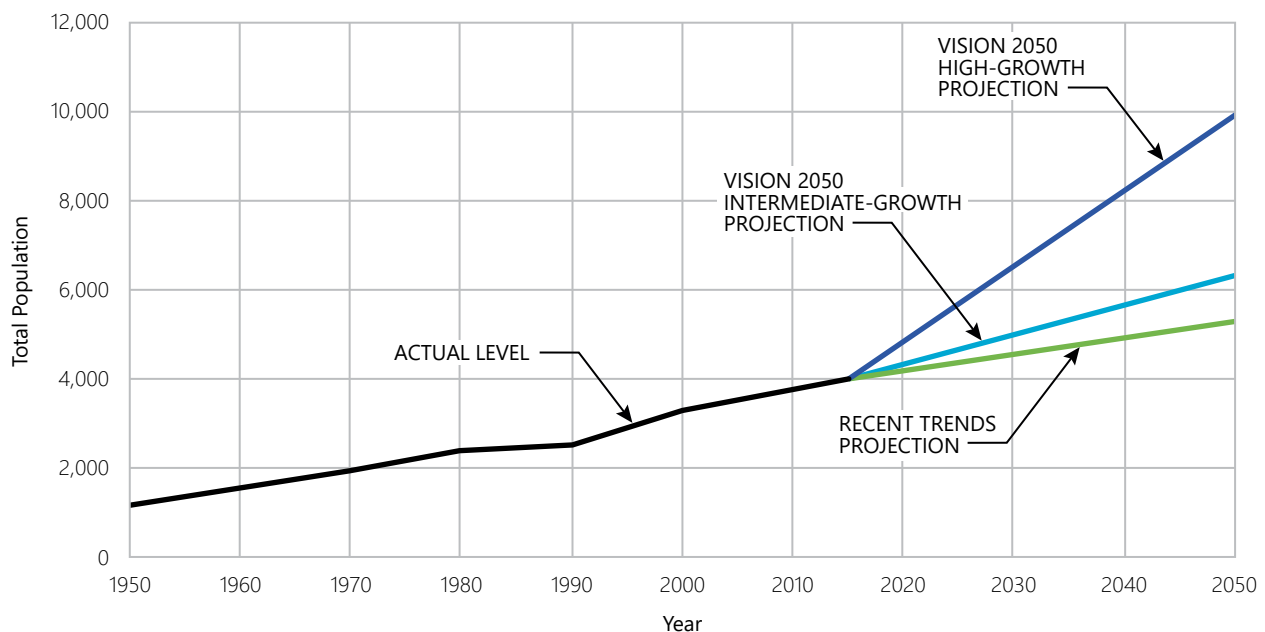
The Village Board selected a probable 2050 design year plan population level for this plan update to ensure that adequate and suitable land is available to accommodate anticipated future population growth in the Village. Three alternative population projections were developed for the Village Board to consider in an effort to lessen the uncertainty associated with forecasting a future population level. Two of the three projections were prepared by SEWRPC under VISION 2050, which documents the regional land use and transportation plan adopted by the Commission in 2016. The third projection, also prepared by SEWRPC, was based on the population trends experienced in the Village from 1990 to 2015 and used a technique similar to that used by the Wisconsin Department of Administration to prepare its population forecasts, wherein population changes between 2000 and 2015 were weighted more heavily than changes between 1990 and 2000.

VISION 2050 envisions a future population range of 6,330 residents under an intermediate-growth scenario to 9,800 residents under a high-growth scenario within the Village of Kewaskum planned sanitary sewer service area. Assuming no change in Village boundaries, a continuation of recent trends would result in about 5,323 Village residents in 2050. Compared to an estimated 4,017 residents in 2015, the Village’s population would increase by 2,313 residents, or about 58 percent, under VISION 2050’s intermediate-growth projection and by 5,783 residents, or about 144 percent, under VISION 2050’s high-growth projection. The Village’s population would increase by 1,306 residents, or about 33 percent, under the recent trends projection. A comparison of the three population projections, in relation to changes in the Village’s population from 1950 to 2015, is presented in Figure 1.

The three alternative projections provide a reasonable range for the Village’s year 2050 population. The Plan Commission and Village Board considered the projection range, past trends, and local knowledge and

¹ *The nine comprehensive planning elements are Issues and Opportunities; Land Use; Housing; Transportation; Utilities and Community Facilities; Agricultural, Natural, and Cultural Resources; Economic Development; Intergovernmental Cooperation; and Implementation.*

Figure 1
Historical and Alternative Future Population Levels in the Village of Kewaskum: 1950-2050



Source: U.S. Census Bureau and SEWRPC

expectations regarding anticipated future growth and development in choosing the Village’s population projection for 2050. The Plan Commission and Village Board chose to adopt the 2035 population projection of 5,820 for the year 2050, which was the basis of the land use plan map prepared for the first edition of this plan.

The selected population projection would result in approximately 2,291 households in 2050, based on an anticipated household size of 2.46 people per household and a group-quartered population of 184 residents.² The group-quartered population is the number of people anticipated to live in nursing homes, group homes, or other residential facilities for the elderly or people with disabilities.

VILLAGE OF KEWASKUM LAND USE PLAN UPDATE

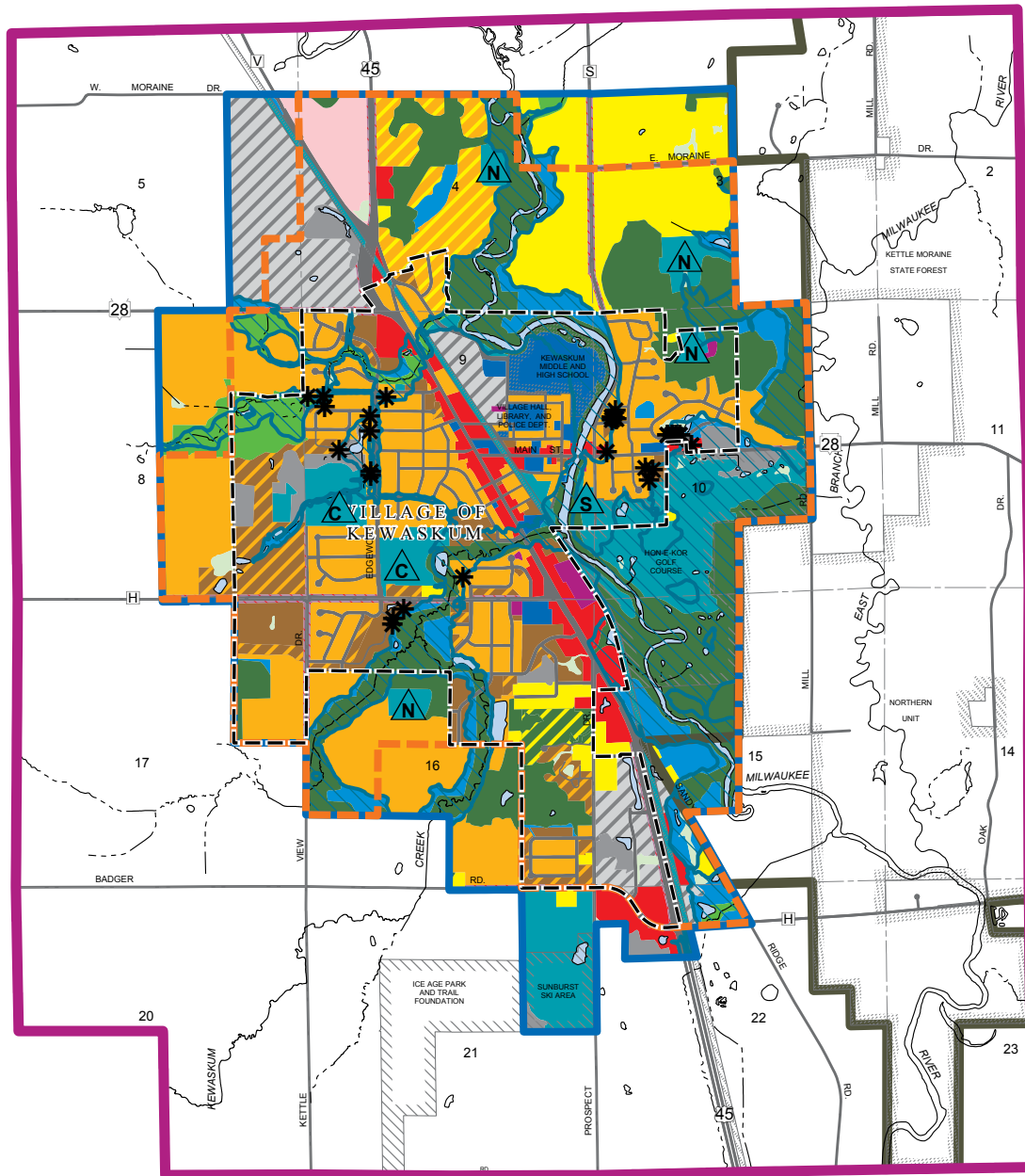
Land Use Plan Map Overview

The land use plan for the Village of Kewaskum, which updates the comprehensive plan from a design year of 2035 to a design year of 2050, is presented on Map 14 (2018 Update). Table 1 lists the area and the percentage of land allocated to each land use plan category and compares this information to existing land use information for 2008. The conceptual framework for the 2050 land use plan is the same as that used to design the 2035 plan. Both the 2035 and 2050 plans seek to accommodate new urban development within the Village and on lands located within, or adjacent to, the planned sewer service area that are not subject to such environmental hazards as flooding and steep topography while discouraging intensive and incompatible urban development in primary environmental corridors and other environmentally significant lands.³

² Average household size and group-quartered population are based on the first edition of this plan.

³ The Village Plan Commission determined that the land use plan should include lands outside of the planned sewer service area in order to envision full urban development and help promote a desirable arrangement of land uses and street configurations within the planned sanitary sewer service area. The Village Plan Commission envisioned this expanded area, referred to as the “urban service area,” to eventually be developed at urban densities, and with urban services such as public water and sanitary sewer.

Map 14 (2018 Update)
Land Use Plan for the Village of Kewaskum Urban Service Area: 2050



- | | | |
|---|---|---|
| HIGH-DENSITY RESIDENTIAL | PARKS AND RECREATION | COMMUNITY PARK |
| MEDIUM-HIGH-DENSITY RESIDENTIAL | PRIMARY ENVIRONMENTAL CORRIDOR | NEIGHBORHOOD PARK |
| MEDIUM-DENSITY RESIDENTIAL | SECONDARY ENVIRONMENTAL CORRIDOR | SPECIAL USE PARK |
| MEDIUM-LOW-DENSITY RESIDENTIAL | ISOLATED NATURAL RESOURCE AREA | VILLAGE BOUNDARY (JANUARY 2017) |
| LOW-DENSITY RESIDENTIAL | OTHER OPEN LANDS TO BE PRESERVED | PLANNING AREA BOUNDARY |
| RESIDENTIAL WITHIN PRIMARY ENVIRONMENTAL CORRIDOR | WETLANDS OUTSIDE ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL RESOURCE AREAS | PLANNED SEWER SERVICE AREA (2050) |
| COMMERCIAL | SURFACE WATER | URBAN SERVICE AREA (2050) |
| BUSINESS PARK | STREET AND HIGHWAY RIGHTS-OF-WAY | WISCONSIN DEPARTMENT OF NATURAL RESOURCES PROJECT BOUNDARY - KETTLE MORAINES STATE FOREST |
| INDUSTRIAL | PROPOSED LANDSCAPED BUFFER STRIP AND NO ACCESS EASEMENT | LETTER OF MAP AMMENDMENT APPROVED BY FEMA (THROUGH SEPTEMBER 25, 2017) |
| UTILITY | ONE-PERCENT-ANNUAL-PROBABILITY (100-YEAR RECURRENT INTERVAL) FLOODPLAINS (FEMA FIS, OCTOBER 2015) | |
| GOVERNMENTAL AND INSTITUTIONAL | | |

Source: Village of Kewaskum and SEWRPC

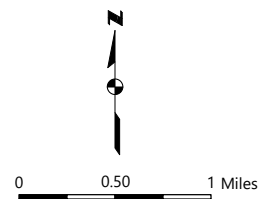


Table 1
Planned Land Uses in the Village of Kewaskum: 2050

Land Use Category	2008 Existing Land Uses		Planned Change		2050 Planned Land Uses	
	Acres	Percent	Acres	Percent Change	Acres	Percent
Urban						
Residential						
High-Density Residential	73.6	2.2	15.9	21.6	89.5	2.6
Medium-High-Density Residential	48.1	1.4	65.7	136.6	113.5	3.4
Medium-Density Residential	329.9	9.7	351.4	106.5	659.2	19.5
Medium-Low-Density Residential	10.5	0.3	83.3	793.6	93.8	2.8
Low-Density Residential	66.9	2.0	201.6	301.3	268.5	7.9
Residential Within Primary Environmental Corridor	16.7	0.5	2.1	12.5	18.8	0.6
Residential Subtotal	545.7 ^a	16.1	697.6	127.8	1,243.3	36.7
Commercial	55.2	1.6	61.8	111.9	117.0	3.5
Business Park	--	--	47.7	--	47.7	1.4
Industrial	48.3	1.4	162.3	336.0	210.6	6.2
Street and Highway Rights-of-Way ^b	286.4	8.4	-1.5	-0.5	284.9	8.4
Utility	10.0	0.3	1.5	14.9	11.5	0.3
Governmental and Institutional	81.1	2.4	-13.2	-16.2	67.9	2.0
Parks and Recreation ^c	259.8	7.7	68.5	26.4	352.1	10.4
Urban Subtotal	1,286.5	37.9	1,047.2	81.4	2,335.0	69.0
Nonurban						
Agricultural	1,076.9	31.8	-1,076.9	--	--	--
Primary Environmental Corridor ^d	617.4	18.2	-6.1	-1.0	611.3	18.1
Secondary Environmental Corridor ^d	151.3	4.5	-65.1	-43.0	86.2	2.5
Isolated Natural Resource Area ^d	32.2	0.9	39.5	122.6	71.7	2.1
Other Open Lands to be Preserved ^e	--	--	159.5	--	159.5	4.7
Wetlands Outside of Environmental Corridors and Isolated Natural Resource Areas	20.0	0.6	4.0	20.0	24.0	0.7
Woodlands ^f	30.0	0.9	-30.0	--	--	--
Surface Water	58.6	1.7	16.5	28.1	75.1	2.2
Open Lands	90.9	2.7	-90.9	--	--	--
Extractive	26.0	0.8	-26.0	--	--	--
No Access Easement ^e	--	--	23.5	--	23.5	0.7
Nonurban Subtotal	2,103.3	62.1	-1,052.0	-50.0	1,051.2	31.0
Total	3,389.8	100.0	--	--	3,386.3^g	100.0

Note: The acreages for land uses existing in 2008 were converted to planned land use categories in this table for comparison purposes.

^a Differs slightly from the residential acreage in Table 20 of the first edition of this plan, where entire parcels were not being designated as residential in some cases.

^b Although not reflected in this table, the acreage within Street and Highway Rights-of-Way will increase as streets are built in new subdivisions, and if existing arterial streets are relocated or widened.

^c Includes lands within public and private park and open space sites outside wetlands, surface waters, and environmental corridors.

^d Excludes associated surface water areas.

^e Not identified nor applicable in 2008. Includes floodplain areas and woodlands outside of environmental corridors and isolated natural resource areas on the 2050 land use plan map.

^f Four acres of 2008 existing Woodlands are planned to be incorporated into Other Open Lands to be Preserved. The remaining 26 acres of the Woodlands land use category are planned for residential use.

^g The total acreage of the Village's urban service area decreased under the 2050 land use plan due to the use of more precise cadastral maps.

Source: SEWRPC

The land use plan update anticipates full development of the Village's urban service area, resulting in the designation of a larger area for new urban growth than necessitated by the year 2050 population projection. Such an approach provides flexibility for the operation of the urban land market without significantly affecting the substance of the plan and provides a basis for guiding future urban development in fringe areas. The Village chose not to designate planned land uses for portions of the Village planning area outside the urban service area. The Town of Kewaskum land use plan designates uses for these areas.

Land Use Plan Map Updates

The following is a list of updates made to the year 2050 land use plan map as part of this update to the Village's comprehensive plan, based on discussion between Village officials and SEWRPC staff:

- Updates to the Primary Environmental Corridor, Secondary Environmental Corridor, Isolated Natural Resource Area, and Other Open Lands to be Preserved land use categories to reflect the Commission's 2015 environmental corridor inventory and to reflect commitments to development made prior to this plan update
- Updates to the Wetlands Outside of Environmental Corridors and Isolated Natural Resource Areas land use category to reflect current wetland information
- Updates to the Other Open Lands to be Preserved land use category to reflect wooded areas zoned C-2 that are outside of environmental corridors and isolated natural resource areas
- Updates to the Low-, Medium-, and Medium-High-Density Residential; Parks and Recreation; Street and Highway Rights-of-Way; and Utility land use categories to reflect input from Village staff
- Updates to reflect the Village's zoning map
- Updates to incorporate No Access Easement land uses from the 2035 land use plan into the Proposed Landscaped Buffer Strip and No Access Easement land use category on the 2050 land use plan map
- Updates to reflect the Letters of Map Amendment⁴ approved by the Federal Emergency Management Agency (FEMA) through September 25, 2017
- Refinement of the Village's urban service area boundary to more accurately align with current cadastral information

Land Use Plan Categories

The land use plan categories describe the range of urban development as designated on the Village's year 2050 land use plan map, Map 14 (2018 Update). Descriptions of each of the categories shown on the land use plan map follow.

Residential Land Uses

Under this plan update, residential land uses would occupy 1,243 acres, or about 37 percent of the Village 2050 urban service area. This compares to 546 acres of residential lands in the urban service area in 2008, amounting to an increase of 698 acres between 2008 and 2050. As about 20 percent of that 698 acres will likely be occupied by collector and land access streets, the actual increase in residential area from 2008 to 2050 will be about 558 acres, which is more than the amount of residential acreage that existed in 2008. New residential development is proposed to occur both through the infilling of vacant platted residential lots and through the creation of new residential areas contiguous to, and extending outward from, existing residential development.

⁴ A Letter of Map Amendment (LOMA) is one of the tools FEMA uses to update flood hazard maps, which identify the flood risks in a community. A FEMA-approved LOMA is an official amendment to the FEMA Digital Flood Insurance Rate Map (DFIRM) and Flood Insurance Study (FIS) that establish a property's location in relation to the Special Flood Hazard Area (SFHA).

The High-Density Residential land use category allows for multifamily dwellings with average densities of 7.3 to 21.8 dwelling units per net acre on lots of at least 12,000 square feet. Lot area per dwelling unit ranges from 2,000 to 3,500 square feet per dwelling. One new area of high-density residential development is planned in the western portion of the urban service area, south of CTH H and west of Kettle View Drive. Existing multifamily dwellings are located along STH 28, CTH H, and near USH 45. Under this plan update, high-density Residential land uses would occupy 90 acres, amounting to about 7 percent of residential land uses and about 3 percent of all uses in the urban service area.

The Medium-High-Density Residential land use category allows for two-family dwellings with average densities of 6.1 to 7.3 dwelling units per net acre on lots ranging from 7,200 to 12,000 square feet (3,600 to 6,000 square feet per dwelling unit). New areas of medium-high-density residential development are planned in the western portion of the urban service area, north of CTH H and west of Kewaskum Kiwanis Park. Existing two-family dwellings are located adjacent to single-family development primarily along, and south of, CTH H on the west side of USH 45. Under this plan update, medium-high-density residential land uses would occupy 114 acres, amounting to about 9 percent of residential land uses and about 3 percent of all uses in the urban service area.

The Medium-Density Residential land use category allows for single-family homes with lot sizes ranging from 7,200 square feet to 20,000 square feet. Much of the new residential development within the urban service area would occur at this density, which reflects current single-family residential densities in the Village. Under this plan update, medium-density residential land uses would occupy 660 acres, amounting to about 53 percent of residential land uses and about 20 percent of all uses in the urban service area.

The Medium-Low-Density Residential land use category allows for single-family homes with lot sizes ranging from 20,000 to 30,000 square feet. One new area of medium-low-density residential development is planned in the northern portion of the urban service area, between USH 45 and the Milwaukee River. Lot sizes in the proposed medium-low-density residential development area are envisioned to average about 20,000 square feet. Under this plan update, medium-low-density residential land uses would occupy 94 acres, amounting to about 8 percent of residential land uses and about 3 percent of all uses in the urban service area.

The Low-Density Residential land use category allows for single-family homes with lot sizes ranging from 30,000 square feet to 1.5 acres. One new area of low-density residential development is planned in the northeast portion of the urban service area, east of the Milwaukee River. Lot sizes in the proposed new low-density residential development area are envisioned to average about 30,000 square feet. This land use category also includes existing lots developed at this density, primarily on the south side of the Village and in areas located in the Town of Kewaskum south of the Village's planned sewer service area. Under this plan update, low-density residential uses would occupy 269 acres, amounting to about 22 percent of residential land uses and about 8 percent of all uses in the urban service area.

The Residential Within Primary Environmental Corridor land use category allows for residential development at a very low density, with minimum lot sizes of five acres or an average density of no more than one dwelling unit per five acres, in areas located in upland portions of primary environmental corridors.⁵ Clustering of dwelling units in this land use category is encouraged over the use of more conventional subdivision designs. Under this plan update, uses in this category would occupy 19 acres, amounting to about 2 percent of residential land uses and less than 1 percent of all uses in the urban service area.

Commercial

Under planned year 2050 land use conditions, commercial uses would occupy 117 acres, or about 4 percent of the urban service area. When combined with the Business Park land use category, acreage devoted to commercial uses under planned year 2050 land use conditions would nearly triple from the 2008 level. The commercial land use category includes a broad range of commercial uses, including retail stores; services, such as drycleaners, barber shops, banks, and restaurants; and business and professional offices. The commercial land use category also includes the Kewaskum Central Business District (CBD). Most of the parcels adjacent to USH 45 between the Village's southern boundary and Knights Avenue have been

⁵ Upland portions of environmental corridors are those portions that are located outside of wetlands and floodplains.

designated for commercial use, including some parcels that are currently in residential use, which contributes to the increase of acreage within this land use category from 2008 to 2050.

New commercial areas are recommended on the south side of the urban service area and on the north side of STH 28 at the entrance to Kettle Kountry Estates subdivision (Section 10, T12N-R19E). The parcel at the southwest corner of USH 45 and STH 28, which was developed as a medical clinic in 2008, is designated for commercial use on the 2050 land use plan map, but is depicted as Institutional on the 2008 existing land use map (Map 8 of the first edition of this plan). Commercial uses will be considered if redevelopment of the parcel is proposed during the planning period. This plan update also proposes development of a new business park on the north side of the Village, which is described under the Business Park land use category.

The CBD should continue to serve as a major focal point for commercial activities in the Kewaskum area, supported by nearby major attractions, including the Kettle Moraine State Forest. In addition to providing services similar to a neighborhood commercial center, this community-oriented district would provide such durable goods as clothing, furniture, and appliances. It also fosters the identity of the Village, an identity due, in part, to the historic character of downtown buildings.

To capitalize on the historic character of the downtown, Village officials will continue efforts to maintain and improve the vitality of the CBD. Local business owners have been working to improve building façades. Amenities such as decorative lighting, benches, street trees, brick pavements, and related street furniture could eventually be incorporated to create a more attractive streetscape. Village officials will also consider burying overhead utility lines to further improve the appearance of the CBD. This plan update recommends that the Village continue to maintain and improve the vitality of the CBD in accord with the historic preservation and urban design guidelines set forth in Chapter V and Appendix D of the first edition of this plan.

Business Park

This plan update recommends developing a new business park on 48 acres, or about 1 percent of the urban service area, between CTH V and USH 45 at the north end of the Village. The Business Park land use category would allow a mix of offices, retail and service uses, and warehousing, reflecting the modern business park where a mix of such uses are typically accommodated. Village officials also indicated a desire for commercial recreation uses within the business park. It is anticipated that the new business park would be developed in a park-like setting with landscaping, consistent signage, and similar building materials and designs to present an integrated image to customers and Village residents.

Industrial

The Industrial land use category would accommodate manufacturing and other industrial uses, such as outdoor storage of commercial vehicles and building materials. Offices associated with manufacturing plants would also be accommodated. This plan update recommends developing a new industrial area north of STH 28 and west of CTH V. In addition to being served by STH 28 and CTH V, the new industrial area would be served by USH 45 and by a proposed new arterial street extending north from Kettle Moraine Road (see Chapter VIII of the first edition of this plan for more information). As of 2008, existing industrial areas include the area around Badger Road and USH 45 on the south side of the Village and the area just north of the CBD. Under this plan update, Industrial land uses occupy 211 acres, or about 6 percent of the urban service area, which is more than a three-fold increase from 2008 to 2050.

Street and Highway Rights-of-Way

All existing street and highway rights-of-way (as of 2015) are shown on Map 14 (2018 Update) as a separate land use category. Under planned year 2050 land use conditions, there would be 285 acres, or about 8 percent of the urban service area, within the Street and Highway Rights-of-Way category. Chapter VIII of the first edition of this plan provides information regarding planned transportation facilities in the Village and nearby areas.

Utility

The Utility land use category includes private and public utilities that provide residents and businesses with electric power, natural gas, and communications facilities and services. This land use category also includes the Village sewage treatment plant, existing and proposed water tower sites, and the water works

building. Under this plan update, Utility uses occupy 12 acres, or less than 1 percent of the urban service area, compared to 10 acres in 2008. The increase of acreage in this land use category is due to a site for a proposed new water tower north of the Kettle Kountry Estates.

Governmental and Institutional

The Governmental and Institutional land use category includes governmental and institutional buildings and grounds for which the primary function involves administrative, safety, assembly, or educational purposes. These uses include public and private schools, the municipal building, the fire station, cemeteries, and religious institutions. This plan update envisions governmental and institutional land uses occupying 68 acres, or about 2 percent of the urban service area, compared to 81 acres in 2008. This change in acreage is due to a medical clinic and the American Legion Hall being included in the Governmental and Institutional land use category in 2008, but classified for commercial use on the 2050 land use plan map.

Parks and Recreation

The Parks and Recreation land use category includes lands developed with facilities for public and private outdoor recreation. This land use category includes both existing Village parks and privately-owned recreational areas, such as golf courses and ski hills. The acquisition and development of four new neighborhood parks is recommended; the general locations of the proposed parks are shown on Map 13 in the first edition of this plan. This plan update envisions parks and recreation land uses occupying 352 acres, or about 10 percent of the urban service area, which does not include those portions of park sites that contain environmentally significant areas within park boundaries.

Environmentally Significant Areas

It is necessary to carefully consider the location of planned land uses in relation to natural resources, such as environmentally significant areas, in order to effectively guide urban development and redevelopment in the Village urban service area into a pattern that is efficient, stable, safe, healthful, and attractive. Locating new urban development outside of primary environmental corridors and other environmentally sensitive areas will serve to maintain a high level of environmental quality in the Village urban service area, and will also help to avoid costly developmental problems such as flood damage, wet basements, failing pavements, and infiltration of clear water into sanitary sewerage systems. Properly relating new development to such environmentally significant areas will also help preserve the scenic beauty of the Village.

This plan update recommends substantial preservation of remaining primary environmental corridors, secondary environmental corridors, isolated natural resource areas, and wetlands outside environmental corridors and isolated natural resource areas. Development within environmental corridors and isolated natural resource areas should be limited to required transportation and utility facilities, compatible outdoor recreation facilities, and very low-density residential development that is carefully designed so as to minimize the impact on natural resources. Guidelines for development considered compatible with environmental corridors are provided in Table 2. Environmentally significant areas in the Village may also be protected through placement in the C-1 (Lowland Conservancy) or C-2 (Upland Conservancy) zoning districts.

Existing woodlands committed to development on the west side of the Village have resulted in a portion of a former secondary environmental corridor, made up of wetlands and woodlands, being reduced in size to include only existing wetlands. Because the existing wetlands encompass an area less than 100 acres, they do not meet the minimum size criteria for classification as a secondary environmental corridor, and they are shown as an isolated natural resource area on the land use plan map.

Primary Environmental Corridors

Environmental corridors, more fully described in Chapter V of the first edition of this plan, are linear areas in the landscape that contain concentrations of high-value elements of the natural resource base. Primary environmental corridors are at least 400 acres in size and contain almost all of the best remaining woodlands, wetlands, and wildlife habitat areas, and portions of floodplains and steeply sloped areas where intensive urban development would be ill-advised. Protecting primary environmental corridors from additional intrusion by urban development is one of the principal objectives of this plan. Under planned year 2050 land use conditions, areas classified as Primary Environmental Corridor would occupy 611 acres, or about 18 percent of the urban service area.

**Table 2
Guidelines for Development Considered Compatible with Environmental Corridors and Isolated Natural Resource Areas**

Component Natural Resource and Related Features Within Environmental Corridors ^a	Permitted Development															
	Transportation and Utility Facilities (see General Development Guidelines below)							Recreational Facilities (see General Development Guidelines below)							Rural Density Residential Development (see General Development Guidelines below)	Other Development (see General Development Guidelines below)
	Streets and Highways	Utility Lines and Related Facilities	Engineered Stormwater Management Facilities	Engineered Flood Control Facilities ^b	Trails ^c	Picnic Areas	Family Camping ^d	Swimming Beaches	Boat Access	Ski Hills	Golf	Playfields	Hard-Surface Courts	Parking		
Lakes, Rivers, and Streams	-- ^e	-- ^{f,g}	--	-- ^h	-- ⁱ	--	X	X	--	--	--	--	--	--	--	
Riparian Buffer ^j	X	X	X	X	X	--	X	X	--	X	--	--	X	X	--	
Floodplain ^k	-- ^l	X	X	X	X	--	X	X	--	X	X	--	X	X	--	
Wetland ^m	-- ^l	X	--	--	X ⁿ	--	--	X	--	-- ^o	--	--	--	--	--	
Wet Soils	X	X	X	X	X	--	X	X	--	X	--	--	X	X	--	
Woodland	X	X	X ^p	--	X	X	X	X	X	X	X	X	X	X ^q	X	
Wildlife Habitat	X	X	X	--	X	X	--	X	X	X	X	X	X	X	X	
Steep Slope	X	X	--	--	-- ^r	--	--	--	X ^s	X	--	--	--	--	--	
Prairie	--	-- ⁹	--	--	-- ^r	--	--	--	--	--	--	--	--	--	--	
Park	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	
Historic Site	--	-- ⁹	--	--	-- ^r	--	--	--	--	--	--	--	X	--	--	
Scenic Viewpoint	X	X	--	--	X	X	--	X	X	X	--	--	X	X	X	
Natural Area or Critical Species Habitat Site	--	--	--	--	-- ⁹	--	--	--	--	--	--	--	--	--	--	

Note: An "X" indicates that facility development is permitted within the specified natural resource feature. In those portions of the environmental corridors having more than one of the listed natural resource features, the natural resource feature with the most restrictive development limitation should take precedence.

APPLICABILITY

These guidelines indicate the types of development that can be accommodated within primary and secondary environmental corridors and isolated natural resource areas while maintaining the basic integrity of those areas. Throughout this table, the term "environmental corridors" refers to primary and secondary environmental corridors and isolated natural resource areas.

Under VISION 2050:

- As regionally significant resource areas, primary environmental corridors should be preserved in essentially natural, open use—in accordance with the guidelines in this table.
- Secondary environmental corridors and isolated natural resource areas warrant consideration for preservation in essentially natural open use, as determined in county and local plans and in a manner consistent with State and Federal regulations. County and local units of government may choose to apply the guidelines in this table to secondary environmental corridors and isolated natural resource areas.

GENERAL DEVELOPMENT GUIDELINES

- **Transportation and Utility Facilities:** All transportation and utility facilities proposed to be located within the important natural resources should be evaluated on a case-by-case basis to consider alternative locations for such facilities. If it is determined that such facilities should be located within natural resources, development activities should be sensitive to, and minimize disturbance of, these resources, and, to the extent possible following construction, such resources should be restored to preconstruction conditions. The above table presents development guidelines for major transportation and utility facilities. These guidelines may be extended to other similar facilities not specifically listed in the table.
- **Recreational Facilities:** In general, no more than 20 percent of the total environmental corridor area should be developed for recreational facilities. Furthermore, no more than 20 percent of the environmental corridor area consisting of upland wildlife habitat and woodlands should be developed for recreational facilities. It is recognized, however, that in certain cases these percentages may be exceeded in efforts to accommodate needed public recreational and game and fish management facilities within appropriate natural settings. In all cases however, the proposed recreational development should not threaten the integrity of the remaining corridor lands nor destroy particularly significant resource elements in that corridor. Each such proposal should be reviewed on a site-by-site basis.

The above table presents development guidelines for major recreational facilities. These guidelines may be extended to other similar facilities not specifically listed in the table.

Table continued on next page.

Table 2 (Continued)

- **Rural-Density Residential Development:** Rural-density residential development may be accommodated in upland environmental corridors, provided that buildings are kept off steep slopes. The maximum number of housing units accommodated at a proposed development site within the environmental corridor should be limited to the number determined by dividing the total corridor acreage within the site, less the acreage covered by surface water and wetlands, by five. The permitted housing units may be in single-family or multifamily structures. When rural residential development is accommodated, cluster subdivision designs are strongly encouraged.
 - **Other Development:** In lieu of recreational or rural-density residential development, up to 10 percent of the upland corridor area in a parcel may be disturbed in order to accommodate urban residential, commercial, or other urban development under the following conditions: 1) the area to be disturbed is compact rather than scattered in nature; 2) the disturbance area is located on the edge of a corridor or on marginal resources within a corridor; 3) the development does not threaten the integrity of the remaining corridor; 4) the development does not result in significant adverse water quality impacts; and 5) development of the remaining corridor lands is prohibited by a conservation easement or deed restriction. Each such proposal must be reviewed on a site-by-site basis.
- Under this arrangement, while the developed area would no longer be part of the environmental corridor, the entirety of the remaining corridor would be permanently preserved from disturbance. From a resource protection point of view, preserving a minimum of 90 percent of the environmental corridor in this manner may be preferable to accommodating scattered homesites and attendant access roads at an overall density of one dwelling unit per five acres throughout the upland corridor areas.
- **Pre-Existing Lots:** Single-family development on existing lots of record should be permitted as provided for under zoning at the time of adoption of the land use plan.
 - All permitted development presumes that sound land and water management practices are utilized.

FOOTNOTES

^a The natural resource and related features are defined as follows:

Lakes, Rivers, and Streams: includes all lakes greater than five acres in area and all perennial and intermittent streams as shown on U. S. Geological Survey quadrangle maps.

Riparian Buffer: Includes a band 50 feet in depth along both sides of intermittent streams; a band 75 feet in depth along both sides of perennial streams; a band 200 feet in depth along the Lake Michigan shoreline.

Floodplain: Includes areas, excluding stream channels and lake beds, subject to inundation by the 1 percent annual probability flood event.

Wetlands: includes areas that are inundated or saturated by surface water or groundwater at a frequency, and with a duration sufficient to support, and under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions.

Wet Soils: includes areas covered by wet, poorly drained, and organic soils.

Woodlands: includes areas one acre or more in size having 17 or more deciduous trees per acre with at least a 50 percent canopy cover as well as coniferous tree plantations and reforestation projects; excludes lowland woodlands, such as tamarack swamps, which are classified as wetlands.

Wildlife Habitat: includes areas devoted to natural open uses of a size and with a vegetative cover capable of supporting a balanced diversity of wildlife.

Steep Slope: includes areas with land slopes of 12 percent or greater.

Prairies: includes open, generally treeless areas that are dominated by native grasses; also includes savannas.

Park: includes public and nonpublic park and open space sites.

Historic Site: includes sites listed on the National Register of Historic Places. Most historic sites located within environmental corridors are archaeological features such as American Indian settlements and effigy mounds and cultural features such as small, old cemeteries. On a limited basis, small historic buildings may also be encompassed within delineated corridors.

Scenic Viewpoint: includes vantage points from which a diversity of natural features such as surface waters, wetlands, woodlands, and agricultural lands can be observed.

Natural Area and Critical-Species Habitat Sites: includes natural areas and critical-species habitat sites as identified in the regional natural areas and critical-species habitat protection and management plan.

^b Includes such improvements as stream channel modifications and such facilities as dams.

^c Includes trails for such activities as hiking, bicycling, cross-country skiing, nature study, and horseback riding, and excludes all motorized trail activities. It should be recognized that trails for motorized activities such as snowmobiling that are located outside the environmental corridors may of necessity have to cross environmental corridor lands. Proposals for such crossings should be evaluated on a case-by-case basis, and if it is determined that they are necessary, such trail crossings should be designed to ensure minimum disturbance of the natural resources.

^d Includes areas intended to accommodate camping in tents, trailers, or recreational vehicles that remain at the site for short periods of time, typically ranging from an overnight stay to a two-week stay.

^e Certain transportation facilities such as bridges may be constructed over such resources.

^f Utility facilities such as sanitary sewers may be located in or under such resources.

^g Electric power transmission lines and similar lines may be suspended over such resources.

^h Certain flood control facilities such as dams and channel modifications may need to be provided in such resources to reduce or eliminate flood damage to existing development.

ⁱ Bridges for trail facilities may be constructed over such resources.

^j Previous editions of these guidelines identified this category as "Shoreland," rather than "Riparian Buffer," as defined in footnote "a" of this table, typically would be located within a State-defined shoreland area (see Chapters NR 715 and NR 717 of the Wisconsin Administrative Code).

^k Consistent with Chapter NR 716 of the Wisconsin Administrative Code.

^l Streets and highways may cross such resources. Where this occurs, there should be no net loss of flood storage capacity or wetlands. Guidelines for mitigation of impacts on wetlands by Wisconsin Department of Transportation facility projects are set forth in Chapter Trans 400 of the Wisconsin Administrative Code.

Table continued on next page.

Table 2 (Continued)

^m Any development affecting wetlands must adhere to the water quality standards for wetlands established under Chapter NR 103 of the Wisconsin Administrative Code.

ⁿ Only an appropriately designed boardwalk/trail should be permitted.

^o Wetlands may be incorporated as part of a golf course, provided there is no disturbance of the wetlands.

^p Generally excludes detention, retention, and infiltration basins. Such facilities should be permitted only if no reasonable alternative is available.

^q Only if no alternative is available.

^r Only appropriately designed and located hiking and cross-country ski trails should be permitted.

^s Only an appropriately designed, vegetated, and maintained ski hill should be permitted.

Source: SEWRPC

Secondary Environmental Corridors

Secondary environmental corridors contain important natural resources and are between 100 and 400 acres in size. Secondary environmental corridors should be carefully integrated into urban development with the goal of preserving the corridor's important natural resources. Secondary environmental corridors may also lend themselves to use for public purposes such as parks, drainageways, or stormwater detention or retention areas. Under planned year 2050 land use conditions, areas classified as Secondary Environmental Corridor would occupy 86 acres, or about 3 percent of the urban service area.

Isolated Natural Resource Areas

Isolated natural resource areas consist of areas that contain important natural resources and are separated geographically from environmental corridors. The Isolated Natural Resource Area land use category is primarily made up of wetlands in the urban service area that are between five and 100 acres in size. Under planned year 2050 land use conditions, lands classified as Isolated Natural Resource Area would occupy 72 acres, or about 2 percent of the urban service area. This plan update recommends preserving land classified as Isolated Natural Resource Area in essentially natural, open space uses whenever possible, since these areas sometimes serve as the only available wildlife habitat in an area and provide natural diversity to the landscape. Isolated natural resource areas also lend themselves for use as parks, drainageways, or stormwater detention or retention areas.

Wetlands Outside of Environmental Corridors and Isolated Natural Resource Areas

Most wetlands five acres or larger are located within environmental corridors or isolated natural resource areas; wetlands that are outside of such areas are designated in a separate category on the land use plan map. Under planned year 2050 land use conditions, the Wetlands Outside of Environmental Corridors and Isolated Natural Resource Areas land use category encompasses 24 acres, or about 1 percent of the urban service area. Wetlands are regulated under State and Federal laws. In addition, the Village of Kewaskum Zoning Ordinance regulates wetland areas of the Village within the C-1 Lowland Conservancy District.⁶

Chapter NR 103, "Water Quality Standards for Wetlands," of the *Wisconsin Administrative Code* requires that when an activity involving disturbance of a wetland is proposed, practicable alternatives that avoid or minimize adverse effects on the wetland in question shall be considered. Thus, proposals to locate development in wetlands, usually requiring them to be filled, must include a practicable alternatives analysis. If no practicable alternative is identified, a permit to allow development in a wetland generally would require "mitigation," under which new wetlands would be created or existing degraded wetlands would be restored. Mitigation may be required on the same development site or in a different location. An onsite field investigation should be conducted on all proposed development sites to precisely identify the presence and boundaries of wetlands prior to preparing and approving site plans, certified survey maps, and preliminary plats. Land within the Village that is identified as a wetland through an onsite field investigation should be placed in the Village's C1 zoning district when the land is field-staked.

Other Open Lands to be Preserved

This plan update also recommends other open lands for preservation, which includes floodplains and slopes of 20 percent or greater located outside of environmental corridors, isolated natural resource areas, and wetlands. The Other Open Lands to be Preserved land use category also includes wooded areas zoned C-2 that are located outside of environmental corridors and isolated natural resource areas.⁷ Even though acreage in this land use category does not currently qualify as part of an environmental corridor or isolated natural resource area, areas classified as Other Open Lands to be Preserved may be environmentally significant in the sense that these areas contain soils or other characteristics poorly suited for urban uses. Under this plan update, areas classified as Other Open Lands to be Preserved occupy 160 acres, or about 5 percent of the urban service area.

⁶ Information on existing ordinances, including the C-1 Lowland Conservancy District, is available in Chapter II of the first edition of this plan.

⁷ The Village of Kewaskum Zoning Ordinance regulates significant woodlands via the C-2 Upland Conservancy District.

Similar to isolated natural resource areas, land within areas classified as Other Open Lands to be Preserved may provide the only available wildlife habitat in an area and lend unique character and natural diversity to the community. As natural vegetation develops on undisturbed portions of land classified as Other Open Lands to be Preserved, the re-vegetated land may eventually be reclassified as a Primary or Secondary Environmental Corridor or Isolated Natural Resource Area. Areas within this land use category may also be used for stormwater detention and retention basins, preferably those that are designed to resemble natural ponds.

Floodplains (Overlay)

Floodplains are identified as an overlay on the 2050 land use plan map and encompass 854 acres, or about 25 percent of the urban service area. Floodplains within the Village boundaries encompass 286 acres, or about 20 percent of the Village based on 2017 corporate boundaries. The floodplains overlay includes areas adjacent to rivers, streams, and ponds that are subject to inundation during the one-percent-annual-probability (100-year recurrence interval) flood. These such areas, identified by FEMA as Special Flood Hazard Areas (SFHAs), make up the basis of the floodplains shown on the 2050 land use plan map. Documentation for FEMA study reaches is provided in the Washington County Digital Flood Insurance Study (FIS) and the accompanying Flood Insurance Rate Map (DFIRM), dated October 16, 2015. Floodplain areas within the Village are regulated under the Village's zoning ordinance, which meets the standards set forth for floodplain zoning ordinances in Chapter NR 116, "Wisconsin's Floodplain Management Program," of the *Wisconsin Administrative Code*.

An individual who owns, rents, or leases existing structure(s) or land can contest location of his or her property within a SFHA by submitting a Letter of Map Amendment (LOMA) request to FEMA. FEMA may issue a LOMA, which reflects an official amendment to an effective DFIRM, to establish that the property is on naturally high ground, not elevated by fill, and was inadvertently mapped within the SFHA. It is the community's responsibility to maintain records on properties located within that community for which FEMA issued a LOMA. There were 18 LOMAs affecting 27 properties within the Village of Kewaskum as of September 25, 2017, the locations of which are shown on the land use plan map.

Over time, natural vegetation may redevelop on undeveloped floodplains adjacent to newly developed areas in the Village, particularly on floodplains that were previously farmed. Once natural vegetation redevelops, these floodplain areas may meet the criteria for inclusion in an adjacent environmental corridor or isolated natural resource area.

As FEMA studies are updated based on new or revised technical or scientific data, existing urban development or land planned for new urban development may be impacted. As future floodplain mapping updates change the boundaries of the floodplain, the floodplains overlay on the land use plan map should be updated. The underlying land use category is identified on the land use plan map for floodplain areas that are in urban uses.

Surface Water

The Surface Water land use category includes rivers, streams, and ponds. Surface water encompasses about 75 acres, or about 2 percent of the urban service area, on the 2050 land use plan map. Areas classified as Surface Water should be protected.

Proposed Landscaped Buffer Strip and No Access Easement

A landscaped buffer or "no access easement" is recommended along lots adjacent to arterial streets to prevent uncontrolled vehicular access between abutting land uses and the street. Deed restrictions and physical barriers, including curbing, fencing, plantings, berms, or other landscape barriers, are examples of methods that can prevent such uncontrolled vehicular access. Ideally, easement areas will be landscaped to help screen properties from the street. New lots adjacent to arterial streets or highways should be reverse-frontage lots with access to a land access or collector street, and a no access easement along the arterial street.⁸

⁸ Chapter VIII of the first edition of this plan contains additional information regarding reverse-frontage lots and land access streets.

Areas classified as Proposed Landscaped Buffer Strip and No-Access Easement are shown on the plan map along arterial streets in portions of the Village that have not yet been developed. Although the Proposed Landscaped Buffer Strip and No Access Easement land use category is shown along all large undeveloped parcels, an exception should be made for land access and collector streets that intersect with the arterial street and properly designed and located driveways to access new development.

Other Land Use Changes

Under the 2050 plan update, a total of 1,077 acres of agricultural land located in the urban service area in 2008 would be converted to urban uses to accommodate future growth. This plan update also envisions that the existing gravel pit contiguous to the south side of the Village would be mined-out and reclaimed for residential development by 2050.

Land Use Plan Category Updates

Based on discussion between Village officials and SEWRPC staff as part of this update to the Village's comprehensive plan, the floodplains overlay description was revised to incorporate information about LOMAs.

**RESOLUTIONS AND ORDINANCE ADOPTED
DURING THE PLAN UPDATE PROCESS
APPENDIX A**

RESOLUTION NO. R2018-01

**ADOPTING PUBLIC PARTICIPATION PROCEDURES
FOR AMENDING THE COMPREHENSIVE PLAN FOR THE VILLAGE OF KEWASKUM**

WHEREAS, pursuant to Section 66.1001 of the *Wisconsin Statutes*, all units of government which enact or amend zoning, subdivision, or official mapping ordinances on or after January 1, 2010, must adopt a comprehensive plan; and

WHEREAS, the Village of Kewaskum adopted a comprehensive plan under the authority of and procedures established by Section 66.1001 of the *Wisconsin Statutes* on November 5, 2009; and

WHEREAS, Section 66.1001(4)(a) of the *Wisconsin Statutes* requires that the Village Board adopt written procedures designed to foster public participation during the preparation or amendment of a comprehensive plan; and

WHEREAS, the Village Board of the Village of Kewaskum believes that regular, meaningful public involvement in the comprehensive planning process is important to assure that the comprehensive plan continues to reflect input from the public; and

WHEREAS, public participation procedures have been developed to foster public participation in the comprehensive plan amendment process.

NOW, THEREFORE, BE IT RESOLVED that the Village Board of the Village of Kewaskum hereby adopts the Public Participation Procedures for Amending the Comprehensive Plan attached hereto as Exhibit A to fulfill the requirements of Section 66.1001(4)(a) of the *Wisconsin Statutes*.

ADOPTED this 5th day of February, 2018.



Village President Kevin Scheunemann

Attest: 

Village Clerk Tracie Sette

RESOLUTION NO. 2019-03

**A RESOLUTION TO APPROVE AN AMENDMENT AND UPDATE TO
THE VILLAGE OF KEWASKUM COMPREHENSIVE PLAN**

WHEREAS, the Village of Kewaskum, Wisconsin, pursuant to Sections 60.10(2)(c), 62.23, 61.35, 60.22(3), and 66.1001(4)(b) of the Wisconsin Statutes, adopted a comprehensive plan on November 5th, 2009 as Ordinance 09-06.

WHEREAS, the Village of Kewaskum is hereby amending the Village comprehensive plan to update land uses and information on planned parks, farmland preservation areas, arterial streets, and other changes that have occurred and to extend the design year of the plan to the year 2050, as set forth in Amendment No. 1 to the Village comprehensive plan; and

WHEREAS, the Village Plan Commission finds that the Village of Kewaskum comprehensive plan, with the proposed amendment, addresses all of the required elements specified in Section 66.1001(2) of the Statutes and that the comprehensive plan, with the proposed amendment, is internally consistent; and


WHEREAS, the Plan Commission has duly noticed and held a public hearing on the proposed amendment and plan update, following the procedures in Section 66.1001(4)(d) of the Statutes and the public participation procedures for comprehensive plan amendments adopted by the Village Plan Commission Resolution No. 2019-03.

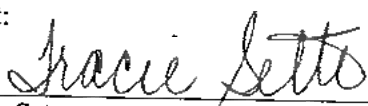
NOW, THEREFORE, BE IT RESOLVED, that pursuant to Section 66.1001(4)(b) of the Statutes, the Village of Kewaskum Plan Commission hereby adopts this Resolution approving Amendment No. 1 as the 10-year update to the Village of Kewaskum Comprehensive Plan.

BE IT FURTHER RESOLVED that the Plan Commission does hereby recommend that the Village Board enact an ordinance adopting Comprehensive Plan Amendment No. 1.

Adopted by the Village of Kewaskum Plan Commission this 28th day of May, 2019.

Ayes 5 Noes 0 Absent 2


Kevin Scheunemann
Village President

Attest:

Tracie Sette
Village Clerk

ORDINANCE NO. 19-05

AN ORDINANCE TO ADOPT AN UPDATE TO THE VILLAGE OF KEWASKUM COMPREHENSIVE PLAN

The Village Board of the Village of Kewaskum, Washington County, Wisconsin, do ordain as follows:

Section 1. Pursuant to Sections 60.10(2)(c), 62.23, 61.35, and 60.22(3) of the Wisconsin Statutes, the Village of Kewaskum is authorized to prepare, adopt, and amend a comprehensive plan as defined in Sections 66.1001(1)(a) and 66.1001(2) of the Statutes.

Section 2. The Village Board, by the enactment of an ordinance, formally adopted the document titled, "A Comprehensive Plan Update for the Village of Kewaskum: 2050," on June 3, 2019 as Ordinance 19-05 of the Village code of ordinances.

Section 3. The Village Plan Commission, by a majority vote of the entire Plan Commission at a meeting held on May 28, 2019, adopted Resolution 2019-03 approving the amendment and recommending adoption of Amendment No. 1 by the Village Board as the 10-year update to the Village Comprehensive Plan required by Section 66.1001(2)(i) of the Wisconsin Statutes.

Section 4. The Village of Kewaskum published a Class 1 public notice and held a public hearing on March 26, 2019 to obtain public comments regarding the comprehensive plan amendment and update.

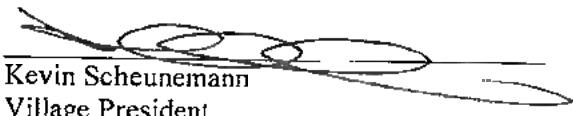
Section 5. The Village Board hereby adopts this Ordinance No. 19-05 adopting Amendment No. 1 as the 10-year update to the Village of Kewaskum Comprehensive Plan.

Section 6. The Village Clerk is directed to send a copy of the plan update to the parties listed in Section 66.1001(4)(b) of the Statutes.


Section 7. Severability. The several sections of this Ordinance are declared to be severable. If any section or portion thereof shall be declared by a court of competent jurisdiction to be invalid, unlawful or unenforceable, such decision shall apply only to the specific section or portion thereof directly specified in the decision, and shall not affect the validity of any other provisions, sections or portions thereof of the Ordinance. The remainder of the Ordinance shall remain in full force and effect. Any other Ordinances whose terms are in conflict with the provisions of this Ordinance are hereby repealed as to those terms that conflict.

Section 8. This Ordinance shall take effect upon passage by a majority vote of the full membership of the Village Board and publication as required by law.

Adopted by the Village Board of the Village of Kewaskum this 3rd day of June, 2019.


Kevin Scheunemann
Village President

Attest:


Tracie Sette
Village Clerk