

# Purpose of the Comprehensive Plan

## Why Plan?

Planning is being prepared for what will likely happen “tomorrow,” and being ready with an alternate strategy if something else happens instead. Planning is laying out shorts and a T-shirt to wear tomorrow, but having a sweater and raincoat handy in case the weather guy is wrong.

Planning is knowing what you have today before deciding on what to do tomorrow. Planning is knowing you make minimum wage and need to replace the '76 rust bucket before booking the cruise through the Greek Isles.

Planning is knowing the big picture for your future, so you don't make rash decisions when a new idea comes along. Planning is already knowing you want to be a spouse and a parent when your friend says, “Let's start an African safari business.”

We all do a little planning each day, each month, each year. If we didn't, our lives would likely be chaos. We plan in groups, too – at home, at work, at church, at Village Hall.

When we plan at Village Hall we're deciding how we want our community to look, function, and feel. We create a “Comprehensive Plan,” but this is not just the title of a document, it's the description of a process, too. This plan is really little more than the documentation of the **planning process**. During that process, Village of Campbellsport officials, with aid from the consultant and input from residents, took a **comprehensive look** at the village in order to create a vision and work plan for the future.

“Comprehensive” means complete, wide-ranging, and thorough. A community has many aspects that contribute to its success as a place to live and play and work and run a business. Individual persons or groups will be aware of, or consider important, some aspects more than others. The role of the planning process is to consider all the various aspects and issues of the community, facilitate agreement on common goals, and lay out a path to achieve them.

So, the “**Comprehensive Plan**” records facts, documents a vision for the future, and aids in the allocation of financial and human resources; but “**comprehensive planning**” brings people together to talk about what responsible growth looks and feels like. It encourages discussion among citizens, agencies, and governments. It is an opportunity to discuss options and develop common goals. It provides a focus for finding and discussing innovative ways to meet diverse community needs.

This plan is not the end of a process but the beginning of a new one. It is the starting point for implementation, a guide for change. It cannot be viewed strictly as “law,” but, rather, as a reference for decision-making. The plan is a tool, not just a product.

***Martenson & Eisele, Inc.***

## Comprehensive Planning Legislation

The most complete planning legislation in Wisconsin's history was included in the State of Wisconsin Biennial Budget for 1999-2001 and was revised in May 2000 for technical changes. The planning legislation found in State Statute 66.1001 provides local governmental units with the framework to develop comprehensive plans and assists the community in making informed land use decisions. The framework includes nine specific elements:

1. **Issues and Opportunities**
2. **Housing**
3. **Transportation**
4. **Utilities and Community Facilities**
5. **Agricultural, Natural, and Cultural Resources**
6. **Economic Development**
7. **Intergovernmental Cooperation**
8. **Land Use**
9. **Implementation**

By January 1, 2010, all communities in Wisconsin that make land use decisions will need to base those decisions on an adopted comprehensive plan based on the legislation.

## Planning in the Village of Campbellsport

Campbellsport is an incorporated community of approximately 1,913 residents. The Village is located within the southeastern portion of Fond du Lac County and is situated west of scenic Kettle Moraine State Park. While predominately rural in character, Campbellsport offers a plethora of urban amenities to its residents.

Surrounding the Village of Campbellsport are several rural and urban communities. The Towns of Ashford and Auburn abut the village's municipal boundaries, while the Cities of Fond du Lac and West Bend are located north and south of the village respectively.

The major transportation feature in Campbellsport is State Highway 67, which generally runs east-west throughout the village. This transportation route also provides critical access to the village's commercial corridor.

In 2004, Martenson & Eisele was retained to work with the Village of Campbellsport Plan Commission, the Village Board, Village staff, and the residents of the community in preparing a Comprehensive Plan to meet the requirements of Wisconsin's comprehensive planning legislation.

As part of the process, the Village of Campbellsport adopted a Citizen Participation Plan in October 2004. This critical step ensured village residents would be actively involved throughout the process. Likewise, the Village held a Visioning Workshop and distributed a Community Survey to better understand the views and opinions of its citizenry. Each of these activities

comprised the concentrated and cooperative effort that has produced the Village of Campbellsport's Comprehensive Plan.

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## Future Land Use Plan

### Findings and Recommendations

- ❖ The intensity of development in the village is moderate to low. Single family residential density is typical of urban communities.
- ❖ Building permit information indicates that the market for single family residential development has been consistent over the past five years.
- ❖ There has been little activity in the commercial and industrial real estate markets.
- ❖ There does not appear to be any conflicts between adjacent land uses.
- ❖ Plans that have recently been presented to the Village provide more than enough land to meet the demand for residential and commercial development over the next twenty years.
- ❖ Village officials should continue to meet regularly with the leaders of the St. Joseph Convent to discuss plans for future development both on and around the convent property.
- ❖ While the projections for industrial land are not significant, the Village should plan for industrial growth.
- ❖ There are relatively few limitations placed on development in the Village of Campbellsport by natural resources, environmentally sensitive areas, or the boundaries of utility services and community facilities.
- ❖ Based on population and household size projections and historical ratios of the number of residents per acre of a specific land use, by 2025 the Village of Campbellsport will need an additional 37 acres for residential development, five acres for commercial development, and two acres for industrial development.
- ❖ Planned private and public investment should result in residential and commercial growth that far exceeds the amount indicated by the projections and historical ratios.

## Land Use Goals, Objectives, and Policies

### Goal

1. To encourage a pattern of community growth and development that will provide a quality living environment throughout the community.

### Objectives

#### *From the Agricultural, Natural, and Cultural Resources Element*

1. Ensure that the environmental and aesthetic qualities of the community are considered when planning for future development.
2. Protect environmentally sensitive areas such as floodplains, drainageways, wetlands, and wooded areas from urban development.
3. Mapping of environmentally sensitive areas and wildlife habitat areas should be consulted during the review of proposed developments.
4. Develop a site plan review process to help maintain and improve the visual quality and physical design of the Village of Campbellsport.

#### *From the Transportation Element*

5. Provide adequate accessibility for local industries to major arterials entering and leaving the Village.
6. Provide a transportation system that allows for safe and efficient movement of motor vehicle, bicycle, and pedestrian traffic within the community.
7. Encourage the development of a trails system that pedestrians and bicyclists can use to travel to all parts of the village.
8. Coordinate transportation improvements with the Towns of Ashford and Auburn, Fond du Lac County, and the Wisconsin Department of Transportation.
9. Minimize the impact of new transportation improvements on existing development and the community's natural resources.

#### *From the Housing Element*

10. Protect existing residential neighborhoods from intrusion by incompatible or undesirable land use activities.
11. Encourage future residential development in areas that can be served efficiently and economically with public utilities and community facilities and services.

*From the Utilities and Community Facilities Element*

12. Provide water, sanitary sewer, and storm sewer facilities to existing and future development in the Village of Campbellsport.
13. Provide parks, open space and recreational facilities to serve all existing and future residential areas.

*From the Economic Development Element*

14. Work with the private sector to develop a new industrial area in the village.
15. Encourage economic development in areas that are compatible with adjacent land uses.

*From the Land Use Element*

16. Work with the leaders of the St. Joseph Convent on future development on and adjacent to the convent property.
17. Pursue the development of a new industrial area.
18. Review existing Village ordinances and standards as needed to implement the recommendations of this plan.

## Policies

*From the Agricultural, Natural, and Cultural Resources Element*

1. The Village of Campbellsport shall use zoning and shoreland-wetland ordinances to protect environmentally sensitive areas from urban development.
2. The Village of Campbellsport shall use the Site Plan Review Process to review all multi-family residential, commercial, and industrial developments.

*From the Transportation Element*

3. The Village should use official mapping to preserve the right-of-ways for planned additions to its street system.

*From the Housing Element*

4. The Village of Campbellsport shall use the zoning ordinance to maintain the character of existing residential neighborhoods and allow an adequate supply of land for new residential developments.

*From the Economic Development Element*

5. The Village of Campbellsport should ensure that an adequate supply of land is zoned for commercial and industrial uses.

*From the Land Use Element*

6. The Village of Campbellsport shall require all decisions and actions concerning land use development and redevelopment to be consistent with the Comprehensive Plan.
7. The Village of Campbellsport shall encourage the development of vacant and under-utilized land that can be served by existing municipal services and facilities and transportation systems.
8. The Village of Campbellsport shall use the Site Plan Review Process to review all multi-family residential, commercial, and industrial developments.
9. The Village of Campbellsport shall communicate annually with the appropriate officials from adjacent municipalities on land use issues.

## Development and Redevelopment Opportunities

### Residential

#### Huspen Farm

The Huspen farm, now owned by WLM Development, LLC, a company from West Bend, is in the process of developing a mixed-use project on the village's southwest side. The project will be developed in phases, with the first phase including Valley View Subdivision, which has 25 lots exclusively zoned for two-family lots (50 total housing units), a condominium project called Soaring Eagles with sixteen four-unit buildings (64 total units), and a 12.48 acre commercial area facing C.T.H. "V".

Future phases will involve a 146 lot single family subdivision with two access points onto C.T.H. "W". This phase will also involve a large wetland area, which lies between the large single family subdivision and the condominium project.

The entire project is split by a future pedestrian path on a previously utilized railroad bed. The future pedestrian path will split the one and two family subdivisions and the commercial and condominium portions.

#### Theisen Trails

This 25 acre area, north of Sheboygan Street and east of CTH "W", is currently being designed for residential development. The property is adjacent to the elementary school and the Piggly Wiggly grocery store and near the Campbellsport Public Library. Additional land in this area is also available for residential development.

## St. Joseph Convent

An area of special concern for the Village of Campbellsport is the St. Joseph Convent. Leaders at the convent are also working on a long term operational and facilities plan. The Village should continue to communicate the convent leaders on plans for development on and around the convent's property.

**Two-family** residential development should continue to be part of the housing mix in the Village of Campbellsport. Developers should be encouraged to provide this type of housing when they present plans to the Village for residential development.

**Multi-family** housing serves a wide market ranging from entry level for the young adult to assisted living for the elderly. It also serves as a transition use between the more intensive uses of commercial and industrial and the less intensive uses of single-family and two-family uses. Senior citizen multi-family housing provides both residential and economic opportunities.

## Commercial

Existing commercial development patterns reflect the transportation systems in the Village of Campbellsport. Most of the commercial development is located along Main Street (STH 67), particularly near the railroad tracks, and along Sheboygan Street. The redevelopment of the commercial land uses along Main Street has been the subject of recent discussions by the Village and by the Chamber of Commerce. In fact, the Campbellsport Chamber of Commerce recently announced a program to assist building owners with improvements to the facades facing Main Street.

A second potential area for redevelopment is on the west end of Main Street where there is a concentration of older mobile homes. The Village is currently working on a mobile home ordinance to ensure mobile homes in the community provide decent, safe and sanitary housing.

There are two primary areas projected for future commercial development. The first is on the south side of the village, west of CTH "V". The second is on the north side, east of CTH "W" and north of Sheboygan Street.

## Industrial

Existing industrial development is concentrated in the southwest portion of the Village of Campbellsport. The short-term focus will be on assisting the businesses in this industrial area. The long-term focus will be on developing land for industrial development. The area most suited for future industrial development is west of the existing industrial area, west of CTH "W".

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*Insert Map 1 Future Land Use Map here*

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## Summary of the Planning Process

### The Vision for the Village of Campbellsport

On Monday, October 25, 2004 a group of residents from the Village of Campbellsport participated in a Visioning Workshop at the Village Library to work on developing a Vision Statement for the Village of Campbellsport. The residents were asked to respond to the following:

- ❖ **Describe the Village of Campbellsport in five words or less.**
- ❖ **What do people want to preserve in the Village of Campbellsport?**
- ❖ **What do people want to change or create in the Village of Campbellsport?**

From the answers given by the residents and from the discussion of those answers and other questions generated by the discussion, a Vision Statement for the Village of Campbellsport was created.

## VILLAGE OF CAMPBELLSPORT Vision Statement

The Village of Campbellsport, nestled in Wisconsin's Northern Kettle Moraine, offers a safe, friendly, rural environment that creates a sense of home.

The setting of the Milwaukee River, combined with the village's parks, trails, and attractive, well-kept homes, makes this a desirable community in which to live.

Campbellsport is a community with opportunities for business, recreation, education, and culture. Its citizens are involved in their community's government and organizations.

Campbellsport is a community that cherishes its history, yet strives to meet the challenges of the future.

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# Findings and Recommendations

## Issues and Opportunities

- ❖ The major findings from the *Fall 2004 Community Survey* follow:
  - ❖ The respondents were clear in stating the Village of Campbellsport is a good place to live and they expect it to continue to be in the future.
  - ❖ Challenges that need to be met are controlling property taxes and increasing job opportunities.
  - ❖ Respondents placed a strong emphasis on developing new retail opportunities in the village, expanding business endeavors in the industrial park, and offering more housing options for seniors.
  - ❖ The respondents felt it is possible to encourage growth and maintain the quality of life that is currently enjoyed in Campbellsport.
  - ❖ A majority of the respondents believe Campbellsport does not need anymore multi-family apartments (3 or more units). This was the only housing category to garner a majority opinion.
  - ❖ Another area participants felt Campbellsport could improve on is the availability of senior and/or assisted living facilities.
  - ❖ The survey offered two options regarding new neighborhood design. A majority of respondents (approximately 60%) agreed with the statement, "*We should plan new neighborhoods with larger lots, no sidewalks, and parks that serve several neighborhoods*" while thirty percent agreed with the statement, "*We should plan new neighborhoods with smaller lots, sidewalks, and playgrounds within walking distance.*"
  - ❖ There does not appear to be any major transportation issues.
  - ❖ The community has a favorable opinion of the natural resources in the community and want to protect them.
  - ❖ Over 80% of the respondents would like to see improvements in the downtown.
  - ❖ The quality of the drinking water is an issue.
  - ❖ Overall, there is a high level of satisfaction with regards to Campbellsport's utilities and community facilities.
  - ❖ The appearance of historical, residential, and commercial structures is important to 60% plus of the respondents.
  - ❖ The respondents would like to see more single family residential, senior housing, retail development, industrial development, the protection of woodlands and wetlands, the preservation of farmland around the village, and cooperation with the surrounding towns in providing services.

- ❖ While most communities see a decrease in the number of people in the 10-19 age group from 1990 (as it becomes the 20-29 age group in 2000), Campbellsport did not. This may be one of the reasons why the village grew in the 1990's.
- ❖ The combination of a higher median age and a higher percentage of residents in the 60+ age groups support the need for senior housing.
- ❖ Campbellsport had the smallest population percent change from 1970 to 2000 compared to nearby communities (with the exception of the Village of Oakfield) and Fond du Lac County.
- ❖ Campbellsport's median *household* income exceeds the state level, but trails the county level, while the median *family* income trails both the county and state levels.
- ❖ The percent of persons below poverty increased in Campbellsport and decreased in Fond du Lac County and the State of Wisconsin.
- ❖ By 2000, the village trailed both the county and state in percentage of residents' age 25 and older that have 1-3 years of college or 4 years or more of educational attainment.
- ❖ Campbellsport's population is projected to grow faster than the Village of Oakfield, but slower than the Village of Kewauskum, Town of Auburn, Town of Ashford, and Fond du Lac County by 2025.
- ❖ A projected decrease in household size means more housing units will be needed than if the household size had stayed the same.

## Agricultural, Natural, and Cultural Resources

- ❖ Agricultural land within and near the Village of Campbellsport will eventually be converted to a more intensive use such as residential, commercial, or industrial.
- ❖ Water is a very important resource for the Village of Campbellsport. The Milwaukee River is the dominant surface water feature and provides a visual focal point for the community.
- ❖ Surface water, stream corridors, floodplains, and wetlands are highly regulated resources. Local, state and federal regulations and ordinances need to be thoroughly reviewed when development is proposed for property that is in or near any of these resources.
- ❖ Groundwater is the source of water for the residents and businesses in the Village of Campbellsport.
- ❖ Addressing water quality through the management of storm water is a priority of federal and state regulators. The Village of Campbellsport should consider developing and adopting a storm water management plan.
- ❖ Soils and geology in the Village of Campbellsport do not present serious obstacles to development.

- ❖ Woodlands, while not plentiful in the Village of Campbellsport, provide both aesthetic and practical benefits and should be preserved whenever possible.
- ❖ Environmentally sensitive areas should be preserved from development.
- ❖ Federal and state records provide general information on wildlife habitat and threatened and endangered species, and should be consulted as part of the review process for new development projects.
- ❖ The Village of Cambellsport's government and business leaders should be active in the political process in which counties are designated as attainment or non-attainment with respect to air quality.
- ❖ The Village of Campbellsport should be proactive in helping to preserve the properties that are listed in the Architecture & History Inventory.
- ❖ While the natural setting of the village and the churches are assets in terms of community design and appearance, the Village of Campbellsport should be proactive in improving the physical appearance of Main Street.

## Transportation

- ❖ As development continues to occur in the vicinity of the Piggly Wiggly, both north along CTH "W" and east along Sheboygan Street, consideration should be given to making improvements to accommodate a potential increase in traffic.
- ❖ The Village should consider developing an annual capital improvements program with a five year time horizon for transportation and other public utilities and facilities.
- ❖ Official mapping of future streets should be undertaken to provide for a local arterial and collector system.
- ❖ The Village of Campbellsport should continue to use PASER to help prioritize improvements to the existing street system.
- ❖ The Village of Campbellsport will consider where trails might be located as future development proposals are submitted to the Village for review and approval.
- ❖ Discussions should be held with the Town of Auburn on designating a bike route between the Village of Campbellsport and Mauthe Lake.

## Housing

- ❖ The fastest period of housing growth in the Village of Campbellsport was during the 1990's when approximately 21% of the current occupied housing units were constructed. Interestingly, the type of housing that experienced the largest percent increase from 1990 to 2000 was the 2 to 4 units category. However, single family housing units also increased

during this time and represent nearly two-thirds of the total housing units in the Village.

- ❖ Despite a slight increase in the owner-occupied vacancy rate from 1990 to 2000, the village's owner vacancy rate is still lower than both the county's and state's as of 2000. Additionally, the village continues to have a considerably lower renter vacancy rate than both the county and state.
- ❖ The significant amount of single-family home construction in the 1990's resulted in a significant increase in Campbellsport's median housing value. For example, 56 homes in the village were valued at or over \$150,000 in 2000, whereas zero homes held that value in 1990.
- ❖ Campbellsport experienced the national trend of a decrease in the percentage of traditional family households and an increase in the percentage of non-family households from 1990 to 2000. Likewise, the village experienced the national trend of a further decline in persons per household. This would correspond with the village's increase of 2 to 4 unit housing from 1990 to 2000.
- ❖ Despite the strong economy of the 1990's and the significant increase in the value and corresponding mortgage for single family homes, Campbellsport had a decrease in the percentage of homeowners who spent more than 30% of their income on housing costs. Comparatively, both Fond du Lac County and the State of Wisconsin had an increase in the percentage of homeowners whom spent in excess of the affordability threshold during the 1990's.
- ❖ Campbellsport also had a decrease in the percentage of renters who spent more than 30% of their income on housing costs. Both Fond du Lac County and the State of Wisconsin had decreases in this category as well.
- ❖ Campbellsport should continue to enforce the Zoning Ordinance to ensure that residential areas are properly protected from encroachment of incompatible land uses.
- ❖ Consideration should be given to developing an informational brochure or pamphlet dedicated to housing assistance programs available to residents. This pamphlet could be made available to citizens at the village hall, library and other conspicuous public locations.
- ❖ Similarly, the Village should consider developing/adding a "Housing Assistance" section to the community web page. Here, web addresses and links to the various housing plans and programs mentioned earlier could be easily accessed.
- ❖ The Village should continue to foster and enhance their existing relationship with the School Sisters of St. Francis. Not only do the Sisters and St. Joseph Convent have an important role in Campbellsport today, but should the need present itself in the future the facility could potentially be brokered, re-developed and incorporated as a public-private retirement community.

## Utilities and Community Facilities

- ❖ The water pumping and treatment system in the Village of Campbellsport has the capacity to meet the projected growth in the community. Current storage capacity meets the recommended minimum of a two days supply of water.
- ❖ The Village of Campbellsport continues to make upgrades to the wastewater treatment plant and the collection system. The plant has significant capacity to accommodate growth.
- ❖ The Village is updating lines to accommodate growth and to help reduce the amount of infiltration and inflow of stormwater into the sanitary sewer system.
- ❖ The current arrangement with Waste Management, Inc. should provide the capacity needed for solid waste and recycling materials.
- ❖ The deregulation of the telecommunications industry has resulted in strong competition. Services appear to be adequate for the Village of Campbellsport.
- ❖ The current generation, transmission and distribution systems should provide the Village of Campbellsport with adequate energy from electricity and natural gas.
- ❖ The Fire Department and Ambulance Department's facilities and equipment should be adequate for some time into the future.
- ❖ The library has the capacity to meet the growth of the community.
- ❖ The Village should continue to update the Open Space and Recreation Plan.
- ❖ The Village has had discussions on the need to upgrade the existing Village Hall or build a new facility.
- ❖ There does not appear to be any significant concerns with respect to civic clubs and organizations, churches, cemeteries, childcare, and health care.
- ❖ The Campbellsport Public School District is projecting that enrollment numbers will decline by 2011 and staff reductions may be needed as a result.
- ❖ The public school district is dealing with reductions in state provided aid for school programming and is placing a greater dependence on local property taxes for funding as a result.

## Economic Development

- ❖ The national trend of the services sector replacing the manufacturing sector as the largest employer will benefit the Village of Campbellsport, as many of the jobs can be located in smaller communities.

- ❖ The emergence of sectors other than manufacturing as offering high paying positions should be considered by the Village of Campbellsport as it targets businesses to start up and expand in, or relocate to, the community.
- ❖ The combination of an attractive environment created by the Kettle Moraine and the Milwaukee River, and its location with respect to the City of Fond du Lac area to the north, and the City of West Bend and the northern suburbs of Milwaukee to the south, provides the Village of Campbellsport with a strong package to market to future residents and businesses.
- ❖ The increase in travel time and in population from 1990 to 2000 suggest that people are willing to commute from Campbellsport to jobs in the urban areas.
- ❖ Village officials should work with the Fond du Lac County Economic Development Corporation in analyzing how the strategies from the NEW Economic Opportunity Study can be implemented to the benefit of Campbellsport.
- ❖ The Village of Campbellsport should support the Campbellsport Assisting Businesses or C.A.B. Project developed by the Campbellsport Area Chamber of Commerce and the Fond du Lac County Economic Development Corporation.
- ❖ The Campbellsport Area Chamber of Commerce needs to be more visible for visitors.
- ❖ The Village of Campbellsport should cooperate and work with the private sector to develop future industrial areas in the community
- ❖ Strong economic development programs are characterized by partnerships. The Village of Campbellsport is fortunate to have, or have access to, many other organizations that are or may be part of its economic development efforts including the Campbellsport Area Chamber of Commerce, the Fond du Lac County Economic Development Corporation, the Wisconsin Department of Commerce, the Wisconsin Small Business Development Center, Forward Wisconsin, and more.

## Intergovernmental Cooperation

- ❖ The Village of Campbellsport has demonstrated its commitment to intergovernmental cooperation by providing services to the Towns of Ashford, Auburn, Eden and Osceola and the Village of Eden.
- ❖ The potential impact of planned and future growth and development in the Campbellsport area should be discussed with the Campbellsport Area School District.
- ❖ The Village should continue to work with the Fond du Lac County Economic Development Corporation in promoting economic development in the Campbellsport area.
- ❖ The Village of Campbellsport should initiate discussions with the Towns of Ashford and Auburn on boundary agreements and extraterritorial zoning.

## Goals, Objectives and Policies

In this section, the goals, objectives, and policies for each of the Comprehensive Plan's nine major elements are presented. Definitions for goals, objective and policies are given below.

**Goal:** An **ideal future condition** to which the community aspires. It is usually expressed in general terms and is not quantifiable.

**Objective:** An **intermediate step** toward attaining a goal that is measurable and attainable.

**Policies: Principles of land use design and management of development** derived from the goals and aimed specifically at what the Village of Campbellsport can do to attain the goals. Policies typically use "shall" and "should" in describing actions and are often expressed as specific standards.

Goals, objectives, and policies are intended to serve as guides for preparing and implementing the recommendations presented in the nine elements of the Comprehensive Plan.

The development of goals, objectives, and policies is a key element of the comprehensive community planning process. The goals and objectives are intended to express the basic values, desires and needs of the community with respect to physical development and redevelopment. Further, they contribute to the successful implementation of the Plan after it is adopted by providing guidelines for reviewing new development proposals. Essentially, they define the village's vision for the future and provide guidance for realizing that vision. The policies give community leaders specific direction on guiding, encouraging and regulating development.

## Agricultural, Natural, and Cultural Resources

### Goal

To conserve, protect, and improve the agricultural, natural, and cultural resources of the Village of Campbellsport and the surrounding area.

### Objectives

1. Ensure that the environmental and aesthetic qualities of the community are considered when planning for future development.
2. Protect environmentally sensitive areas such as floodplains, drainageways, wetlands, and wooded areas from urban development.
3. Develop and adopt a stormwater management plan.
4. Mapping of environmentally sensitive areas and wildlife habitat areas should be consulted during the review of proposed developments.
5. Be actively involved in maintaining the attainment designation for air quality.
6. Be proactive in the preservation and restoration of historically significant structures and buildings.
7. Develop a site plan review process to help maintain and improve the visual quality and physical design of the Village of Campbellsport.

### Policies

1. The Village of Campbellsport shall use zoning and shoreland-wetland ordinances to protect environmentally sensitive areas from urban development.
2. The Village of Campbellsport shall use the Site Plan Review Process to review all multi-family residential, commercial, and industrial developments.

## Transportation

### Goal

To achieve a safe, efficient, and environmentally sound transportation system that provides personal mobility to all segments of the population, and supports the economy of the Village of Campbellsport.

### Objectives

1. Develop an annual capital improvements program with a five-year time horizon that is integrated with the other elements of the Village's Comprehensive Plan.

2. Consider adopting an Official Map Ordinance to reserve adequate right-of-way for future constructed or reconstructed streets and pedestrian and biking trails.
3. Continue to use the PASER program to help prioritize needed street improvements.
4. Provide adequate accessibility for local industries to major arterials entering and leaving the Village.
5. Provide a transportation system that allows for safe and efficient movement of motor vehicle, bicycle, and pedestrian traffic within the community.
6. Encourage the development of a trails system that pedestrians and bicyclists can use to travel to all parts of the village and to connect with regional trails.
7. Monitor the need to provide transportation for the elderly and disabled residents of the Village of Campbellsport.
8. Coordinate transportation improvements with the Towns of Ashford and Auburn, Fond du Lac County, and the Wisconsin Department of Transportation.
9. Minimize the impact of new transportation improvements on existing development and the community's natural resources.
10. Review existing Village ordinances and standards as needed to implement the recommendations of this plan.

### **Policies**

1. The Village of Campbellsport shall review, revise and adopt a five-year transportation improvement program that is consistent with this Plan.
2. The Village should use official mapping to preserve the right-of-ways for planned additions to its street system.
3. The Village shall continue implementing and enforcing its sidewalk improvement program and policy.
4. The Village shall communicate annually with the Towns of Ashford and Auburn, Fond du Lac County, and the Wisconsin Department of Transportation on transportation issues.

## **Housing**

### **Goal**

To preserve and enhance the quality of existing residential neighborhoods and encourage the provision of an adequate supply and choice of housing for all residents.

### **Objectives**

1. Protect existing residential neighborhoods from intrusion by incompatible or undesirable land use activities.
2. Provide decent, safe, and sanitary housing for elderly, handicapped, and low to moderate-income residents of the community.
3. Promote the rehabilitation of substandard housing in the community in order to provide a decent and safe living environment for all residents.
4. Encourage future residential development in areas that can be served efficiently and economically with public utilities and community facilities and services.

### **Policies**

1. The Village of Campbellsport shall use the zoning ordinance to maintain the character of existing residential neighborhoods and allow an adequate supply of land for new residential developments.
2. The Village of Campbellsport shall continue to use effective building and housing codes to maintain and ensure the quality and safety of existing and new housing units.
3. The Village should cooperate with the private sector in the development of federal and state subsidized housing to meet community needs.

## **Utilities and Community Facilities**

### **Goals**

1. To provide utilities and community facilities and services in a manner that will promote efficient and orderly growth, and make Campbellsport a more attractive community in which to live and work.
2. To ensure adequate open space and recreation facilities are provided for, and are accessible to, all village residents.

### **Objectives**

1. Provide a full range of governmental and social services to the citizens of the community.
2. Provide water, sanitary sewer, and storm sewer facilities to existing and future development in the Village of Campbellsport.
3. Promote the fair and equitable distribution of benefits and costs for future public utility extensions.
4. Consider developing an annual capital improvements program with a five-year time horizon as a guide to providing needed community facilities and expanding public utilities.
5. Provide adequate police and fire protection to all areas of the community.

6. Provide parks, open space and recreational facilities to serve all existing and future residential areas.
7. Pursue a variety of development opportunities (residential, industrial, commercial) to broaden the community's tax base in order to off-set the forecasted reductions related to school enrollment and state provided aid needed for school programming.
8. Review existing Village ordinances and standards as needed to implement the recommendations of this plan.

### **Policies**

1. The Village should use a capital improvements program to maintain, and when necessary, expand the Village's public utility systems and other community facilities.
2. The Village shall require land developers to pay all improvement costs associated with the development of new subdivisions.
3. The Village shall require developers to dedicate land or pay a fee-in-lieu sufficient to provide residents of the community with ample parks and recreation facilities.

## **Economic Development**

### **Goal**

Encourage the development of a diversified economic base for Campbellsport in a manner that will maintain a quality living environment.

### **Objectives**

1. Work with the Fond du Lac County Economic Development Corporation in reviewing the strategies from the NEW Economic Opportunity Study and developing strategies for economic growth in the village.
2. Support the Campbellsport Area Chamber of Commerce and the Campbellsport Assisting Business Project.
3. Work with the private sector to develop a new industrial area in the village.
4. Encourage economic development in areas that are compatible with adjacent land uses.
5. Maintain and improve the appearance and quality of existing businesses in the community.

### **Policies**

1. The Village of Campbellsport should ensure that an adequate supply of land is zoned for commercial and industrial uses.

## Intergovernmental Cooperation

### Goal

To promote the provision of governmental services in a cooperative, efficient, environmentally sound and socially responsible manner.

### Objectives

1. Continue to provide fire department and ambulance/first responder services to the Towns of Ashford, Auburn, Eden and Osceola and the Village of Eden.
2. Meet annually with the Campbellsport Area School District to discuss mutual issues and opportunities
3. Review as part of the Village's annual budgeting process the opportunities to provide efficient and economical public facilities and services through cooperation with other units of government.
4. Coordinate the implementation of the Village's Comprehensive Plan with the Towns of Ashford and Auburn and Fond du Lac County.
5. Review existing Village ordinances and standards as needed to implement the recommendations of this plan.

### Policy

The Village of Campbellsport shall continue to encourage involvement with the Towns of Ashford and Auburn and Fond du Lac County in order to minimize land use and policy conflicts, and to achieve economies of scale.

# Plan Implementation

## Introduction

The most important action needed for the implementation of the Comprehensive Plan was taken by the Village of Campbellsport when they adopted the Comprehensive Plan by ordinance on March 20, 2006.

A key difference between the old style of comprehensive plans and the comprehensive plan prepared to comply with chapter 66.1001 of the Wisconsin State Statutes is the fact that the municipality's governing body adopts a 66.1001 comprehensive plan by ordinance instead of by resolution. This means that decisions affecting the development of land in the Village of Campbellsport must be consistent with the Village's adopted comprehensive plan.

The Comprehensive Plan is intended to guide all decisions related to community development in the Village of Campbellsport. All public and private sector community development related decisions should be made in the context of the Comprehensive Plan's goals, objectives, policies and recommendations.

Specifically, the Comprehensive Plan should be used as a guide when site plans are reviewed, the rezoning of land is proposed, conditional use requests are considered, subdivision plats are reviewed and public utility improvements or extensions are proposed. The Comprehensive Plan should be used to evaluate the impact of proposed development projects on existing land uses, transportation system facilities, utility systems, park and recreation facilities and other municipal services and facilities prior to issuing permits to, for example, commence construction, divide land, and occupy buildings.

## Integration and Consistency

During the planning process, care was taken to ensure integration of, and consistency between, the goals, objectives, policies, and recommendations contained in each element of the Comprehensive Plan. The Village of Campbellsport Planning Commission will be responsible for comparing proposals for development that come before it with each element of the Comprehensive Plan. If the review of the development proposal uncovers inconsistencies between the elements, the Planning Commission should consider how the inconsistencies may be resolved.

Of particular importance is consistency between the Future Land Use Plan (see Map 1) and the Zoning Map (see Map 2). Because zoning reflects the current situation and a future land use plan reflects where the land use is expected to change, the two maps at the time of the adoption of the Comprehensive Plan will not be consistent. The two maps were analyzed, and the areas where there are inconsistencies are described below. These are the areas where the Village of Campbellsport should consider amending either the Zoning Map or the Future Land Use Plan.

**Comparison of Current Zoning and Future Land Use Plan**

<b>Area</b>	<b>Current Zoning</b>	<b>Future Land Use Plan</b>
East of CTH "W" and north of Sheboygan St.	RS Single-Family Residential	Commercial
East of Barton Road and south of Sheboygan St.	I Industrial	Residential- Multi-Family
Northeast of CN Railroad (abandoned)	RS Single-Family Residential	Commercial
East of Fond du Lac Road and south of Sheboygan St.	RM Multi Family Residential	Commercial
West of Fond du Lac Rd. and north of Meyer St.	RM Multi Family Residential	Commercial
East of S. Helena St. and north of Mill St.	RM Multi Family Residential	Commercial
West of Cassel St. and south of Main St.	RS Single-Family Residential	Commercial
East of Barton Road and north of Precision St.	I Industrial	Residential- Single Family
East of Barton Road and north of Main St.	RS Single-Family Residential	Commercial
East of Fond du Lac Road and south of Mill St.	RM Multi Family Residential	Commercial

Source: Martenson & Eisele, Inc.

Because the Village of Campbellsport Zoning Ordinance allows residential dwellings in the Commercial zoning district as a Special Exception Use, areas in the village where the existing land use is residential in an area zoned Commercial do not have to be considered for an amendment. In addition, no amendments are recommended for areas currently zoned Agricultural as the district is viewed as a "holding" district for a more intensive use in the future.

**Ordinances**

The State of Wisconsin’s comprehensive planning legislation requires that a municipality’s comprehensive plan be consistent with the municipality’s zoning ordinance and map, subdivision ordinance, and official map. It is recommended that the zoning ordinance be reviewed to determine where changes may be needed to implement the recommendations of this plan. The Village is currently working on a subdivision ordinance and a park impact fee ordinance. The Village should also consider creating and adopting an official map ordinance.

**Measurement of Progress**

The Village of Campbellsport Planning Commission will provide a written report to the Village Board on an annual basis on the progress made in implementing the programs and actions described in the Implementation Element of the Comprehensive Plan.

**Plan Update Process**

Because the environment in which the Comprehensive Plan is to be implemented is dynamic, it is expected that amendments to the Comprehensive Plan will be needed to address changing conditions and attitudes. For example, a development proposal for a specific property in the Village of Campbellsport may come before the Planning Commission that is inconsistent with the land use shown on the Future Land Use Plan. If the Planning Commission determines that the land use shown in the development proposal is appropriate, an amendment to the text and the maps of the Comprehensive Plan will be needed to ensure consistency. The process for amending the comprehensive plan is the same as that originally used for the adoption of the Comprehensive Plan. The Planning Commission will make a recommendation to the Village Board on the amendment. The Village Board will need to hold a public hearing on the

recommended amendment, and adopt the amendment to the ordinance established with the adoption of the original plan.

A rezoning request should be reviewed by the Village of Campbellsport to determine if it is **consistent or inconsistent** with the Future Land Use Plan in the Comprehensive Plan. If the rezoning is **consistent**, an application to rezone the property can be submitted to the Village and acted on by the Plan Commission and the Village Board. If the rezoning is **inconsistent**, the Village should offer the following options to the property owner:

**Option 1 - Do Nothing**

Based on the rezoning being inconsistent with the Future Land Use Plan, the property owner may decide not to submit a rezoning application.

**Option 2 - Amend, then Rezone**

The property owner could submit an application to amend the Future Land Use Plan so it would be consistent with the zoning district being requested in the rezoning. The amendment process would require a public hearing before the Plan Commission or Village Board. The comments made at the public hearing would give the property owner the information needed to determine whether or not to pursue the rezoning. If the comments received at the public hearing are supportive of the rezoning, the property owner would probably want to pursue the amendment of the Future Land Use Plan and the rezoning. If the comments are not supportive, the property owner may decide not to submit the rezoning application.

If the property owner decides to pursue the rezoning after the public hearing for the amendment, the applications for the amendment and the rezoning, and the public hearing for the rezoning, should be on the same Plan Commission meeting agenda. The Plan Commission would take action on recommendations to the Village Board for both applications.

*This option will take more time than **Option 3**, but the cost of the rezoning would only be incurred if the property owner decides to go ahead with the request for the rezoning after hearing the comments made at the public hearing.*

**Option 3 - Rezone and Amend**

The property owner could simultaneously submit a rezoning request and a request to amend the Future Land Use Plan. The public hearings for the rezoning and the amendment would be held by the Plan Commission at the same meeting. The Plan Commission would take action on a recommendation on the applications at the same meeting at which the public hearings are held, or it could take action at a later meeting.

*This option will take less time than **Option 2** but the costs of both the rezoning and the amendment would be paid at the same time.*

The Class 1 notice for a public hearing on amending the Comprehensive Plan must be published at least thirty (30) days prior to the hearing. We recommend that the Village of Campbellsport take action to adopt a fee for a Comprehensive Plan amendment. The costs involved with the public hearing can be recovered through the fee that would be paid by the property owner.

## Programs and Actions

To assist the Village of Campbellsport in implementing the Comprehensive Plan, the objectives and the policies were reviewed to determine the following:

**What** is the program or action? The objectives from the Comprehensive Plan formed the basis for the programs and actions.

**Who** is responsible for developing the program or taking the action needed to implement the objectives? In some cases, it may be an individual who is responsible for the program or action. In other cases, it may be a joint effort between several different public sector organizations or between the public and private sectors. The list includes but is not limited to the Village Board, the Plan Commission, Village Departments, and Department Heads.

**When** should the program be started or action taken? Some programs and actions can be completed within a specific time period. For these programs and actions, a year is shown, or if a multi-year project, several years are shown. Other programs and actions must be addressed on a continuous or periodic basis. The "When" for these programs and actions is shown as ongoing.

On the following pages are the What, the Who, and the When for each of the elements of the Comprehensive Plan. The Village of Campbellsport has had some discussions on the need for a village administrator sometime in the future. If the Village would pursue this direction, the "Who" in implementing the plan's element may change.

## Agricultural, Natural, and Cultural Resources

<b>What</b>	<b>Who</b>	<b>When</b>
Ensure that the environmental and aesthetic qualities of the community are considered when planning for future development.	Plan Commission and Village Board	Ongoing
Protect environmentally sensitive areas such as floodplains, drainageways, wetlands, and wooded areas from urban development.	Plan Commission and Village Board	Ongoing
Develop and adopt a stormwater management plan.	Department of Public Works and Village Board	2006
Mapping of environmentally sensitive areas and wildlife habitat areas should be consulted during the review of proposed developments.	Plan Commission and Village Board	Ongoing
Be actively involved in maintaining the attainment designation for air quality.	Village Board	Ongoing
Be proactive in the preservation and restoration of historically significant structures and buildings.	Plan Commission and Village Board	Ongoing
Develop a site plan review process to help maintain and improve the visual quality and physical design of the Village of Campbellsport.	Plan Commission and Village Board	2006

## Transportation

<b>What</b>	<b>Who</b>	<b>When</b>
Develop an annual capital improvements program with a five-year time horizon that is integrated with the other elements of the Village's Comprehensive Plan.	Department of Public Works and Village Board	Annually
Consider adopting an Official Map Ordinance to reserve adequate right-of-way for future constructed or reconstructed streets and pedestrian and biking trails.	Plan Commission and Village Board	2006
Continue to use the PASER program to help prioritize needed street improvements.	Department of Public Works and Village Board	Annually
Provide adequate accessibility for local industries to major arterials entering and leaving the village.	Plan Commission and Village Board	Ongoing
Provide a transportation system that allows for safe and efficient movement of motor vehicle, bicycle, and pedestrian traffic within the community.	Plan Commission and Village Board	Ongoing
Encourage the development of a trails system that pedestrians and bicyclists can use to travel to all parts of the village and to connect to regional trails.	Plan Commission and Village Board	Ongoing
Monitor the need to provide transportation for the elderly and disabled residents of the Village of Campbellsport.	Village Board	Ongoing
Coordinate transportation improvements with the Towns of Ashford and Auburn, Fond du Lac County, and the Wisconsin Department of Transportation.	Department of Public Works and Village Board	Ongoing
Minimize the impact of new transportation improvements on existing development and the community's natural resources.	Department of Public Works and Village Board	Ongoing
Review existing Village ordinances and standards as needed to implement the recommendations of this plan.	Plan Commission and Village Board	2006

## Housing

<b>What</b>	<b>Who</b>	<b>When</b>
Protect existing residential neighborhoods from intrusion by incompatible or undesirable land use activities.	Plan Commission and Village Board	Ongoing
Provide decent, safe, and sanitary housing for elderly, handicapped, and low to moderate-income residents of the community.	Plan Commission and Village Board	Ongoing
Promote the rehabilitation of substandard housing in the community in order to provide a decent and safe living environment for all residents.	Plan Commission and Village Board	Ongoing
Encourage future residential development in areas that can be served efficiently and economically with public utilities and community facilities and services.	Plan Commission and Village Board	Ongoing

## Utilities and Community Facilities

<b>What</b>	<b>Who</b>	<b>When</b>
Provide a full range of governmental and social services to the citizens of the community.	Village Board	Ongoing
Provide water, sanitary sewer, and storm sewer facilities to existing and future development in the Village of Campbellsport.	Department of Public Works and Village Board	Ongoing
Promote the fair and equitable distribution of benefits and costs for future public utility extensions.	Village Board	Ongoing
Consider developing an annual capital improvements program with a five-year time horizon as a guide to providing needed community facilities and expanding public utilities.	Department of Public Works and Village Board	Annually
Provide adequate police and fire protection to all areas of the community.	Village Board, Police Department, and Fire/Ambulance Department	Ongoing
Provide parks, open space and recreational facilities to serve all existing and future residential areas.	Village Board	Ongoing
Pursue a variety of development opportunities (residential, industrial, commercial) to broaden the community's tax base in order to off-set the forecasted reductions related to school enrollment and state provided aid needed for school programming.	Campbellsport Area Chamber of Commerce, Campbellsport Area School District, and Village Board	Ongoing

## Economic Development

<b>What</b>	<b>Who</b>	<b>When</b>
Work with the Fond du Lac County Economic Development Corporation in reviewing the strategies from the NEW Economic Opportunity Study and developing strategies for economic growth in the village..	Campbellsport Area Chamber of Commerce and Village Board	Ongoing
Support the Campbellsport Area Chamber of Commerce and the Campbellsport Assisting Business Project.	Village Board	Ongoing
Work with the private sector to develop a new industrial area in the village.	Campbellsport Area Chamber of Commerce and Village Board	Ongoing
Encourage economic development in areas that are compatible with adjacent land uses.	Campbellsport Area Chamber of Commerce, Plan Commission, and Village Board	Ongoing
Maintain and improve the appearance and quality of existing businesses in the community.	Campbellsport Area Chamber of Commerce, Plan Commission, and Village Board	Ongoing

## Land Use

<b>What</b>	<b>Who</b>	<b>When</b>
<b><i>From the Agricultural, Natural, and Cultural Resources Element</i></b>		
Ensure that the environmental and aesthetic qualities of the community are considered when planning for future development.	Plan Commission and Village Board	Ongoing
Protect environmentally sensitive areas such as floodplains, drainageways, wetlands, and wooded areas from urban development.	Plan Commission and Village Board	Ongoing
Mapping of environmentally sensitive areas and wildlife habitat areas should be consulted during the review of proposed developments.	Plan Commission and Village Board	Ongoing
Develop a site plan review process to help maintain and improve the visual quality and physical design of the Village of Campbellsport.	Plan Commission and Village Board	2006
<b><i>From the Transportation Element</i></b>		
Provide adequate accessibility for local industries to major arterials entering and leaving the Village.	Plan Commission and Village Board	Ongoing
Provide a transportation system that allows for safe and efficient movement of motor vehicle, bicycle, and pedestrian traffic within the community.	Plan Commission and Village Board	Ongoing
Encourage the development of a trails system that pedestrians and bicyclists can use to travel to all parts of the village.	Plan Commission and Village Board	Ongoing
Coordinate transportation improvements with the Towns of Ashford and Auburn, Fond du Lac County, and the Wisconsin Department of Transportation.	Department of Public Works and Village Board	Ongoing
Minimize the impact of new transportation improvements on existing development and the community's natural resources.	Department of Public Works and Village Board	Ongoing
<b><i>From the Housing Element</i></b>		
Protect existing residential neighborhoods from intrusion by incompatible or undesirable land use activities.	Plan Commission and Village Board	Ongoing
Encourage future residential development in areas that can be served efficiently and economically with public utilities and community facilities and services.	Plan Commission and Village Board	Ongoing
<b><i>From the Utilities and Community Facilities Element</i></b>		
Provide water, sanitary sewer, and storm sewer facilities to existing and future development in the Village of Campbellsport.	Department of Public Works and Village Board	Ongoing
Provide parks, open space and recreational facilities to serve all existing and future residential areas.	Department of Public Works	Ongoing
<b><i>From the Economic Development Element</i></b>		
Work with the private sector to develop a new industrial area in the village.	Campbellsport Area Chamber of Commerce and Village Board	Ongoing
Encourage economic development in areas that are compatible with adjacent land uses.	Campbellsport Area Chamber of Commerce, Plan Commission, and Village Board	Ongoing
<b><i>From the Land Use Element</i></b>		
Work with the leaders of the St. Joseph Convent on future development on and adjacent to the convent property.	Plan Commission and Village Board	Annually
Pursue the development of a new industrial area.	Plan Commission and Village Board	Ongoing
Review existing Village ordinances and standards as needed to implement the recommendations of this plan.	Plan Commission and Village Board	Ongoing

## Intergovernmental Cooperation

<b>What</b>	<b>Who</b>	<b>When</b>
Continue to provide fire department and ambulance/first responder services to the Towns of Ashford, Auburn, Eden and Osceola and the Village of Eden.	Fire Department, Ambulance Department, and Village Board	Ongoing
Meet annually with the Campbellsport Area School District to discuss mutual issues and opportunities	Village Board	Annually
Review as part of the Village's annual budgeting process the opportunities to provide efficient and economical public facilities and services through cooperation with other units of government.	Village Board	Annually
Coordinate the implementation of the Village's Comprehensive Plan with the Towns of Ashford and Auburn and Fond du Lac County.	Plan Commission and Village Board	Ongoing

# Public Participation

## Public Participation Plan

### Village of Campbellsport Comprehensive Plan

### Adopted Unanimously October 11, 2004

### Resolution #542

Wisconsin's Comprehensive Planning law requires public participation throughout the comprehensive planning process. Specifically, Wisconsin Statutes 66.1001(4)(a) states:

"The governing body of a local government shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. The written procedures shall provide for a wide distribution of proposed, alternative, or amended elements of a comprehensive plan and shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments."

The Village of Campbellsport will utilize a variety of methods to involve citizens at differing levels – from passive to active – developed by the Citizen Participation Team from the Community, Natural Resource and Economic Development Program Area at the University of Wisconsin-Extension.

**Public awareness** of the comprehensive planning process and opportunities to participate in the process will be generated through the use of news releases and mass media.

**Public education** will provide citizens with balanced and objective information to assist them in understanding issues and alternatives for addressing them. Public meetings will be held as one approach to providing education.

**Public input** is an important part of participatory efforts. Feedback at public meetings will be critical in assessing needs and providing input on alternatives developed to address them.

**Public interaction** provides a higher level of participation. Through a community visioning process, public concerns and issues will be directly reflected in the alternatives developed to address them, and feedback will be given on how the input affected decision-making.

The Village of Campbellsport has designated the Plan Commission to lead the comprehensive planning effort and public involvement in it. The following activities have been developed to encourage public participation. It is possible additional opportunities for public participation may be identified and made available during the planning process.

## Survey of Village Residents

A random sample survey of the residents of the Village of Campbellsport will be conducted to gain their input on the issues and opportunities that should be addressed by the comprehensive planning process. A survey will be developed that is tailored to the community to ensure that the right questions are asked to generate the information that will be useful in the planning process. The results will be analyzed and presented in a written report and a PowerPoint presentation.

## Visioning Workshop

The Plan Commission will hold a visioning workshop at which a broad-based group of residents of the Village of Campbellsport will create a vision for the future of the village. In a facilitated four-hour session, the group will be asked what they want to preserve, change, or create in the Village of Campbellsport. The answers to the three questions will provide the group with the background information needed to draft a vision statement for the Village of Campbellsport.

## Village of Campbellsport Web Site

A comprehensive plan section will be added to the Village of Campbellsport's web site that will provide information on the status of the planning process. Drafts of completed elements will be made available on the site for residents to read. An email link will be provided for residents to submit their comments to the Plan Commission. Dates of the Plan Commission meetings will be posted on the web site.

## Village of Campbellsport Newsletter

The Village of Campbellsport will include information on the status of the comprehensive planning process in the Village's quarterly newsletter.

## Public Relations Program

Representatives from the Village of Campbellsport will meet with the staff of local newspapers on a regular basis to update them on the status of the comprehensive planning process. Representatives from the Village of Campbellsport will also make themselves available for presentations to local civic organizations over the course of the planning process to gain their feedback on the analysis and recommendations in the comprehensive plan.

## Public Comment at Meetings

The meetings of the Plan Commission will be open to the residents of the Village of Campbellsport and duly posted pursuant to Wisconsin State Statutes 985.02(2). Time will be set aside at each of the meetings to allow for public comment on the topic being discussed with the Plan Commission at that meeting. Residents and other interested individuals may present comments verbally or in writing. Copies of the material being presented to the Plan Commission

will be available at the Village Hall for residents to read and review prior to the meeting. In addition, the materials will also be available for viewing and downloading on the Village of Campbellsport's web site.

## Public Informational Meeting

Upon completion of the Recommended Comprehensive Plan, the Plan Commission shall hold a public information meeting on the plan. It will be an informal occasion during which the public can ask questions and discuss the plan. In order to encourage attendance and provide people with an opportunity to attend, the public informational meeting will run from mid-day through the evening.

## Public Hearing – Village Board Adoption of the Plan by Ordinance

After the Plan Commission has made their recommendation to the Village Board for adoption of the comprehensive plan by ordinance, the Village Board shall hold a public hearing on the final comprehensive plan. The date and time of the hearing will be published as a class 1 notice thirty days in advance of the meeting pursuant to State Statutes 985.02(1). It will also note where a copy of the comprehensive plan may be viewed prior to the hearing, how a copy may be obtained, and who may be contacted for additional information on the plan. Residents and other interested individuals may present comments verbally or in writing. After the public hearing is completed, the Village Board will take action on adopting the comprehensive plan by ordinance. Future amendments to the Village of Campbellsport Comprehensive Plan will follow the same procedure.

## Plan Distribution

In accordance with State Statute 66.1001(4), one copy of the adopted plan (or future amendments to the plan) shall be sent to the following:

1. Every governmental body that is located in whole or in part within the boundaries of the Village of Campbellsport.
2. The clerk of every governmental unit that is adjacent to the Village of Campbellsport.
3. The Wisconsin Land Council.
4. The Wisconsin Department of Administration.
5. The East Central Wisconsin Regional Planning Commission.
6. The Village of Campbellsport Public Library.

The public participation activities in the Village of Campbellsport Public Participation Plan are summarized in the following table:

<b>Method</b>	<b>Public Awareness</b>	<b>Public Education</b>	<b>Public Input</b>	<b>Public Interaction</b>
<b>Visioning Workshop</b>	-	-	High	High
<b>Community Survey</b>	High	-	High	-
<b>Issues and Opportunities Workshop</b>	High	High	High	High
<b>Village of Campbellsport Web Site</b>	Moderate	High	Possible	-
<b>Village of Campbellsport Newsletter</b>	Moderate	High	Possible	-
<b>Public Relations Program</b>	Moderate	High	-	-
<b>Public Comments at Meetings</b>	-	Moderate	High	Moderate
<b>Public Hearings</b>	-	Moderate	High	-

The table was based on a similar table developed by the Citizen Participation Team, Community, Natural Resource and Economic Development Program Area of the University of Wisconsin-Extension.

## **Public Hearing**

The Village Board held a public hearing on March 20, 2006. No one appeared at the public hearing to speak in favor or opposition to the Comprehensive Plan.

# Issues and Opportunities

## Community History

The village's early roots were established in 1845 along the main branch of the Milwaukee River in the Town of Auburn. One year later, the village officially proclaimed itself Crouchville after a local millpond proprietor named Ludlin Crouch. The village was re-named New Cassel a decade later when a mass influx of settlers from Cassel, Germany inhabited the area.

However, by 1872 the Chicago & Northwestern Railroad Company (formerly Air Line railway) was in the process of expanding its transportation line and altering the local landscape. In fact, local farmer Stuart Campbell owned the land where construction activities were taking place in the Town of Ashford. In 1873, the strategically placed new village was given its current title of Campbellsport.

Some of the more notable community establishments, events, and their dates follow:

- ❖ St. Joseph Convent established (1874)
- ❖ Campbellsport Volunteer Fire Department established (1904)
- ❖ Village's first water tower constructed (1935)
- ❖ Municipal building constructed (1953)
- ❖ Campbellsport Area Industrial Park Corporation established (1955)
- ❖ Campbellsport Area Jaycees dedicate Ron Rohlinger Field (1981)
- ❖ Campbellsport Medical Center and new post office constructed (1982)
- ❖ Wastewater Treatment Plant begins operating (1990)
- ❖ Columbus Parc developed (1991)
- ❖ Columbus Parc concession stand constructed (1992-1993)
- ❖ New Firehouse constructed (1993)
- ❖ New Public Library constructed (1997)

More information on these and other events and people in Campbellsport's history can be viewed at the following web address:

[www.campbellsport.org/historyhtml.htm](http://www.campbellsport.org/historyhtml.htm)

## Community Survey

An eight-page survey was mailed out to 750 residences in the Village of Campbellsport in November 2004. Three hundred surveys were returned for a solid 40% response rate. A summary of the results begins below.

### ❖ Issues and Opportunities

Nearly 60% of the residents who responded to the survey rate the quality of life in the Village of Campbellsport as very good or excellent, with an additional 38% indicating it is good. Fifty-one percent of the respondents expect the quality of life to stay the same in the next five years, while 23.7% feel it will improve. Seventeen percent of the respondents feel the quality of life will worsen.

Additionally, the respondents were asked what they like most about living in the village and to select as many variables that applied. Almost 80% indicated the safety and low crime in the community. Approximately 70% like the quietness, while nearly two-thirds enjoy the friendly people most. Over one-half of the respondents selected the nearness of family and/or friends and almost one-half like the parks and natural areas of Campbellsport most. The two variables selected least by participants were shopping (5.7%) and the level of property taxes (16.7%).

Community members were also asked to rate different factors that might be a serious threat, a minor threat, or no threat to the quality of life in Campbellsport. Fifty-one percent of the respondents feel that the most serious threat in the community is property taxes. Conversely, retail development (64.7%), industrial development (58%), and traffic (38.3%) were viewed as no threat to the quality of life in Campbellsport. Crime (41.3%), the loss of open space (37.3%), and residential development (36.3%) were rated as minor threats.

Finally, participants were asked what aspects of life in the village need a lot of improvement, a little improvement, or no improvement. Job opportunities were identified by 53% of the respondents as the aspect most in need of improvement. Aspects ranked second and third were the downtown business area (34.0%) and the industrial park (29.3%) respectively. Fire protection (76.0%), police service (59.7%), and public schools (51.0%) were the top three aspects that the respondents indicated did not need any improvement.

### ❖ Planning for Growth

In planning for growth, it is helpful for the residents to develop a vision of what they want their community to look like. Similarly, an understanding of what specific types of growth the residents would like to see occur is needed as well. Forty-three percent of respondents see Campbellsport as a community that should add a few quality of life services and add some growth.

The specific types of growth receiving the strongest support include new retail shopping in Campbellsport (78.7% strongly and somewhat support), more businesses in the industrial park (75.0%), and more housing options for seniors (74.0%). No specific type of growth was opposed somewhat or strongly by a majority of the respondents. The closest any type came was more housing options for low and moderate income families with 46.6%. Expanding existing streets (39.7%) and new residential developments that include apartments and homes (39.4%) ranked second and third respectively.

The residents were also asked which of three statements best described their point of view. A majority of the respondents (68.3%) felt that, *"It is possible to encourage growth and maintain the quality of life we enjoy in Campbellsport."* The statement, *"We must severely limit growth to preserve the qualities that make Campbellsport special"* best described the point of view for 23.7% of the respondents. The approximate 8% remaining had no opinion one way or another.

### ❖ **Housing**

Respondents appear to be generally satisfied with the existing housing stock in Campbellsport. The residents were asked to rate the supply of housing and almost 60% of the participants stated that Campbellsport does not need any more multi-family apartments (3 or more units). This was the only category to score a majority. Another 45% felt the community does not need any more multi-family condominiums (3 or more units) either. However, nearly 42% of participants feel that a little more senior housing designed for assisted living is needed. Respondents were indecisive when rating duplexes (2 family).

Regarding single-family housing, 49.0% of respondents felt that a little more medium (1,300-2,200 sq. ft) single-family homes are needed, while 40% feel that no more large (>2,200 sq. ft.) single-family homes are needed. Participants did not decisively rate small (<1,300 sq. ft.) single-family homes.

The survey also queried individuals on their opinion regarding new neighborhood design. A majority of respondents (approximately 60%) feel that *"We should plan new neighborhoods with larger lots, no sidewalks, and parks that serve several neighborhoods."* Thirty percent felt, *"We should plan new neighborhoods with smaller lots, sidewalks, and playgrounds within walking distance"* best summarized their opinion.

### ❖ **Transportation**

After reviewing the surveys collected, a majority of the participants appear to be satisfied with the road network in Campbellsport. In fact, 56% of the respondents feel that no improvement is needed to State Highway 67 entering Campbellsport. Likewise, 53.7% feel that no improvement is needed on Main Street either. Furthermore, fewer than 9% of the community members feel neighborhood streets need a lot of improvement.

The participants had a divided opinion with regards to the transportation services provided to those who cannot drive. Almost 30% of the respondents felt those services needed a lot of improvement, another approximately 30% felt it needed a little improvement, and nearly 20% see the services needing no improvement entirely. The community members seem to have a more decisive and positive opinion with the community walking and biking trails. Seventy-one percent feel little or no improvement (37.0% and 34.0% respectively) is needed to the recreational trails.

### ❖ **Natural Resources**

Overall, village members have a very favorable opinion of the community's natural resources. The respondents rated the air and water quality in the Village of Campbellsport as excellent (23.0%) or good (60.3%), while 14.7% percent rated it as fair. Only 8% rate the quality of the air and water in the village as poor. However, caution should be noted when reviewing these responses/percentages. The intent of the question was to gather an opinion related to the various streams, rivers, etc. local participants' access for recreational activities (e.g. swimming

and/or fishing). Instead, the question's ambiguous language appears to be asking respondent's opinion regarding the community's potable water. In fact, over twenty of the surveys have hand-written comments on them stating that the air quality was good, but the water "tastes terrible".

Community members were also asked what their level of satisfaction is with ten different aspects related to environmental quality. Respondents were either very satisfied or satisfied in all ten aspects by two-thirds or more percent. Participants appear to be most satisfied with the air quality (95% very satisfied and satisfied), public landscaping (87.7%), and signage control (85.7%). Also scoring highly was storm water drainage (83.3%), noise control (82.4%), and weed control (82.0%). Conversely, almost 30% of respondents were either dissatisfied or very dissatisfied with the community's water quality. Litter/junk (17.6%) and property upkeep (16.4%) were ranked second and third respectively by respondents as either being dissatisfied or very dissatisfied.

The participants were then provided with a list of potential initiatives that could be used to protect or improve the quality of the village's natural resources and instructed to circle all that applied. Almost 55% selected preserving Campbellsport's existing woodlands was an important initiative, while another nearly 50% selected preserving the river corridors. Additionally, 42% circled investing more in maintaining our existing parks and open spaces and 40.7% chose preserving wetlands as important initiative. Fewer than 10% were unsure what initiative to select and 14% felt that no action was needed because that the community's environment is fine the way it is.

The residents were also asked if they would support or oppose increases in taxes for steps to improve the natural environment. Caution was noted here, as the response to "Not sure" was higher than in other questions where that response was a choice. There was not one area that gained more than 50% of the respondent's support. The closest any area received 50% was supporting increases in taxes to maintain the existing parks and open spaces in Campbellsport (48.3%). The only area where an increase in taxes would be opposed by more than 50% of the respondents was investing more in creating new parks and open spaces (56.3%). Participants were generally indecisive with regards to all of the remaining steps that were provided.

### ❖ **Economic Development**

Participants were asked to describe the job opportunities in Campbellsport. Almost half of the survey respondents said that Campbellsport faces a serious job shortage, while 27.3% feel there is a minor job shortage. Approximately 22% of the participants had no opinion on the job situation. When asked to describe the job opportunities available in other communities around Campbellsport, nearly 23.0% feel there is currently a serious job shortage. Approximately 37% feel there is a minor job shortage, 22.3% feel there is a good supply of job opportunities, and 18.0% had no opinion on the subject.

The residents were then asked how they think Campbellsport ranks in seven services or qualities that businesses consider in deciding where to locate a facility. Safe neighborhoods (83.7%) and a good public school system (70.0%) were the only services or qualities to receive more than 50%. Providing tax incentives to businesses to locate and grow (21.7%) was the service or quality that participants felt the community was the weakest; however, 45.3% of participants had no opinion on this service as well. In fact, it should be noted that no opinion was given by 25.0% or more of the respondents in five of the qualities or services listed.

Participants were additionally asked their opinion about the downtown area in Campbellsport. Approximately 46% feel the village and the building and business owners should work together to improve the downtown. However, almost 35% feel the owners of the buildings and businesses in the downtown should be responsible for improving the appearance of the downtown. Nearly 18% believe the downtown area is okay just as it is, while only 2.7% think the village should budget funds to enhance the appearance of the downtown through streetscape and building façade improvements.

#### ❖ **Utilities and Community Facilities**

Residents were asked to grade the quality of education in the Campbellsport public school system. Thirty percent of the respondents said it is excellent, while 46.3% stated it is good. Only four respondents felt it was below average and only one said it was poor.

The residents were then given a list of sixteen utilities and community facilities and were asked what their level of satisfaction or dissatisfaction was for each. All sixteen categories scored 60% or higher when combining the very satisfied and satisfied responses. A closer examination of the results shows that approximately 97% of participants are either very satisfied or satisfied with garbage pickup and another roughly 96% are either very satisfied or satisfied with fire protection services. Ninety-two percent and ninety-one percent of participants are very satisfied or satisfied with police services and emergency medical services respectively.

The following list of seven different utilities and community facilities received 80% or higher when adding the very satisfied and satisfied answers: parks (89.6%); street maintenance (89.0%); street lighting (88.6%); sewer service (85.3%); snow removal (85.0%); library (84.4%); and landscaping along roads and streets (81.4%). The top three utilities and community facilities that scored the largest amount of dissatisfied or very dissatisfied responses were water service (19.0%), ease of bicycle travel (18.3%), and ease of pedestrian travel (14.7%). The dissatisfaction with water service was consistent with the previous portions of the survey that dealt with natural resources.

Survey results indicate that respondents appear to be pleased with the current park facilities as well. The survey listed ten options and participants were asked if the parks in Campbellsport should have more of each option. "No" was the response by a majority or more of survey takers in nine out of the ten options. The tenth and remaining option (bike paths) received more "No"(48.0%) than "Yes"(45.7%) responses as well.

The second part of this question asked only those respondents who said "Yes", to select whether or not the facility should be paid for by property taxes, user fees, or both? Forty-three percent of the "Yes" respondents believe that play equipment was the only option that should be paid for by property taxes alone. Just over 53% of "Yes" respondents believe that user fees should pay for skateboard ramps. This was the only option that received a majority. Likewise, 43.8% and 37.3% of "Yes" respondents believe that user fees should pay for more off-leash dog parks and basketball courts respectively. "Yes" respondents believe that both property taxes and user fees should finance all of the other options listed.

#### ❖ **Land Use and Implementation**

In this section of the survey, participants were asked if they strongly agreed, agreed, disagreed, strongly disagreed, or had no opinion on six statements that related to design and maintenance rules and regulations for commercial, industrial, and residential property. Participants either

strongly agreed or agreed by a majority on all six statements. Results show 74.0% of respondents either strongly agreed or agreed that Campbellsport should require the preservation and protection of historic properties. Also, almost 64% agree or strongly agree that the village should adopt property maintenance laws, while approximately 60% agree or strongly agree that housing maintenance laws should be adopted as well. Furthermore, approximately 60% of participants strongly agree or agree that Campbellsport should regulate the architecture of multi-family buildings, commercial and industrial buildings. Also, nearly 60% strongly agree or agree that the Village should regulate the height and size of commercial buildings as well.

The next question asked participants if they strongly agreed, agreed somewhat, disagreed somewhat, disagreed strongly, or had no opinion on sixteen statements. The survey takers strongly or somewhat agreed by a majority on nine statements, disagreed somewhat or strongly by a majority on three statements, and no majority was reached on the remaining four statements.

Almost 84% of the respondents strongly or somewhat agreed with the statement, *"The protection of woodlands in and around the village is important."* Just over 82% strongly or somewhat agreed with the statement, *"It is very important to attract new businesses and new jobs to this area to make our economy stronger."* Eighty-one percent of respondents strongly or somewhat agreed with the statement, *"The protection of wetlands and floodplains in and around the village is important."* Nearly 81% strongly or somewhat agreed with the statement, *"The Village should encourage retail and service oriented development"*, while 78.7% strongly or somewhat agreed *"The development of single-family housing should be encouraged by the Village."* Moreover, the majority of participants strongly or somewhat agreed with the following four statements: *"The Village should encourage industrial development"* (76.7%); *"The development of elderly housing should be encouraged by the Village"* (76.0%); *"The Village should work with the surrounding towns on providing government services more efficiently"* (75.0%); and *"New home construction and business development should be limited in order to preserve farmland surrounding Campbellsport"* (67.6%).

Conversely, there were three statements with which a majority of respondents somewhat or strongly disagreed. The first was, *"The Village should discourage further development"* (68.7%). The next statement was, *"The development of two-family housing should be encouraged by the Village"* (66.6%). The third statement a majority of respondents somewhat or strongly disagreed with was, *"The Village should provide more parks, playgrounds, and other recreation areas"* (58.4%). These results were consistent with earlier questions provided in the survey.

The four statements that participants did not reach a majority on include, *"The development of two-family housing should be encouraged by the Village"*; *"The Village should not encourage any particular type of development, but allow free market forces to determine the development pattern"*; *"The Village should encourage more tourism-type development"*; *"We need to protect the unique qualities of our community more than we need more jobs."*

#### ❖ Tell Us About Yourself

Demographics from the survey were compared with 2000 U.S. Census Data. According to the U.S. Census Bureau, almost a quarter of the village's population is under 20 years old. However, only one respondent to the survey was under 20. Therefore, the representative percentages for each respondent's age category from the 2000 Census Data was adjusted (the

population under 20 years of age was not counted) in order to compare each age category more closely to the surveyed populace.

Less than nine percent of the surveyed respondents are 20 to 29 years old and are under represented when compared to the census data (17%). Meanwhile, almost 20% of the surveyed respondents are 30 to 39 years old and are closely represented when compared to the census data (21.7%). Twenty-five percent of the participants are 40 to 49 years old and are over-represented in the survey when compared to the Census data (15.3%). Likewise, the survey over represents the 50 to 59 year old category (17.3%) when compared to the census data (10.2%). However, both the 60 to 69 and 70 to 79 year old categories are closely represented. Finally, just over 3% of the surveyed respondents are 80 or older and are under represented when compared to the census data (13.9%).

Eighty percent of the respondents live in single-family homes and are over represented in this analysis as Census data indicates fewer than 65% of Campbellsport residents live in single-family homes. Meanwhile, persons living in duplexes or apartments appear to be under-represented in the survey. Just over 31% of residents in Campbellsport live in duplexes or apartments according to the 2000 Census Data. However, only 11% of the survey takers live in duplexes or apartments.

Forty-five percent of the respondents have lived in the Village of Campbellsport for more than twenty years, while nearly 17% have lived in the village for less than five years. Just under 53% of the participants were female and just over 45% were male. Both sexes are closely represented when compared to the 2000 Census Data. Likewise, the survey respondents in all nine of the household income categories are closely represented when compared to the 2000 Census Data.

## Population Characteristics

The village's population in 2000 was 1,913, which is an increase of 13.8% since 1970 (see Table 1). Fond du Lac County as a whole increased by 15.1% during the same time period. In the last thirty years, the greatest period of village growth occurred between 1990 and 2000, when Campbellsport increased by 181 residents. In the previous decade, the village actually decreased in population from 1,740 in 1980 to 1,732 in 1990.

Table 1 also shows population changes in surrounding communities. Each community has its own unique growth pattern, with one community showing a similar one decade decline in their population (Auburn, from 1980 to 1990), and others having very small increases (Ashford, 1980-1990). The Town of Auburn had the largest one-decade percentage increase from 1970 to 1980 (44.6%). However, during the last thirty years the Village of Kewauskum grew the most of any surrounding community.

The Village of Campbellsport, Fond du Lac County, and the State of Wisconsin all experienced an increase in the diversity of race and ethnicity between 1990 and 2000 (see Table 2). Within Campbellsport, the category that increased the most was "American Indian-Alaskan Native". The "African American" population remained constant, while the "Asian or Pacific Islander" category decreased from two to zero from 1990 to 2000. Similar to 1990, no one selected the "Other Race" category in 2000. In the 2000 Census, the "Two or More Races" category was added and 14 residents selected this category.

The first step in analyzing the age distribution of a community (see Table 3) is to look at the similarities and differences in the same age group in 1990 and 2000. Campbellsport, Fond du Lac County, and Wisconsin all experienced the same decreases in the following age groups: <10 years old, 20 - 29 year olds, and 60 - 69 year olds. Conversely, increases occurred at all three levels for 10 - 19 year olds, 40 - 49 year olds, 50 - 59 year olds, and >85 year olds. The village had an increase in 30 - 39 year olds, whereas the County and State each decreased in the same category. On the other hand, the village had a decrease in the number of 70 - 79 year olds, whereas the County had an increase and the State remained the same.

The second step in analyzing the age distribution of a community is to follow an age group from 1990 to 2000. Typically there is a decrease in the 10 to 19 age group as it becomes the 20 to 29 age group. The reasons for this include moving away to college or to larger communities in Wisconsin or to other states for career opportunities. This decrease was true for Fond du Lac County and Wisconsin but not for the Village of Campbellsport. A possible explanation for this can be seen in Table 7 - Educational Attainment. Fewer residents of the village pursue educational opportunities beyond high school, compared to the county and the state. As noted earlier, the pursuit of higher education typically results in people moving away temporarily or permanently.

Also of note, within Campbellsport the 30 - 39 year olds represent the largest percentage of any of the age categories. In 1990, however, the same age group represented the third largest category. Meanwhile, the <10 year old age group represented the largest percentage in 1990, but are the fifth largest representation in 2000. The >85 year old and the 80 - 84 year old categories represent the smallest percentage of any age groups in both 1990 and 2000.

The median age of Campbellsport residents is two years older than the state's and one year older than the county's. Meanwhile, the representative percentages for each age group 60 or

older are more in Campbellsport than they are at the county and state levels. As these groups continue to age, there will be a growing need for housing, services, and facilities to meet their needs.

## Income Characteristics

Table 4 shows the percent increase in median household income from 1989 to 1999 in the Village of Campbellsport was higher than in Fond du Lac County and the State of Wisconsin. While the county has the highest median household income, the village is close in actual dollars, with only \$838 separating the two. Meanwhile, the village trailed the county with regards to percent change in median family income by 2.7%. In terms of actual dollars, however, they are lagging behind both the state and county figures.

The \$50,000 to \$74,999 household income category was the largest representative percentage for the village, county, and state in 1999 (see Table 5). This income category also experienced the largest percent increase from 1989 to 1999 in Campbellsport. Percentage-wise, Campbellsport had fewer household incomes of <\$10,000 than both the county and state. However, they trailed the county and state with regards to household incomes of \$150,000 or more on a percentage basis. Moreover, the village exceeds both the county and state representative percentages in the \$10,000 to \$14,999 and the \$25,000 to \$34,999 categories; but trail in the \$15,000 to \$24,999, \$35,000 to \$49,999, and \$75,000 to \$99,999 categories.

In 1989, the percentage of *persons* and *families* below the poverty level was lower in Campbellsport than in the county and the state (see Table 6). However, in 1999 the percentage of persons below the poverty level in Campbellsport exceeded the county rate but remained lower than the state rate. Meanwhile, the percentage of Campbellsport *families* below the poverty level remained less than the county and state levels in 1999. Moreover, the percentage of families below the poverty level decreased in Campbellsport, Fond du Lac County, and the State of Wisconsin from 1989 to 1999.

## Education Characteristics

Table 7 shows the differences in educational attainment in both 1990 and 2000 for the Village of Campbellsport, Fond du Lac County, and the State of Wisconsin for persons age 25 or older. In 1990, the village possessed a higher percentage of persons with 4 years or more of college than both the county and state. However, Campbellsport trailed both the county and state by 2000 in the same category. Similar to 1990, Campbellsport continues to have a lesser percentage of persons with 1 – 3 years of college than the county and state.

Also, in 1990 the village had a smaller percentage of persons with high school diplomas than the county and state. However, by 2000 the village exceeded the state and county percentages in the same category. Furthermore, by 2000 Campbellsport had a larger percentage of people age 25 or older with 9<sup>th</sup> –12<sup>th</sup> grade and less than 9<sup>th</sup> grade educational attainment than the county and state.

## Population and Household Projections

The process to prepare population projections begins at the national level where the population of the entire United States is projected. That total is then used to determine what portion of the projected population should be allocated to each of the fifty states. The states, in turn, allocate

the state's projected population among the counties in the state. In Wisconsin, the regional planning commissions prepare population projections for the cities, villages, and towns in each of the counties in their regions, based on the projected population for the county that has been provided by the state. The process becomes more difficult and the accuracy becomes less reliable as it moves from the macro (the entire United States) to the micro (a city, village, or town).

From 2000 to 2025 the village is projected to grow at a smaller percentage than the county and state. In fact, the Village of Oakfield is the only nearby community expected to grow at a smaller percentage than Campbellsport from 2000 to 2025. Meanwhile, the Village of Kewauskum is projected to have the largest population percent change by 2025 followed by the Town of Auburn. These projections are consistent with the recent historical trend Kewauskum and Auburn established with their unparalleled percent growth from 1970 to 2000 (see Table 1).

A key factor in planning for the future growth of a community is household projections. The projections are an important part of determining the amount of land that will be needed for future residential development. Table 9 shows while the number of households is projected to increase to accommodate the projected increase in population, the number of persons per household is expected to decrease. What this means is that more single, two-family, or multi-family housing units will be needed to accommodate the projected growth in the same period of time. The projections show a steady increase in the Village of Campbellsport ranging from 710 in 2000, to 861 households by 2025. Therefore, the village can anticipate an average of approximately 30 new households every five years by utilizing these projections.

## Findings and Recommendations

- ❖ The major findings from the *Fall 2004 Community Survey* follow:
  - ❖ The respondents were clear in stating the Village of Campbellsport is a good place to live and they expect it to continue to be in the future.
  - ❖ Challenges that need to be met are controlling property taxes and increasing job opportunities.
  - ❖ Respondents placed a strong emphasis on developing new retail opportunities in the village, expanding business endeavors in the industrial park, and offering more housing options for seniors.
  - ❖ The respondents felt it is possible to encourage growth and maintain the quality of life that is currently enjoyed in Campbellsport.
  - ❖ A majority of the respondents believe Campbellsport does not need any more multi-family apartments (3 or more units). This was the only housing category to garner a majority opinion.
  - ❖ Another area participants felt Campbellsport could improve on is the availability of senior and/or assisted living facilities.
  - ❖ The survey offered two options regarding new neighborhood design. A majority of respondents (approximately 60%) agreed with the statement, "*We should plan new neighborhoods with larger lots, no sidewalks, and parks that serve several neighborhoods*" while thirty percent agreed with the statement, "*We should plan new neighborhoods with smaller lots, sidewalks, and playgrounds within walking distance.*"
  - ❖ There does not appear to be any major transportation issues.
  - ❖ The community has a favorable opinion of the natural resources in the community and want to protect them.
  - ❖ Over 80% of the respondents would like to see improvements in the downtown.
  - ❖ The quality of the drinking water is an issue.
  - ❖ Overall, there is a high level of satisfaction with regards to Campbellsport's utilities and community facilities.
  - ❖ The appearance of historical, residential, and commercial structures is important to 60% plus of the respondents.
  - ❖ The respondents would like to see more single family residential, senior housing, retail development, industrial development, the protection of woodlands and wetlands, the preservation farmland around the village, and cooperation with the surrounding towns in providing services.

- ❖ While most communities see a decrease in the number of people in the 10-19 age group from 1990 (as it becomes the 20-29 age group in 2000), Campbellsport did not. This may be one of the reasons why the village grew in the 1990's.
- ❖ The combination of a higher median age and a higher percentage of residents in the 60+ age groups support the need for senior housing.
- ❖ Campbellsport had the smallest population percent change from 1970 to 2000 compared to nearby communities (with the exception of the Village of Oakfield) and Fond du Lac County.
- ❖ Campbellsport's median *household* income exceeds the state level, but trails the county level, while the median *family* income trails both the county and state levels.
- ❖ The percent of persons below poverty increased in Campbellsport and decreased in Fond du Lac County and the State of Wisconsin.
- ❖ By 2000, the village trailed both the county and state in percentage of residents' age 25 and older that have 1-3 years of college or 4 years or more of educational attainment.
- ❖ Campbellsport's population is projected to grow faster than the Village of Oakfield, but slower than the Village of Kewauskum, Town of Auburn, Town of Ashford, and Fond du Lac County by 2025.
- ❖ A projected decrease in household size means more housing units will be needed than if the household size had stayed the same.

# Agricultural, Natural and Cultural Resources

## Agricultural Resources

Vacant land, either being farmed or lying fallow, is a very important asset to communities. This land will need to be carefully developed in the future at its highest and best use. The Village realizes that the natural features of vacant land within the village (or land annexed in the future) will need to address environmental aspects of the land, taking into account that no development of wetlands can occur, recognizing floodplains, and designing appropriate storm drainage facilities for all new developments.

Any land that might be used for agricultural uses in the village is a short-term use, and would eventually be developed into a more densely developed urban use. Map 3 shows Soil Suitability for Agricultural Use in the Village of Campbellsport. This map shows four colors for soil classification purposes. Based on these color classifications, the great majority of land currently developed in the Village of Campbellsport is either prime farmland or prime if drained. It should be noted that there are various scattered areas shown on the map as not prime farmland. Local leaders and decision-makers should pay careful attention to these particular areas when considering possible direction for future growth.

## Natural Resources

The natural resource base of Campbellsport provides an important determinant of the potential physical and economic uses of the land. The management and preservation of these resources are important for sustaining economic uses of the land and maintaining the quality of life enjoyed by the village residents. Environmental characteristics, including topography, drainage patterns, floodplains, wetlands and soil properties are among the features that determine whether or not an area is suitable for a specific type of development. Development in wetlands or woodland areas can destroy the important environmental benefits these areas provide to the community including, for example, the filtering of storm water run off and the provision of habitat for wildlife.

The Campbellsport Area also has the added benefit of being the home to the Kettle Moraine State Forest (Northern Unit) WDNR Headquarters. Approximately 30,000 acres of glacially carved landscape is available for park visitors to experience and explore. Lakes, grasslands, and forests are just a few of the natural features that are found within Kettle Moraine Park, located a few miles to the east of the village. The park offers several opportunities and outlets (e.g. trails, camping, canoeing) for individuals to enjoy the natural environment. More information regarding the Kettle Moraine State Forest Park and its features can be viewed at the following address:

[www.dnr.state.wi.us/org/land/parks/specific/kmn/](http://www.dnr.state.wi.us/org/land/parks/specific/kmn/)

## Water

There are numerous restrictions associated with the development or redevelopment of property near or adjacent to water features, which cannot be covered in detail in this plan. It is highly recommended that the various agencies mentioned in this section be contacted prior to

undertaking this type of development, and that the applicability of the various regulations be determined through field verification.

### **Surface Water and Stream Corridors**

The Milwaukee River meanders for several miles on the east side of the Village of Campbellsport, while the north east portion is home to the Campbellsport Millpond. Both of these are major surface water features that add scenic value to the community. The village also contains several intermittent streams at various locations throughout its boundaries. Presently, single family residential and agriculture are the primary zoning classifications for the land abutting the Campbellsport Millpond and Milwaukee River. All of the local waterways (e.g. streams, rivers, etc.), as well as the village’s underground storm sewer system serve as drainage ways that comprise part of the watershed for the East and West Branches of the Milwaukee River.

Fond du Lac County has adopted a Shoreland Zoning Ordinance, as well as a Floodplain Zoning ordinance. These ordinances are administered through the County’s Code Enforcement Department. The purpose of the ordinances is to help protect scenic beauty, shore cover and to prevent erosion, sedimentation and pollution of the County’s water resources. In addition, the Wisconsin Department of Natural Resources (DNR) regulates the placement of structures and other alterations below the ordinary high water mark of navigable streams. Copies of the ordinances can be viewed in their entirety at the following addresses:

[www.co.fond-du-lac.wi.us/Dept/Code/Flood%20Plain%20Zoning%20Ordinance.pdf](http://www.co.fond-du-lac.wi.us/Dept/Code/Flood%20Plain%20Zoning%20Ordinance.pdf)

[www.co.fond-du-lac.wi.us/Dept/Code/Shoreland%20Zoning%20Ordinance.pdf](http://www.co.fond-du-lac.wi.us/Dept/Code/Shoreland%20Zoning%20Ordinance.pdf)

### **Floodplains**

Areas susceptible to flooding have limited use for urban development. A map from the Federal Emergency Management Agency (FEMA) identifies the area immediately adjacent to the Milwaukee River and the river itself as a flood hazard area (see Map 4). The Village of Campbellsport does not have a Floodplain Zoning Ordinance. A Floodplain Ordinance generally requires certain land use controls in designated flood hazard areas. It may also establish floodplain districts, which are formed by using official floodplain zoning maps. Land areas that are classified in the floodplain and floodway zones may have considerable restrictions placed on them for development. Passage of a floodplain ordinance may make residents in certain zones eligible for participation in the National Flood Insurance program. Lending institutions currently require the use of FEMA maps for insurance purposes.

### **Wetlands**

The State of Wisconsin defines wetlands as those areas where water is at, near, or above the land surface long enough to be capable of supporting aquatic or hydrophytic vegetation and which have soils indicative of wet conditions. The Wisconsin Department of Natural Resources (DNR) has authority over all wetlands.

The Corps of Engineers has authority over the placement of fill materials in virtually all wetlands. In general, the most restrictive regulations (DNR or Corps of Engineers) apply in a situation where development is being proposed. The U.S. Department of Agriculture incorporates wetland preservation criteria into its crop price support program.

According to the State of Wisconsin Wetland Inventories Map, the village has several wetland areas within and outside the corporate limits (see Map 6). Within the village, the most contiguous wetland areas are found along the Milwaukee River near Columbus Parc. Other sizeable wetland areas within the village are located south of Paul Street and west of Redwing Court and in the area of the future Huspen development. The village has one wetland area of less than two acres on the west/southwest of the village near Precision Drive and CTH "W".

Outside of the village, a sizeable wetland area is found north of the village (east of CTH "W" and along the Milwaukee River). Local officials and decision-makers should pay particular attention to these areas, as development opportunities will be challenging.

Protection of wetlands in the village is important since they serve several vital environmental functions including flood control, water quality improvement, groundwater recharge and providing habitat for fish, birds and other wildlife.

## **Groundwater**

Groundwater is an invisible, yet very important resource. Any number of activities including failing septic systems, use of pesticides and insecticides, underground storage tanks, and spills of chemicals can affect the quality of groundwater. While groundwater quality is an issue that has been addressed for decades, the quantity of groundwater has only recently been identified as a concern. As the demand on groundwater aquifers has increased due to development, the level of groundwater has been dropping, requiring wells to be drilled deeper and deeper. This is not a local issue, but a regional issue that will require many units of government to come together to address.

Another area of concern is the interrelationship between shallow ground water levels and development. Areas of high groundwater should be avoided for development because of the potential negative impact on the quality of the groundwater and the cost of mitigating the impacts of high groundwater levels on the building foundations.

Soils maps can be used as a guide to identifying shallow ground water levels. Areas that have prime soils for agriculture are typically well drained with several feet to the ground water level. Development in these areas is less likely to have an impact on the quality of the groundwater than in areas where the soils are not as suitable for agriculture.

## **Wellheads**

The issue of wellheads generally deals with geographic areas that are dependent upon groundwater. However, all residents and businesses in the Village of Campbellsport are supplied by a public water system. Therefore, wellheads are only an issue regarding those properties that continue to use groundwater for outdoor use and not as potable water source. These private wells are required to have a permit. As part of the Village's permitting process, an inspection of the well is made to ensure there are no cross-connections with the water service. When a well is abandoned, the property owner is responsible for complying with the regulations established by the Wisconsin Department of Natural Resources.

The federal Safe Drinking Water Act (SDWA) was amended in 1986 to include a nationwide program to protect groundwater used for public water supplies. The amendment established state wellhead protection programs. The goal is for communities to prevent the contamination of their wells by delineating and protecting the land area that contributes water to their wells.

The requirements of Wisconsin's wellhead protection program are found in section NR 811.16(5) of the Wisconsin Administrative Code. All new municipal wells installed after May 1, 1992, must have a Department of Natural Resources approved wellhead protection plan (WHP) prior to placing the well into service. The Village of Campbellsport has adopted a wellhead protection plan.

More information on wellhead protection is available at:

[www.dnr.state.wi.us/org/water/dwg/gw/Wellhead.HTM](http://www.dnr.state.wi.us/org/water/dwg/gw/Wellhead.HTM)

## Storm Water Runoff, Erosion & Nonpoint Source Pollution

Storm water drains to the Milwaukee River through named and unnamed streams, as well as an extensive system of underground storm sewers. The village also has plans for newly constructed storm water detention ponds to be incorporated with the Valley View Development. These ponds are designed to control the rates of discharge of storm water during heavy rain.

As growth continues to occur in the Village of Campbellsport with the construction of buildings, streets and parking areas, the management of the storm water that flows from these impervious surfaces takes on additional importance. The ability of the land to absorb the runoff diminishes and the need to control and direct the runoff becomes essential. During the conversion of the land from a natural state to a developed state, soil erosion becomes a concern.

Several actions can be taken to mitigate the negative effects. One is to require remedial actions by contractors to control erosion during construction. A second action is to design the management of storm water runoff into a commercial or residential project. At the present time (2005), the Village does not have a comprehensive storm water plan in place. However, the village recently adopted an ordinance that requires drainage plans be submitted, reviewed and approved before building permits are issued for improvements and/or alterations to property owners' land or buildings.

## Soils

Soils provide the physical base for urban development. Knowledge of the limitations and potentials of the soil types is important in considering the construction of buildings, the installation of utilities, or other uses of the land. Some soils exhibit characteristics such as slumping, compaction, and erosion, which place limits on development. Severe soil limitations do not necessarily indicate areas that cannot be developed, but rather indicate that more extensive construction measures may be necessary to prevent environmental and/or property damage. Such construction techniques generally increase the cost of utility installation and land development.

According to the Soil Survey of Fond du Lac County, prepared by the Natural Resources Conservation Service of the United States Department of Agriculture, the predominant soil associations in the Village of Campbellsport are the Theresa-Pella-Lamartine types. These are well drained to poorly drained, silty, moderately permeable soils underlain by calcareous loam and sandy loam till. This association is found mainly in the eastern third of Fond du Lac County and is most commonly used as cropland. Generally, the areas immediately north, south and west of the village are Theresa-Pella-Lamartine soil associations as well.

However, the lands east of the village (occupied by the Kettle Moraine area) are Casco-Rodman associated. This association is well drained to excessively drained, loamy, moderately and rapidly permeable soils underlain by calcareous sandy and gravelly outwash or drift. The most common land use for the Casco-Rodman association is for woodland, wildlife or recreational purposes.

## Bedrock

As with ground water levels, soils maps can be used as a guide to identifying areas where bedrock is close to the surface. Areas that have prime soils for agriculture typically do not have bedrock near the surface. Development in these areas is less likely to experience constraints due to high bedrock.

## Woodlands

Map 6 shows the location of the woodland areas in the Village of Campbellsport. These wooded areas provide habitat for wildlife and serve as an aesthetic amenity for the community. While there are several intermittent areas of woodlands located throughout Campbellsport, the more contiguous areas are located south of the millpond along the river corridor (passing by Columbus Parc on the East Side of the Village) and north west of the Main and Elm Street intersection.

## Environmentally Sensitive Areas

The East Central Wisconsin Regional Planning Commission (ECWRPC) identifies environmentally sensitive areas as part of its regional land use and water quality planning process. Environmentally sensitive areas are those where development should be limited, and are comprised of the following:

- ❖ Lakes and streams shown on the United States Geographic Survey maps
- ❖ Wetlands shown on the Wisconsin Wetland Inventory Maps (Department of Natural Resources)
- ❖ Floodways as delineated on the official Federal Emergency Management Administration (FEMA) Flood Boundary and Floodway Maps

The majority of the areas designated as environmentally sensitive in the Village of Campbellsport would be those along the Milwaukee River, which runs through the East Side of the village.

In addition to the designations of environmentally sensitive, other areas with natural characteristics that could impact environmental quality or development potential have been identified by ECWRPC. These are said to have "limiting environmental conditions," and include areas with seasonal high groundwater, floodplain areas, and areas with steep slopes.

Unlike the environmentally sensitive areas, development is not excluded from land with "limiting environmental conditions." The primary purpose for identifying these areas is to alert communities and potential developers of environmental conditions, which should be considered prior to the development of such areas.

## Metallic and Non-Metallic Mineral Resources

The Village of Campbellsport does not have any metallic or non-metallic mining sites within the village limits. It is unlikely that a mining site would ever be developed.

## Wildlife Habitat and Threatened and Endangered Species

Because the Village of Campbellsport is generally a relatively dense urbanized community, wildlife habitat is limited to birds and small animals that have adapted to urban life. Aquatic life is also present in and along the millpond and the edge of the Milwaukee River. The use of guns to hunt animals in the Village is prohibited.

Information on wildlife habitat and threatened and endangered species is available from the Wisconsin Department of Natural Resources at the following web site:

[www.dnr.state.wi.us/org/land/er](http://www.dnr.state.wi.us/org/land/er)

While the map is produced at the county level, information is available at section level. It is recommended that landowners and developers consult this web site for information on habitat and species that may affect their property. Available at this web site are the Natural Heritage Inventory County maps, which were developed by the Endangered Resources Program and are based upon data from the Wisconsin Natural Heritage Inventory. The maps provide generalized information about endangered resources at the section level and are intended for public audiences. The maps are a general reference to identify areas with known occurrences of endangered resources. The NHI County Maps do not identify the specific locations of endangered resources. As such, these maps are appropriate for general planning and assessment purposes only.

Map 7 is the NHI map for Fond du Lac County. The blue areas represent locations where rare aquatic species have been documented somewhere in the area. The green areas represent locations where rare terrestrial species or natural communities have been documented somewhere in the area.

## Air Quality

The following information is from the Wisconsin Department of Natural Resources:

"A few common air pollutants are found all over the United States. These pollutants can injure health, harm the environment and cause property damage. EPA calls these pollutants criteria air pollutants because the agency has regulated them by first developing health-based criteria (science-based guidelines) as the basis for setting permissible levels. One set of limits (primary standard) protects health; another set of limits (secondary standard) is intended to prevent environmental and property damage. A geographic area that meets or does better than the primary standard is called an attainment area; areas that don't meet the primary standard are called nonattainment areas."

The air quality monitoring station nearest to the Village of Campbellsport is located in Fond du Lac. Fond du Lac County currently is an attainment area. That designation was confirmed in July 2003, when Governor Jim Doyle recommended that the U.S. Environmental Protection

Agency not expand the non-attainment areas in Wisconsin to additional counties under the EPA's new, 8-hour ozone air quality standards. One of the counties under consideration for adding was Fond du Lac County. It is important that community and business leaders actively take steps to maintain and improve the air quality of Fond du Lac and surrounding counties. More information on air quality is available at:

<http://www.dnr.state.wi.us/org/aw/air/index.htm>

## Cultural Resources

### Historical Resources

#### State and National Register of Historic Places

The State Historical Society of Wisconsin's Division of Historic Preservation (DHP) is the clearinghouse for information relating to the state's cultural resources: its historic buildings and archaeological sites. A primary responsibility of the DHP is to administer the State and National Register of Historic Places programs. The National Register is the official list of historic properties in the United States that are worthy of preservation. The National Park Service in the U.S. Department of the Interior maintains the program. The State Register is Wisconsin's official listing of state properties determined to be significant to Wisconsin's heritage, and is maintained by the DHP. Both listings include sites, buildings, structures, objects and districts that are significant in national, state or local history, architecture, archaeology, engineering and culture. (For ease of discussion, "National Register" is used generally to refer to both programs. In Wisconsin, if a property is listed on one, then it is typically listed on the other.)

There is currently no Village of Campbellsport listing in the National Register. However, the National Register is not a static inventory. Properties are constantly being added and, less frequently, removed. It is therefore important to access the most up-to-date version list of the National Register properties. This information can be found by contacting the DHP at (608) 264-6500 or at the following web site:

[www.wisconsinhistory.org/hp/register/](http://www.wisconsinhistory.org/hp/register/)

#### Architecture & History Inventory

In order to determine those sites that are eligible for inclusion on the National Register, the DHP frequently funds historical, architectural, and archaeological surveys of municipalities and counties within the state. A search of the DHP's on-line Architecture & History Inventory (AHI) revealed there are 46 records of properties for the Village of Campbellsport. A listing of the records is in the appendix.

Inclusion in this inventory conveys no special status, rights, or benefits to owners of these properties. It simply means that some type of information on these properties exists in the collections of the DHP. AHI is primarily used as a research and planning tool for those interested in preserving and rehabilitating older properties. Like the National Register, AHI is not a static inventory. Properties are constantly being added and, less frequently, removed. It is therefore important to use the most up-to-date list of properties within a given area. This information can be found by contacting the DHP at (608) 264-6500 or at the following web site:

[www.wisconsinhistory.org/ahi](http://www.wisconsinhistory.org/ahi)

## Community Design

Community design can be expressed in many ways. The visual appearance of a community may reflect the cultural heritage of the area or the dominating presence of a river, lake or other physical feature. In either case, a visual experience is created for residents and visitors alike. Community design can play an important role in creating a sense of pride for residents and attracting non-residents to the area for tourism, shopping and other economic development opportunities.

There are two basic categories of community design standards – built environment and natural environment. Examples of the former would be guidelines developed on the appearance and size of buildings, signs and other man-made structures. The latter would include the protection of riverfronts, viewsheds created by changes in elevation or stream or riverbeds, and other natural features that appeal to the aesthetic nature of people.

The challenge in developing and implementing community design standards and guidelines is that they are subjective, meaning not everyone will agree with the design that results from the standards and guidelines being followed. One person's view of the physical appearance of a building or the aesthetic value of a wetland area may differ dramatically with another person's view. One objective should be to find the proper balance between maintaining the natural beauty of an area and developing it for urban use as the community continues to grow.

Approximately 60% of the respondents to the community survey answered positively to a series of questions on requiring properties of all types to be preserved, protected, and maintained.

One tool the Village has to assess their community design is a document entitled "First Impressions: Final Report." This document was created by the UW-Extension Center for Community Economic Development after the Village participated in a community assessment and improvement project during the spring of 2004.

Five community members from the City of Brillion toured the Village of Campbellsport and submitted their comments and findings to the Center for documentation. The goal of the exercise/process is to provide the participating communities an opportunity to see what non-residents of the community like, dislike, etc. about the village. Subsequently, village decision-makers and stakeholders can build upon the strengths found as a result of the process, while identifying and improving on weaknesses.

The "First Impressions" report indicates that the most positive feature observed in the village is the "rolling topography that lends itself to the interesting landscaping. This includes the Milwaukee River, that also promotes interesting park and residential landscaping."

Another positive community design element found in Campbellsport according to the report is the well-maintained churches and St. Joseph's Convent, which possess "charm and character". Likewise, the report indicated that the fire station was impressive and "obviously a source of pride for the community".

Conversely, one of the first things the Brillion review team noticed about Campbellsport was the vacant storefronts on Main Street. The report states, "The downtown area seemed typical of smaller, older communities with very old, poorly maintained buildings, small storefronts and even seemingly abandoned ones. This may be the reason one member stated that there didn't

appear to be places to stop, eat, and linger.” This is a recurring theme throughout the report and it is summarized that the Village should embark upon a “comprehensive downtown revitalization effort.”

Another negative theme occurring throughout the report is how unimpressive the current village hall is and a renovation is needed. It is described as uninviting, outdated and a detriment to the village’s overall charm. The report states that overall “[the village hall] doesn’t speak well for Campbellsport.”

## Findings and Recommendations

- ❖ Agricultural land within and near the Village of Campbellsport will eventually be converted to a more intensive use such as residential, commercial, or industrial.
- ❖ Water is a very important resource for the Village of Campbellsport. The Milwaukee River is the dominant surface water feature and provides a visual focal point for the community.
- ❖ Surface water, stream corridors, floodplains, and wetlands are highly regulated resources. Local, state and federal regulations and ordinances need to be thoroughly reviewed when development is proposed for property that is in or near any of these resources.
- ❖ Groundwater is the source of water for the residents and businesses in the Village of Campbellsport.
- ❖ Addressing water quality through the management of storm water is a priority of federal and state regulators. The Village of Campbellsport should consider developing and adopting a storm water management plan.
- ❖ Soils and geology in the Village of Campbellsport do not present serious obstacles to development.
- ❖ Woodlands, while not plentiful in the Village of Campbellsport, provide both aesthetic and practical benefits and should be preserved whenever possible.
- ❖ Environmentally sensitive areas should be preserved from development.
- ❖ Federal and state records provide general information on wildlife habitat and threatened and endangered species, and should be consulted as part of the review process for new development projects.
- ❖ The Village of Campbellsport's government and business leaders should be active in the political process in which counties are designated as attainment or non-attainment.
- ❖ The Village of Campbellsport should be proactive in helping to preserve the properties that are listed in the Architecture & History Inventory.
- ❖ While the natural setting of the village and the churches are assets in terms of community design and appearance, the Village of Campbellsport should be proactive in improving the physical appearance of Main Street.

# Transportation

## Transportation Characteristics

### Streets and Highways

#### Classifications

The street and highway system in the Village of Campbellsport consists of principal arterials, collectors, and local streets. These classifications are from the Wisconsin Department of Transportation (DOT) and are based on which primary function the street or highway serves – the movement of vehicles through an area or to provide access to adjacent land. Arterials accommodate the movement of vehicles while local streets provide direct access to individual parcels of land. Collectors serve both local and through traffic by providing a connection between arterials and local streets.

- ❖ STH 67 is the only principal arterial located within Campbellsport. Principal arterials carry traffic that is going through, rather than to, the community and should have limited direct access to adjoining properties.
- ❖ Collector streets in the Village of Campbellsport include CTH “V” and CTH “W”. Minor collector streets provide access between local streets and both the principal and minor arterials.
- ❖ All of the other streets in the Village of Campbellsport are local streets. Local streets provide direct access to residential, commercial, and industrial uses within the village.

One of the tools available to a community to help in planning for future streets is an official map ordinance and map. The mapping of the streets provides guidance to those interested in developing land in that area.

#### Traffic Counts

Traffic flows through Campbellsport had varying degrees of fluctuation between 2000 and 2003 as Map 8 indicates. Traffic counts of major entryways into the Village of Campbellsport show variation of traffic flow in almost every location.

From 2000 to 2003, traffic increased most (from 1,400 to 2,300) at the count location positioned on Sheboygan Street east of CTH “V”. Likewise, traffic counts increased from 2,600 to 3,000 at the other count location positioned on Sheboygan Street, west of CTH “V”<sup>1</sup>.

Conversely, traffic decreased at both count locations positioned on Main Street. The first location on Main Street (positioned west of CTH “V”) dropped from 2,400 to 1,900, while the second location (positioned east of CTH “V”) dropped from 4,000 to 3,400.

Also, traffic counts were taken at three locations positioned on CTH “V”. Two of the locations (one north of Sheboygan Street, the other south of Sheboygan but north of Main Street) had minimal decreases, while the other (located south of Main Street) stayed the same from 2000 to 2003.

Analysis of the change in the traffic patterns indicates the opening of a new grocery store (Piggly Wiggly—located at 450 County Road W) as the primary reason for the traffic increases on Sheboygan Street. Not only would village residents frequent this thoroughfare more frequently, but additional traffic from the Town of Ashford residents could be attributable as well.

Decreased traffic counts can be viewed as having positive and negative consequences. From a positive standpoint, not as much traffic on incoming roadways provides future traffic capacity and less impact on road surfaces on village streets. From a negative standpoint, not as much traffic flowing through strategic village locations is detrimental to local businesses that benefit from highly visible locations.

## **PASER**

A tool the Village of Campbellsport uses to determine budget priorities for street construction and repair is PASER (pronounced pacer). PASER is a simplified pavement management program that communities use to evaluate pavement surface condition. The PASER rating reflects the physical condition of the street. The highest possible rating is 10. The streets with a low rating should be the focus of budget decisions made by the Village of Campbellsport regarding street repair and maintenance.

## Trucks

Perron Trucking is the only major trucking firm with a terminal in the Village of Campbellsport. The movement of raw materials and finished products by truck continues to increase, resulting in a heavy dependence on a good road system. A combination of federal, state, county and local funds will need to be invested in major road system improvements over the next twenty-year planning period to accommodate this demand. Access to major and minor arterials should be a key factor when the Village reviews development proposals for projects that are anticipated to generate significant amounts of truck traffic.

## Train

The Canadian National freight rail line is no longer operational in the Village of Campbellsport. The rail line once operated in a north-south direction and connected the Village of Eden, Fond du Lac County to the City of West Bend, Washington County. This non-operational portion of freight rail line is now being directed/handled by the Department of Natural Resources who plan on developing the segment into a pedestrian recreational trail under their "Rails to Trails" program. While the rail line is currently non-operational, it should be noted that the existing railroad right-of-way should never be considered obsolete. In fact, should high-speed or another type of passenger rail service ever develop in Wisconsin, this corridor could once again be a viable rail line location for re-development.

## Transit

There is currently no transit service provided to the Village of Campbellsport.

## Specialized Transportation

The Fond du Lac County Social Services Department provides specialized transportation services for the developmentally disabled at various locations throughout the county. Presently,

however, there are no services specifically provided for the Village of Campbellsport due to a lack of demand.

## Sidewalks

The Village of Campbellsport has a policy that when sidewalks are installed in new subdivisions the cost is borne by the developer or homeowner. The village pays for the replacement of sidewalks.

## Trails

### Background

The issue of multi-use trails and paths is becoming more important as an alternate transportation mode and as a recreational amenity. Groups and governmental agencies are finding that the acquisition, dedication, or official mapping of trails is a very difficult process in existing neighborhoods, and there is a critical need for advance planning of trail locations in future growth areas.

Trails should not only connect residential neighborhoods with parks, schools, shopping, places of employment, and other land uses, but also make connections to longer regional trails. Just like the roadway system has arterial, collector, and local streets, trails could be defined in the same way.

The presence of trails often increases the value of properties adjacent to the corridors, especially those through residential neighborhoods. The National Association of Home Builders cites trails as the second or third most important amenity that would influence people to move to a new location.

Trails also provide a quality of life aspect that is becoming an increasingly important factor in attracting and retaining businesses in a community. Corporations bring jobs to communities and help support other businesses. Additionally, health improvement, due to outdoor exercise, can help control company medical costs in the long run.

By providing safe and pleasant places to walk, bicycle and in-line skate, trails encourage people to use non-motorized means of getting to work, school, play, and shopping, resulting in reduced traffic congestion, noise, and air pollution. The *Wisconsin Bicycle Transportation Plan 2020* states: "the most frequent, comfortable, and practical trips for bicyclists, those under five miles, produce the greatest environmental benefits, since automobile trips under five miles in length are the least fuel efficient and produce the highest emissions per mile."

Trails provide pleasant places for people to walk, run, bicycle, ski, skate, or perform other exercises, all of which help control weight, blood pressure and cholesterol levels, builds strength and endurance, and help prevent osteoporosis, diabetes and depression.

Trails can offer more than just the typical health and economic benefits. A trail corridor may be useful as a non-intrusive communications linkage for fiber optic or underground utility systems to enhance communications.

Trails can provide a sense of place and a source of community pride. When integrated with features such as historic sites, commercial or residential areas, and parks, they can improve the

overall character of a region. Trail corridors can become outdoor classrooms where children and adults can observe and learn about their natural and cultural environment. Portions of the trail corridor may be also be used for natural resource management and observation, prairie restoration, endangered species protection, and wetland protection where possible.

### **Trails in Campbellsport**

The Village of Campbellsport is actively participating in the development of the Eisenbahn State Trail in accordance with the Department of Natural Resources. The village's trail segment is being developed within the abandoned Canadian National railroad right-of-way, and is expected to be completed during the fall of 2005. As mentioned earlier, the State of Wisconsin owns the right-of-way via a federal program designed to preserve abandoned rail lines for potential future re-use. However, the federal program permits the state to develop the right-of-way for recreational purposes in the meantime. In addition to providing the village with another recreational amenity, the trail could be used as an outlet to promote and enhance economic and tourism opportunities within Campbellsport.

The construction of the Eisenbahn State Trail provides the Village of Campbellsport with the opportunity to develop a trail system that would link the Eisenbahn on the west side of the village with Whispering Trails on the east side of the village.

The Department of Natural Resources is planning and designing a trail from Mauthe Lake, which is located about six miles to the east of Campbellsport in the Town of Auburn, to Long Lake. The Village of Campbellsport should consider discussing with the Town of Auburn the potential for designating a bike route between the Village and Mauthe Lake through the Town of Auburn.

### **Air Service**

The Village of Campbellsport is conveniently located about an hour in distance between two major air service providers. Residents can choose either Outagamie County Regional Airport (located in the Town of Greenville on the far west side of the Fox Cities Area) or General Mitchell International Airport (located on the south side of the Milwaukee Area). Generally speaking, however, area residents tend to prefer General Mitchell International Airport due to the increased selection of flight times/providers and decreased airfare costs.

General Mitchell International Airport currently has 14 airlines offering an estimated 230 daily departures (plus 230 daily arrivals). The airport terminal is open 24 hours a day and approximately 90 cities are served non-stop or direct from Mitchell International, which is the largest airport in Wisconsin. In addition to the commercial passenger service, airfreight, chartered flight service, car rentals and aviation technological services are also provided at the airport. More information regarding General Mitchell International Regional Airport can be viewed at the following address:

<http://www.mitchellairport.com/index.php>

Meanwhile, Outagamie County Regional Airport encompasses nearly 1,500 acres of land at the intersections of STH 76, STH 96 and CTH CB and serves the Fox Cities Metro Area and the surrounding counties with commercial airline service. Presently, the airport is served by five commercial airlines, and provides sixty-six (66) flights (arrivals & departures) daily. In addition to the commercial passenger service, airfreight, chartered flight service, car rentals and aviation

technological services are also provided at the airport. More information regarding the Outagamie County Regional Airport can be viewed at the following address:

<http://www.atwairport.com/>

## Water

Those in need of water transportation for commercial shipping purposes have access to the Port of Milwaukee, located in Milwaukee County. The port is located on the western shores of Lake Michigan and is approximately 55 miles southeast from the Village of Campbellsport. The Port of Milwaukee serves as a regional transportation and distribution center for the State of Wisconsin, northern and western Illinois and eastern Minnesota.

The Port is also home to the Lake Express High Speed Ferry whose services are offered from spring through the fall. The ferry began operating in June of 2004 and links the states of Wisconsin and Michigan via the Milwaukee and Muskegon terminals respectively. More information regarding the Port of Milwaukee and the Lake Express High Speed Ferry is available at the following addresses:

<http://www.port.mil.wi.us/>

<http://www.lake-express.com/index.html>

Another seasonal (mid-May through mid-October) passenger and car ferry service is provided through the Lake Michigan Port of Manitowoc, located about sixty miles northeast of the Village of Campbellsport. The "SS Badger" connects Manitowoc and Ludington, Michigan via Lake Michigan and is the largest cross-lake passenger service on the Great Lakes. More information regarding the SS Badger and its services is available at the following address:

<http://www.ssbadger.com/index.html>

## Bridges

There are two bridges in the Village of Campbellsport, both of which cross the Milwaukee River. One is on Main Street (STH 67) and the other is on CTH "Y". The Wisconsin Department of Transportation is responsible for the maintenance of the bridge on Main Street and Fond du Lac County is responsible for the bridge on CTH "Y". There are no current problems with the structures.

## Comparison with Local Transportation Plans

### Village of Campbellsport

The Village of Campbellsport reviews and budgets for transportation projects as part of the Village's overall budget process.

### Fond du Lac County

The Capital Improvement Program for Fond du Lac County has two transportation-related projects that are either in or near the Village of Campbellsport. The most prevalent project within the village is the development of the previously mentioned recreational trail that will

connect Eden and West Bend. Also, the county has an estimated cost of \$750,000 for the Campbellsport Highway Garage project in 2007 listed in their five-year Capital Improvement Plan.

## Regional, State, and Federal

### **East Central Wisconsin Regional Planning Commission**

The East Central Wisconsin Regional Planning Commission has not worked with the Village of Campbellsport regarding any transportation issues and subsequently, does not have any specific plans applicable to the village proper.

### **Wisconsin Department of Transportation – District 2**

The village and Fond du Lac County are part of the Department of Transportation's Waukesha Transportation District 2. Also included in District 2 are the following counties: Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha. District 2 has established a Six-Year Highway Improvement Program to make necessary maintenance and improvements to the state's road network. The only project involving the Campbellsport area is the US Highway 45 resurfacing project that will extend from the southern Fond du Lac county line to CTH "B".

## Findings and Recommendations

- ❖ As development continues to occur in the vicinity of the Piggly Wiggly, both north along CTH "W" and east along Sheboygan Street, consideration should be given to making improvements to accommodate a potential increase in traffic.
- ❖ The Village should consider developing an annual capital improvements program with a five year time horizon for transportation and other public utilities and facilities.
- ❖ Official mapping of future streets should be undertaken to provide for a local arterial and collector system.
- ❖ The Village of Campbellsport should continue to use PASER to help prioritize improvements to the existing street system.
- ❖ The Village of Campbellsport will consider where trails might be located as future development proposals are submitted to the Village for review and approval.
- ❖ Discussions should be held with the Town of Auburn on designating a bike route between the Village of Campbellsport and Mauthe Lake.

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# Housing

## Housing Characteristics

### Age of Housing

The strong economy and accompanying low interest rates of the 1990s is reflected in the age of housing in the Village of Campbellsport (see Table 10). It is evident these two variables were paramount in leading a mass influx of newer homes into the village after a stagnant building period during the 1980's. In fact, the largest number of housing units built in any ten-year period in the village was between 1990 to 1999 (157 homes, or approximately 21% of all housing). The second highest number of housing units built in a ten-year period was between 1970 and 1979 with 106 homes or 14.2% of all village housing units. Fond du Lac County also had their highest percentage of homes built during the 1990's and second highest total during the 1970's. Meanwhile, the State of Wisconsin had their highest percentage of homes built during the 1970's, which was 0.1% more than the percentage of homes built during the 1990's.

Also of note, Campbellsport's percentage of homes 10 years of age and less, exceeded both Fond du Lac County and the State of Wisconsin percentages. This percentage also comprises the largest representation of any ten-year period when compared to the state and county figures. In all, just over 41% of the Village's housing units were constructed between 1970 and 1999. This percentage slightly outpaces Fond du Lac County's (40.9%), but trails the State of Wisconsin's (44.5%).

It is also worth noting that nearly half of the housing units in Campbellsport are over 40 years old. This indicates a housing rehabilitation program may be helpful in maintaining the integrity of the older residential units in the community.

### Types of Housing Units

The number of housing units in the Village of Campbellsport increased by 25.4% from 1990 to 2000, while Fond du Lac County and the State of Wisconsin grew by 13.7% and 12.9% respectively (see Table 11). Single-family residential units comprised the majority of Campbellsport's housing stock in 1990 and continued to maintain that status in 2000.

In 1990, 63.6% of the Village of Campbellsport's 594 dwelling units were single-family units, 19.5% were residential structures with 2-4 units and 10.1% were apartments with five 5 or more units. The remaining 6.7% of housing units were categorized as mobile home or other units. By 2000 the percentage of single-family homes increased slightly to 64.6% and the percentage of structures with 2-4 units also increased to 22.3%. However, structures with 5 or more units decreased to 9% and mobile homes and other units receded to 4.2% of all housing units.

Meanwhile, Fond du Lac County had a percentage decrease in all the housing unit categories except structures with 5 or more units from 1990 to 2000. The State of Wisconsin on the other hand, witnessed a percentage increase in single family and 5 or more dwelling unit categories, but decreased in the 2 to 4 unit and mobile home or other categories from 1990 to 2000.

## Occupancy

The Village of Campbellsport, Fond du Lac County and the State of Wisconsin all witnessed an increase in percentage of owner occupied units from 1990 to 2000 and a decrease in the percentage of renter occupied units (see Table 12). Specifically, owner occupied housing units represented 62.8% of the housing units in the Village of Campbellsport in 1990 and increased to 65.9% in 2000. Conversely, renter occupied units decreased as a percentage of the housing units from 35.2% in 1990 to 30.6% in 2000. Also, in 2000 the Village of Campbellsport trailed Fond du Lac County's percentage of owner occupied units, but was ahead of the State of Wisconsin's percentage.

Both the Village of Campbellsport and Fond du Lac County witnessed a slight increase in their owner vacancy rate from 1990 to 2000, while the State of Wisconsin's remained the same (see Table 13). The majority of vacant units within the village were categorized as "other units" in 2000, which is a change from 1990 when the largest percentage of vacant units was the "for rent" category.

## Value

The median housing value of \$56,800 in 1990 for the Village of Campbellsport trailed the median housing values of the Town of Auburn, Village of Kewauskum, Town of Ashford, and the State of Wisconsin (see Table 14). However, Campbellsport's median housing value did exceed the Village of Oakfield's and Fond du Lac County's. But by 2000 Campbellsport's median housing value of \$111,700 exceeded only Fond du Lac County's. The strength of the housing market in the 1990s is demonstrated by the fact that the median housing value in 2000 is significantly higher than the value that would have resulted simply from the value increasing by the rate of inflation during the ten-year period.

When adjusted for inflation from 1990 to 2000:

- A \$50,000 home is worth \$65,880
- A \$100,000 home is worth \$131,750
- A \$150,000 home is worth \$197,630
- A \$200,000 home is worth \$263,500

The combination of a strong housing market and economy resulted in 56 homes in Campbellsport being valued at over \$150,000 in 2000 compared to zero homes above that value in 1990 (see Table 15). Moreover, just under 95% of the homes in the village were valued at less than \$100,000 in 1990. Remarkably, that figure dropped to 40% in 2000. Likewise, the percentage of homes in the \$100,000 to \$149,999 range increased dramatically from 5.4% in 1990 to 48.7% in 2000. The same patterns were also evidenced at the county and state levels.

## Household Type

The Village of Campbellsport had a larger percent increase of total households from 1990 to 2000 than both the Fond du Lac County and the State of Wisconsin (see Table 16). Interestingly, a closer examination of the figures shows the Village of Campbellsport, Fond du Lac County and the State of Wisconsin all witnessed the following trends:

- ❖ Family households decreased and non-family households increased as a percentage of all households.
- ❖ Married households decreased and female headed households increased as a percentage of

family households.

- ❖ Living alone and age 65+ households decreased as a percentage of the non-family households.

It should be noted that as non-family households continue to increase, the need for more multi-family housing would typically increase as well.

## Persons per Household

Table 17 illustrates how household size has been significantly declining in the Village of Campbellsport, Fond du Lac County and the State of Wisconsin since 1970. Generally speaking, this trend has occurred nationwide as well. Specifically, there were 3.25 persons per household in the village in 1970, but that number decreased to 2.53 thirty-years later.

A further examination of the statistics reveals that the largest decrease in persons per household occurred between 1970 and 1980 for the village, county and state. Increasing divorce rates, an aging population, and an overall alteration in social norms during this period of time are reasons for this abrupt decrease.

## Household Size

Two person households represent just over one-third of the total households within the Village of Campbellsport as of 2000 (see Table 18). This is the largest representative percentage for any of the household size categories in the Village and held the same position in 1990 as well.

Within Campbellsport, the one person, two person and four person household size categories all witnessed representative percent increases from 1990 to 2000. Conversely, the 3 person, 5 person and 6 or more person categories decreased from 1990 to 2000.

Meanwhile, the only household size categories to experience percentage increases from 1990 to 2000 on the state and county levels were one person and two person households. In general, the village, county and state all have very similar representative percentages within each household size category as of 2000.

## Housing Affordability

According to the U.S. Department of Housing and Urban Development (HUD), housing is considered affordable if less than 30% of a household's income is needed for housing costs. The median household income in the Village of Campbellsport in 1999 was approximately \$3,728 per month. That means a household at the median income level could spend up to \$1,118 per month on housing before the cost would be considered unaffordable.

In the Village of Campbellsport, almost 19% of the owner-occupied households spent 30% or more of their household income on housing in 1990 (see Table 19). By 2000, however, only approximately 15% of the owner-occupied households spent 30% or more of their household income on housing costs.

Meanwhile, the village had a larger percentage of total owner-occupied households spending 30% or more of their income on housing costs than both the county and state in 1990. However, ten years later the village and county had an equal percentage of total owner-

occupied households spending 30% or more of their household income on housing, which was smaller than the state's percentage. And while the village had a decrease in the percentage of owner-occupied non-affordable homes from 1990 to 2000, the county and state both had percentage increases.

In 1990, just over 29% of Campbellsport's renter-occupied households spent 30% or more of their household income on housing costs (see Table 20). However, that figure decreased by approximately 5% by the year 2000. Likewise, both Fond du Lac County and the State of Wisconsin had decreases in their percentage of non-affordable renter-occupied households from 1990 to 2000. The village has a smaller percentage of non-affordable renter-occupied households than the county and state in 2000, which they were able to do in 1990 as well.

## Housing Plans and Programs

### Village of Campbellsport

Currently, Mabess Manor Apartments (located on Mill Street) offers housing assistance to low income persons within the Village of Campbellsport. A community based residential facility or CBRF is being built on the southeast corner of W. Sheboygan Street and N. Baumann Street. Another established and conspicuous housing facility within Campbellsport is St. Joseph Convent. This facility offers housing for the retired, aged and/or infirmed Sisters of St. Francis. In fact, according to an informational brochure approximately 178 Sisters currently reside at the convent and the median age of its residents is 85.6 years old. The Village does not have a housing rehabilitation program.

### Fond du Lac County

The Fond du Lac County Housing Authority serves the residents of Campbellsport but does not currently own or operate any type of facility within the Village. They do, however, offer a rental assistance voucher program to Campbellsport residents' known as the "Section 8 Housing Choice Voucher Program". Here, families pay 30% of adjusted income towards housing. Families use their vouchers to rent from private sector landlords. More information about this program and the Fond du Lac County Housing Authority can be viewed at the following web address:

[www.fdlpha.org](http://www.fdlpha.org)

### Regional

In January 2004, the East Central Wisconsin Regional Planning Commission released a report entitled, "Overcoming Barriers to Affordable Housing in the East Central Region." The report is an inventory of identified barriers to affordable housing in the East Central Region and potential solutions to address those barriers. The report can be found at this web site:

[www.eastcentralrpc.org/planning/compplan/documents/FinalBarriersReport.pdf](http://www.eastcentralrpc.org/planning/compplan/documents/FinalBarriersReport.pdf)

### State of Wisconsin

The State of Wisconsin's 2000 Consolidated Plan for Housing and Community Development Needs addresses the need for housing and community development activities. In the Executive

Summary, the following housing needs were specifically listed:

- ❖ Affordability of housing to all consumers, especially those with severe cost burdens to increase and maintain affordable housing;
- ❖ Adequate production of new units, including the adequate production of large family and elderly housing activities;
- ❖ The preservation and increase of the availability of safe, sanitary housing for low- and moderate-income owners and renters including lead based paint hazard reduction training and resources;
- ❖ Housing assistance for special needs groups, including homeless prevention activities, expanding transitional housing programs and increasing emergency shelter operating funds;
- ❖ The continuance of fairness and accessibility for all housing consumers, including enforcement and compliance with fair housing laws; and
- ❖ Continued efforts to assist with housing disaster relief.

The needs stated in this plan serve as guide to the Village of Campbellsport in preparing its housing plan. The 2000 Consolidated Plan may be found at the following web site:

[www.doa.state.wi.us/docs\\_view2.asp?docid=626](http://www.doa.state.wi.us/docs_view2.asp?docid=626)

The Wisconsin Department of Administration has released a document entitled, "Directory of Resources for Comprehensive Planning." In the housing section of the directory is a list of housing programs that may benefit the Village of Campbellsport and its residents as they work together to address housing issues. The directory may be found at the following web site:

[http://www.doa.state.wi.us/pagesubtext\\_detail.asp?linksubcatid=370&linkcatid=224&linkid=](http://www.doa.state.wi.us/pagesubtext_detail.asp?linksubcatid=370&linkcatid=224&linkid=)

The Wisconsin State Historical Society provides historic preservation tax credits to repair and rehabilitate historic buildings-single family and historic renovation & adaptive reuse of other historic structures. More information can be obtained at the following web site:

[www.wisconsinhistory.org/hp/funding.asp](http://www.wisconsinhistory.org/hp/funding.asp)

The Wisconsin Housing and Economic Development Authority (WHEDA) serves communities by providing creative financing resources to residents and businesses. Specifically, their mission is to offer innovative products and services in partnership with others to link Wisconsin residents and communities with affordable housing and economic development opportunities. Specific information regarding the wide variety of products and services the Authority offers can be viewed at the following address:

[www.wheda.com/index.asp](http://www.wheda.com/index.asp)

## United States Department of Agriculture- Rural Development

The United States Department of Agriculture Rural Development Agency helps rural communities to develop and grow by offering Federal assistance that improves quality of life. Rural Development targets communities in need and provides them with financial and technical resources. Currently, the following three programs are applicable to Village of Campbellsport residents (provided they meet eligibility requirements) through the Wisconsin office:

- ❖ 502 Housing Program: Two sub-programs (*Direct Program* and *Participation Program*) are offered. The *Direct Program* is a home loan program that can be used to construct a new eligible rural home or purchase existing eligible rural housing. The *Participation Program* offers participation loans, which are loans supplemented by a loan from another funding source provided at the same time that Rural Development closes its loan. This home loan program can be used to construct a new eligible rural home or purchase an existing eligible rural home as well.
- ❖ 504 Rural Development Home Repair Loan/Grant Program: This program provides loan assistance to make essential home repairs for very low-income homeowners and loan/grant assistance for elderly very low-income homeowners. Loan/grant funds can be used for weatherizing purposes, electrical work, structural repairs, well work or other essential repairs.
- ❖ Guaranteed Rural Housing Program: Here, a loan may be guaranteed if the principal purpose of the loan is housing acquisition, which may include purchase new, purchase existing or purchase and improve an existing dwelling in an eligible rural area. Maximum loan amounts will be dictated by an applicant's income and loan re-payment ability. No restrictions on dwelling size or amenities.

Complete information regarding each of these programs, (including use and terms, eligibility/income requirements, and other program particulars) can be found at the following web address:

[www.rurdev.usda.gov/wi](http://www.rurdev.usda.gov/wi)

## Findings and Recommendations

- ❖ The fastest period of housing growth in the Village of Campbellsport was during the 1990's when approximately 21% of the current occupied housing units were constructed. Interestingly, the type of housing that experienced the largest percent increase from 1990 to 2000 was the 2 to 4 units category. However, single family housing units also increased during this time and represent nearly two-thirds of the total housing units in the Village.
- ❖ Despite a slight increase in the owner-occupied vacancy rate from 1990 to 2000, the village's owner vacancy rate is still lower than both the county's and state's as of 2000. Additionally, the village continues to have a considerably lower renter vacancy rate than both the county and state.
- ❖ The significant amount of single-family home construction in the 1990's resulted in a significant increase in Campbellsport's median housing value. For example, 56 homes in the village were valued at or over \$150,000 in 2000, whereas no homes held that value in 1990.
- ❖ Campbellsport experienced the national trend of a decrease in the percentage of traditional family households and an increase in the percentage of non-family households from 1990 to 2000. Likewise, the village experienced the national trend of a further decline in persons per household. This would correspond with the village's increase of 2 to 4 unit housing from 1990 to 2000.
- ❖ Despite the strong economy of the 1990's and the significant increase in the value and corresponding mortgage for single family homes, Campbellsport had a decrease in the percentage of homeowners who spent more than 30% of their income on housing costs. Comparatively, both Fond du Lac County and the State of Wisconsin had an increase in the percentage of homeowners whom spent in excess of the affordability threshold during the 1990's.
- ❖ Campbellsport also had a decrease in the percentage of renters who spent more than 30% of their income on housing costs. Both Fond du Lac County and the State of Wisconsin had decreases in this category as well.
- ❖ Campbellsport should continue to enforce the Zoning Ordinance to ensure that residential areas are properly protected from encroachment of incompatible land uses. Moreover, the Village should consider establishing a subdivision ordinance to ensure that new residential areas will possess proper design and performance standards.
- ❖ Consideration should be given to developing an informational brochure or pamphlet dedicated to housing assistance programs available to residents. This pamphlet could be made available to citizens at the village hall, library and other conspicuous public locations.
- ❖ Similarly, the Village should consider developing/adding a "Housing Assistance" section to the community web page. Here, web addresses and links to the various housing plans and programs mentioned earlier could be easily accessed.
- ❖ The village should continue to foster and enhance their existing relationship with the School Sisters of St. Francis.

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# Utilities and Community Facilities

## Utilities

### Water Department

An adequate supply of water for human consumption, sanitation, fire protection, industry, and recreation is an important factor in determining the suitability of land for urban development. Currently, Campbellsport's supply of water is obtained from two wells. The Village is drilling another well and constructing a well house on a site located by well #2, which is located at 415 Spring St. This additional well will assist in meeting village water needs for both short and long term development.

The present pumping capacity is just over 1,000,000 gallons per day (gpd) from the two existing wells. The treatment plant has the capacity to treat 576,000 gpd. A tower located near Fireman's Park at 125 N. Barton Rd provides 300,000 gallons of water storage capacity. Average daily consumption is 147,000 gpd, giving the Village significant capacity to accommodate growth. Generally, the village's water pressure is considered excellent, while the quality is considered good. In fact, despite several residents commenting on the Community Survey about the poor taste and odor quality of the community's drinking water, the village has no record of water contamination or quality issues related to any regulatory agency (e.g. Wisconsin Department of Natural Resources).

Village officials believe that these residents may be noticing the increased amount of residual chlorine that has been used to treat and safeguard the water supply since "9/11" occurred. Regular flushing activities continue to be made throughout the village's water system and projects aimed to loop dead end water mains are occurring throughout the service area in order to eliminate stagnant and static water.

Campbellsport has a wellhead protection ordinance and plan in place, which identifies existing features that may potentially cause contamination, and outlines actions to address them. The Village Board adopted the ordinance in 1997 when the water treatment facility was updated and well #3 was drilled.

### Wastewater Treatment and Sanitary Sewers

In Wisconsin, the sewer service area planning process, which is authorized and regulated by the Wisconsin Administrative Code, serves as a useful mechanism for preparing development staging plans for urban areas and rural areas served by wastewater collection and treatment facilities.

The Village of Campbellsport's current wastewater treatment facility is located at 110 Columbus Parc Court and was constructed in 1989. It has a capacity of 470,000 gallons per day (gpd) and is currently processing 260,000 gpd, giving the Village the capacity to accommodate significant increases in demand.

The facility has recently added fine bubble aeration and ultraviolet disinfecting to its wastewater treatment process. Both processes are highly complex to fully understand and the advantages and disadvantages are equally as complex and lengthy. Ultimately, each was added to make the

facility more energy and cost efficient, as well as to further reduce the possibility of waterborne diseases developing in the water supply. The plant is meeting the discharge requirements of the Wisconsin Department of Natural Resources.

The Village Board tours the plant on an annual basis to discuss future upgrades.

The wastewater collection system found within the village is comprised of a combination of 8, 10, 12, and 18-inch sewer lines. Both gravity sewer and lift stations are required to transport wastewater to the treatment facility which does have limited infiltration related deficiencies. The two lift stations within the village are located at Precision Road and S. Barton Road and at E. Main Street and New Cassel Street.

The Village is planning to upgrade several older lines to accommodate new growth and is working on eliminating infiltration and inflow (I&I), which is storm water that enters into the sanitary sewer pipes. A second effort to eliminate I&I is to require homeowners to connect their sump pumps to the storm water sewers versus the sanitary sewer.

## Storm Water Management

Storm water drains to the Milwaukee River through named and unnamed streams, as well as an extensive system of underground storm sewers. In addition to the existing storm sewer system, the Village plans to construct and incorporate detention ponds in the pending Valley View Development, which will be developed in the southwest portion of the village. These detention ponds are designed to control the rates of discharge of storm water during heavy rain.

As growth continues to occur in the Village of Campbellsport with the construction of buildings, streets and parking areas, the management of the storm water that flows from these impervious surfaces takes on additional importance. The ability of the land to absorb the runoff diminishes and the need to control and direct the runoff becomes essential. During the conversion of the land from a natural state to a developed state, soil erosion becomes a concern.

Several actions can be taken to mitigate the negative effects. One is to require remedial actions by contractors to control erosion during construction. A second action is to design the management of storm water runoff into a commercial or residential project. At the present time (2005), the village does not have a comprehensive storm water plan that regulate how storm water is handled for all new projects.

However, the village adopted a drainage plan ordinance in January of 2005 to further assist its storm water management efforts. This ordinance requires all property owners to submit drainage plans for proposed building activities and/or landscaping alterations. The intent of the ordinance is to ensure that property owners properly plan, design and direct storm water drainage flow into appropriate directions away from their property, as well as away from surrounding properties. No building permits will be issued to the property owner until the Plan Commission and Village Board appropriately reviews and approves the drainage plan proposal.

## Campbellsport Dam

The Campbellsport Dam is located on the east side of the village. The Wisconsin Department of Natural Resources recently conducted a brief field inspection, According to the DNR, the

spillway does not have the capacity to accommodate the 50-year and 500-year event inflows. The DNR identified several actions that must be taken by the Village of Campbellsport including monitoring of the physical condition of the dam on a continuous basis, the preparation of inspection, operation, and maintenance and emergency action plans by October 2005, and a dam failure analysis by June 2010. It is possible the capacity of the dam may need to be upgraded. The Village Board has begun discussions on what the Village's response will be to the actions required by the DNR.

## Solid and Other Waste Disposal

Waste Management, Inc. provides solid waste disposal and recycling services to the residents and the businesses of the village. Collection for both takes place once a week. Waste Management, Inc. provides comprehensive waste and environmental services to communities/clients throughout North America. Their corporate headquarters are located in Houston, Texas but local offices are found throughout Wisconsin. Solid waste is hauled via truck from the village to a facility located at 1207 South Hickory Street in Fond du Lac and is then transported to another final facility in located in Berlin, Wisconsin (Green Lake County).

The village provides curbside chipping year services year round (weather permitting) for tree branch disposal. Residents can also dispose of yard waste (grass clippings and leaves) at the Village's organic dumpster, which is located at 110 Columbus Parc Court. Several rules and restrictions apply to each of these services and residents are strongly encouraged to contact the Village offices or read the Village web page for further information.

Bulk waste disposal services are also available to the residents of the village. Generally, two bulk waste pick-up dates are scheduled each year during the spring and fall seasons. Residents are allowed to place items such as furniture, carpeting, bedding, appliances (without freon), and small (4' lengths) amounts of building materials and bundles weighing less than 50 lbs. each on their curbs for disposal. Other rules and restrictions related to this service apply, and residents are strongly encouraged to contact Waste Management, Inc. (1-800-782-4331) for further information and/or answers to questions they may have.

## Telecommunications

### Land Line Telephone

The land line system in the Village of Campbellsport is currently owned by Verizon. Local and long distance services are provided by a number of carriers. Future expansion of the system will be the result of the demand for more phone lines, which triggers a regulatory review process. A new land line system will be offered in the near future by Charter Communications.

### Wireless voice

There are numerous providers of cellular phone service to the residents of the village but there are currently no cellular towers located within the village limits.

### Internet

Internet dial-up accounts are available to local residents and businesses through a variety of providers. Charter Communications offers cable modem access and Verizon offers DSL access.

## **Cable**

Charter Communications of Fond du Lac provides digital and analog cable television services to the Village of Campbellsport. The village receives a franchise fee from Charter Communications per an agreement, but not less than 3% of gross revenues.

## **Fiber Optics**

Fiber optic service is available through Verizon and Charter Communications. The expansion of the service is either provided at the request of the customer or by the provider in serving existing developed areas or areas proposed to be developed.

## **Electricity and Natural Gas**

### **Electrical Generation, Transmission, and Maintenance**

The primary generation source for electrical service in the Village of Campbellsport is coal. WE Energies is the owner/operator and also provides the transmission of electrical energy to the Village of Campbellsport. Furthermore, WE Energies is responsible for maintaining the distribution system for electricity as well. The village has experienced some electrical outages and had trouble meeting demand in the past. However, recent upgrades have minimized these occurrences.

### **Natural Gas**

Alliant Energy, located in Fond du Lac, is the village's provider of natural gas services. Alliant's corporate headquarters are currently located in Madison, WI. The corporation serves approximately 1.4 million customers in Illinois, Iowa, Minnesota, and Wisconsin with utility services.

The village currently does not have any issues related to gas service and historically has not had any prior issues either. Alliant Energy will extend gas facilities as requested by its customers. Currently, Alliant has no plans for upgrades or expansions related to this utility, but will continue to invest in the maintenance and reinforcement of the existing system in the village in order to provide safe and reliable gas services.

## **Community Facilities**

### **Public Safety**

#### **Police**

The Campbellsport Police Department and the Fond du Lac County Sheriff's Department provide police protection throughout the Village limits. Police offices are within the Village Hall complex at 177 East Main Street with a direct entrance to the police offices available via Poplar Street. The building is 52 years old and is deteriorating in condition.

The department has two full-time officers, four part time officers, and a part time secretary. Five crossing guards are positioned at three intersections throughout Campbellsport by the elementary and high schools during the school year. Two Ford Crown Victoria police vehicles

are the department's principal means of patrol throughout the village. Presently, there are no planned expenditures for additional staff, equipment or facility upgrades.

To provide adequate communication coverage for Village officers, the Campbellsport Police Department is also tied into the Fond du Lac County Sheriff's Department communication system via radio.

### **Fire Department**

The Campbellsport Fire Department provides fire protection throughout Campbellsport. The department also has mutual aid agreements in place that extends their service area into the townships of Ashford, Auburn, Eden and Osceola. The fire station is located at 548 E. Main Street and is in very good condition presently. The department is staffed with 53 employees who are on call for fires, meetings, training and maintenance of facilities.

Presently, the department has eight fire trucks of various sizes, an aerial ladder(s), commander center, brush truck, pumper and other equipment at their disposal for inspections and fire fighting activities. The department will be building a training tower and taking delivery of the a new engine in the fall of 2005.

The Village has an ISO fire rating of 6, where 1 is the best fire protection rating and 10 is the worst rating. A fire rating of 4 is the highest that can be obtained by an all-volunteer fire department. The rating was developed by Insurance Services Offices, Inc. (ISO) and is based on several factors including water supply, fire equipment, personnel (volunteer or full-time), and alarm and paging system. For more information on the rating system, go to this web site:

[www.isomitigation.com/fire2.html](http://www.isomitigation.com/fire2.html)

### **Ambulance/First Responder**

When emergency medical situations arise within the community, trained EMT ambulance responders from the Campbellsport Ambulance Department are available to provide medical aid. Several members of the aforementioned 53-person fire department staff serve dual roles within the ambulance department as well. The ambulance department currently has two ambulances that are housed in the fire station facility located at 548 E. Main Street.

### **Judicial**

Lakeside Municipal Court, which is located in the Village of North Fond du Lac, handles ordinance forfeitures and municipal citations within Campbellsport. The Fond du Lac County Circuit Court handles various other judicial matters.

### **Jails**

The Village of Campbellsport does not presently have a jail. Situations involving incarceration are handled at the Fond du Lac County Sheriffs Department facility.

### **Outdoor Warning Sirens**

The Village currently has three operational warning sirens located within the corporate limits and a fourth siren has been approved for future installation. The purpose of the sirens is to warn individuals performing outdoor activities that severe and inclement weather is approaching and shelter should be sought immediately. All three sirens have the ability to operate via power

from back up generators should the need arise.

One of the existing three operational sirens is located on Spring Street, another is located on Hwy V (near the public school), and the third is located on the waste water treatment facility grounds (near Columbus Parc). The fourth siren that has been approved will be located near the southwest corner of the Village within the Valley View subdivision and will be provided by the Valley View developers.

## Schools

### **Campbellsport Area School District**

The Campbellsport Area School District (member of the Eastern Wisconsin Conference) includes two elementary schools (kindergarten through grade six), a junior high school (grades seven and eight) and high school (grades nine through twelve) facility. The district offices are located at 114 W. Sheboygan Street in Campbellsport. As of 2005, the district has approximately 1,600 total students enrolled.

Eden Elementary School is located at 210 Elizabeth Street in Eden. Currently, there are 38 staff members employed and 309 students enrolled there. There is presently no need for additional staff or facilities, nor are there any plans to expand or renovate Eden Elementary.

Meanwhile, Campbellsport Elementary is located at 751 Highway W in Campbellsport. There are currently 35 staff members and student enrollment is 374. The school is 87,283 square feet in size and was built in 2000. Presently, the school size, accommodations, and staff size are adequate for the district's needs. There are no immediate plans to expand or alter the facility or staff size.

Also, the Campbellsport Junior High and High School is located at 114 West Sheboygan Street. The current staff size is 65 and student enrollment is 865. The original building was constructed in 1936, but additions occurred during the following years:

- ❖ 1951
- ❖ 1956
- ❖ 1961
- ❖ 1966
- ❖ 1971
- ❖ 1992
- ❖ 2001

Upon completion of the facility's most recent addition, the building is presently 251,321 square feet. The district does not have plans for any other further additions or renovations to the building at this time, nor does it have any plans to alter existing staff numbers.

In summary, none of the schools comprising the Campbellsport School District currently have any facility limitations or deficiencies (e.g. classroom overcrowding, lack of administrative space, etc.). Hence, the district does not anticipate dealing with any referendum-type issues in the foreseeable future.

On the contrary, the only major local issue district administrators appear to be grappling with is the possibility of future school enrollment numbers declining. In fact, the district is currently forecasting the junior and high school enrollment figures will recede to 574 students, with the overall enrollment dropping from approximately 1,600 students today to 1,100 students by the year 2011. District officials would be forced to consider reducing staff numbers within the schools should this scenario occur. In the district's opinion, the community will need considerable development to occur for enrollment numbers to rebound after 2011.

A statewide issue the district is currently dealing with is the continued reduction in state aid used to fund various school programs. As a result, more dependence is being placed on local property taxes to fund these programs in lieu of state dollars.

More information regarding the Campbellsport Area School District can be found at the following address:

[www.csd.k12.wi.us](http://www.csd.k12.wi.us)

### **Parochial Schools**

Campbellsport currently possesses three private/parochial schools. Shepherd of the Hills-Armstrong School is located at W771 Armstrong Road and is Roman-Catholic affiliated. The school is part of the National Catholic Educational Association and offers kindergarten through eighth grade curriculum. Shepherd of the Hills-Armstrong currently provides four teaching staff members for its 41 enrolled students.

St. Matthew Elementary School is located at 423 Mill Street and is also Roman-Catholic affiliated. Currently, there are approximately eleven teaching staff members available for the 150 enrolled students. St. Matthew Elementary Schools offers pre-kindergarten through eighth grade curriculum.

Waucousta Lutheran School is located at W2011 CTH "F" and is Wisconsin Evangelical Lutheran Synod affiliated. The school currently has 59 students enrolled and four teaching staff members. Waucousta Lutheran School offers kindergarten through eighth grade curriculum.

Similar to the public schools, the only known issues the private schools are currently facing are declining enrollment numbers and the potential for subsequent staff reductions. For example, Waucousta Lutheran School saw its enrollment numbers decline by 64 students from 1995 to 2005 and staff reductions are anticipated for the 2006 school year.

### **Library**

The Campbellsport Public Library was constructed is located at 220 North Helena Street and is a member of the Winnefox Library System. The Winnefox System currently provides information resources and services to thirty member libraries from communities located in Fond du Lac, Green Lake, Marquette, Waushara and Winnebago Counties.

The existing library (approximately 11,664 square feet) was built in 1997 and is presently in very good condition. However, there have been preliminary discussions among local officials that the Campbellsport Building Committee may recommend (by 2010) a plan to build onto the library to incorporate the village hall, police department, and department of public works

offices. More information regarding the Campbellsport Public Library and Winnefox Library System in general can be found at the following web addresses:

[www.campbellsportlibrary.org/](http://www.campbellsportlibrary.org/)

[www.winnefox.org/](http://www.winnefox.org/)

## Parks

In a community the size of Campbellsport, parks are typically used by the residents in the community. Typically a community will have two types of parks – neighborhood and community. Neighborhood parks are small parks that provide recreational facilities and space for the residents of the neighborhood. Community parks are larger in size with facilities that meet the needs of the community as a whole, such as ball fields and park pavilions.

Campbellsport has two community parks and one small park that is even smaller than a typical neighborhood park.

Fireman’s Park is located at 125 N. Barton Road and is approximately 12 acres in size. This park contains a softball field and associated stands and pavilion, playground equipment, a bathroom facility, and a 30 vehicle capacity parking lot with night lighting. On the top of a hill, the park also has two more large picnic shelters, one of which has a built-in stage. This park is in need of new bathroom facilities. This project is already being planned and will likely occur in 2006. Otherwise, the facilities in this park are in good repair and provide parkland for residents in the western portion of the Village of Campbellsport.

Columbus Parc is located at 105 Columbus Parc Court and is the village’s largest park at approximately 54 acres. Situated along the Milwaukee River, this relatively new and modern park facility contains three softball diamonds, a basketball court, two lighted sand volleyball courts, playground equipment, and a combined pavilion/bathroom facility. A large parking lot is provided for park users. This park also has a nature trail that provides access to the Milwaukee River. Pedestrian access to this park has been enhanced by the construction of a trail and pedestrian walkway directly west of the park. The bridge crosses the Milwaukee River at the end of Spring Street.

Mill Pond Wayside is located on East Main Street (near the dam). This two-acre recreational facility offers a scenic view of the Milwaukee River dam and pond. Park features include roadside parking and picnic tables.

The Campbellsport Recreation Plan also cites the Campbellsport Area School District and its related recreational facilities as part of their public recreation acreage/areas. At the time of the plan’s composition (1993), this facility provided 20 acres of land for recreational use. Features include three tennis courts, a football field with track, one baseball field, two softball fields, a basketball court, one practice football field, conventional and modern (i.e. wood form) playground equipment, and a 50 or more capacity parking lot.

St. Matthew’s school is located on the eastern side of the Village of Campbellsport, and is a source of recreation for neighborhood children. The site offers playground equipment and a sports field.

The national standard for park space in a community is ten acres for every 1,000 people. Based on the 2000 U.S. Census, the Village of Campbellsport had 1,913 people, which equates to 19 acres of parkland needed to meet the needs of the citizens of the village.

The Village of Campbellsport greatly exceeds the national standard. However, the draft Future Land Use Map in the proposed Comprehensive Plan shows a residential growth area north of E. Sheboygan Street and east of CTH "W". While the northeast quadrant of the village is not close to any of the current public parks, it is within close proximity to the Campbellsport Elementary School located on the west side of CTH "W". If the Village and School District agree to the joint use of facilities, this school site could meet the recreational needs of children for this northern neighborhood of the Village of Campbellsport.

A second growth area being shown on the Draft Future Land Use Plan is the Valley View Subdivision in the southwestern edge of the Village, south of Campbellsport Drive and west of CTH "V". This large area is close to Fireman's Park, but if the Village continues to grow further south, a neighborhood park of five to ten acres should be considered, possibly south of Valley View. Preferably, such a neighborhood park would ideally be located along the Eisenbahn Trail. This park may be beyond the 20-year timeframe, but should be considered in future updates to the Village's Comprehensive Plan.

A shortfall that has been identified in the Village's park system is the lack of soccer fields, or even areas where local soccer teams can practice. Tournament play for soccer in the region is now happening in a sports complex outside of Lomira (west of Highway 41 on Highway on Highway 67). As soccer becomes more popular, the Village of Campbellsport will need to consider the location and construction of a soccer practice field. The potential costs of additional athletic fields and/or additional public trail systems rightfully needs to be shared between existing and future residents.

The Village of Campbellsport is currently working on a needs assessment to determine if an impact fee would be suitable method for generating revenue for the cost of future park facilities.

## Open Space and Recreation Plan

The Village of Campbellsport has an Open Space and Recreation Plan, which is generally required for the village to be eligible to compete for matching state and federal park and recreation grants. It also serves as the village's principal guide for its parks and recreation development. The plan was originally adopted in 1978, was updated in 1988, and was comprehensively revised in 1993. The Fond du Lac County Planning Department and Campbellsport Park and Recreation Committee prepared it and the facilities have been enhanced each year. The primary focus of the plan is the development of Columbus Parc.

## Trails

Whispering Trails is an established recreational trail located on the east side of the village near Columbus Parc. The trail meanders for several miles along the Milwaukee River and around a prairie area. Another recently developed trail within Campbellsport is a segment of the Eisenbahn State Trail. The particular conditions and circumstances surrounding this trail are discussed at length in the Transportation element of this plan.

## Village Hall and Municipal Services Facility

Campbellsport's Village Hall and Municipal Services Facility is located at 177 E. Main Street and was built in 1953. The municipal service facility is also presently known as the Department of Public Works garage. The Village Hall portion of the facility is 7,440 square feet and the garage portion is 4,904 square feet. Upon its original completion in 1953, the facility was also home to the community's fire station and library. The building currently houses the administrative offices for village government and Department of Public Works staff and equipment.

Campbellsport also has a conveniently placed 5,115 square foot community center located (next to the Village Hall) at 163 E. Main Street. The community center feature amenities include a large meeting room and kitchen facility. The facility can be rented to the general public and various public or private groups. Various non-profit organizations, school functions, and state related activities also utilize the center.

The Village Board has discussed the possibility of building a new facility with one possible location being near the library.

## Civic Clubs and Organizations

Campbellsport has a wide variety of civic clubs and organizations that support various causes and provide an opportunity for the residents of the village to become involved. They include:

- ❖ Campbellsport Chamber of Commerce
- ❖ Lions Club
- ❖ Women's Club
- ❖ VFW (Men & Women)
- ❖ Jaycees
- ❖ Boy & Girl Scouts
- ❖ Cub Scouts & Brownies
- ❖ Campbellsport 4-H
- ❖ Campbellsport Athletic Association

## Churches

There are currently five churches in the Village of Campbellsport:

- ❖ Campbellsport Alliance Church
- ❖ First Baptist Church of Campbellsport
- ❖ Immanuel Evangelical Lutheran Church (Wisconsin Synod)
- ❖ St. Matthew's Catholic Church
- ❖ Methodist Church
- ❖ United Christian Church of Campbellsport

## Cemeteries

There are three cemeteries located in Campbellsport located next to each other at the northwest corner of Sheboygan Street and CTH "W". They are Union Cemetery, St. Matthews Cemetery, and a cemetery for the Convent. The developed portions of the Union Cemetery and St. Matthews Cemetery are approximately five to six acres in size. Both have an additional four to six acres available for future development.

There are two cemeteries located within a half mile of the Village of Campbellsport. The Auburn Reformed Cemetery is east of the village on CTH "Y" and the German Evangelical Reformed Cemetery is south of the village on Century Drive.

## Child Care Facilities

The following paragraph is from the State of Wisconsin's Department of Health and Family Services web page:

"The Department of Health and Family Services (DHFS), Division of Children and Family Services (DCFS), Bureau of Regulation and Licensing (BRL) is responsible for the licensing and regulation of child care programs, children's residential programs and private child welfare agencies for foster care and adoption. The purpose of the Bureau of Regulation and Licensing is to promote the health, safety and welfare of children in regulated community care arrangements. In addition to family and group child care programs, BRL regulates day camps, group foster homes for children, residential care centers for children and youth, shelter care facilities and child placing agencies."

The various child care programs the BRL licenses include:

- ❖ Family Child Care Centers (facilities that provide care for up to 8 children)
- ❖ Group Child Care Centers (facilities that provide care for 9 or more children)
- ❖ Day Camps (outdoor seasonal program for four or more children under age 7)
- ❖ Group Foster Homes for Children (facilities providing 24-hour care for 5-8 children)
- ❖ Residential Care Centers for Children and Youth (child welfare agencies)
- ❖ Shelter Care Facilities (short-term, non-secure residential care pending court actions)
- ❖ Child Placing Agencies (place children with family foster and treatment homes)

More specific information regarding each of these programs and their regulations can be found at the following address:

[http://dhfs.wisconsin.gov/rl\\_dcfs/ABOUT.htm](http://dhfs.wisconsin.gov/rl_dcfs/ABOUT.htm)

One of the major challenges in community childcare is to match the type of childcare desired by the parents with the appropriate provider. For example, childcare may be needed for persons employed on second shift. Hence, there is always a demand for quality childcare.

There are currently two childcare facilities located with the Village of Campbellsport. The first is Kids Clubhouse ChildCare Center, LLC, which is located at 250 North Fond du Lac Avenue. This facility is state licensed and provides infant/toddler care, pre-school, before and after school care, as well as school age summer programs. The other state licensed childcare facility is residential-based Betsy's Little House Day Care, which is located at 311 Windell Street.

## Health Care

Campbellsport residents have access to excellent medical facilities and doctors at both the local and regional levels. Locally, residents utilize Campbellsport Medical Center, at 328 N. Helena, as a provider of medical services. The Campbellsport facility is a satellite office of the Agnesian Health Care System. The principal offices for the system are located 420 E. Division Street in Fond du Lac, Wisconsin.

Agnesian Health Care System is sponsored by the Congregation of Sisters of St. Agnes and currently has 2,400 employees and physicians. The system is comprised of the following: a consultant's laboratory, Fond du Lac Regional Clinic, St. Agnes Hospital, St. Agnes Home, Waupun Memorial Hospital, and Agnesian Health Care Enterprises.

The following paragraphs are from the Agnesian web page. They discuss the role of the satellite clinics, as well as the services offered by their regional clinic in Fond du Lac:

"Rural clinics provide convenient care while offering several benefits to patients, including access to other specialists through their affiliation with the Fond du Lac Regional Clinic. The satellite clinic offices also work closely with area employers, providing immediate treatment of worker's compensation or work-related injuries.

Professional services provided at the Fond du Lac Regional Clinic's main location include: cardiology, cardiovascular and thoracic surgery, dermatology, emergency medicine, family practice, gastroenterology, gynecology, medical oncology and hematology, internal medicine, nephrology, obstetrics, ophthalmology, optometry, orthopaedics, otolaryngology (ENT/head and neck surgery), pediatrics, physiatry, plastic surgery, rheumatology, surgery, urology and Urgent Care Plus."

More information regarding the Agnesian Health Care System can be found at the following web page:

[www.agnesian.com/](http://www.agnesian.com/)

The other major hospital serving the Campbellsport area is St. Joseph's in the City of West Bend. The following information is from the hospital's web site.

"Advanced medical services and a tradition of personalized, patient-focused care are the standards of care at SynergyHealth. SynergyHealth is dedicated to improving the area's overall health through community education and prevention programs, and by linking patients to a full range of health care services.

St. Joseph's Hospital is a member of VHA, a nationwide network of leading non-profit community health care organizations and is accredited by the Joint Commission on Accreditation of Healthcare Organizations.

St. Joseph's Hospital is a 121-bed, non-profit, acute care hospital serving residents of West Bend and the greater Washington County area. The hospital is governed by a board of community volunteers and is a member of SynergyHealth, a health system that also includes the West Bend Clinic, and SynergyHealth Foundation.

The original hospital was built in 1930 and underwent major additions in 1947, 1974, 1990, and in 2000 when the Cancer Care Center was opened. A state-of-the-art replacement hospital, designed with a focus on quality and safety, is under construction with a planned opening in summer 2005.

St. Joseph's Hospital is a member of VHA, a nationwide network of leading non-profit community health care organizations and is accredited by the Joint Commission on Accreditation of Healthcare Organizations."

More information regarding SynergyHealth can be found at the following web page:

[www.synergyhealth.org](http://www.synergyhealth.org)

## Findings and Recommendations

- ❖ The water pumping and treatment system in the Village of Campbellsport has the capacity to meet the projected growth in the community. Current storage capacity meets the recommended minimum of a two days supply of water.
- ❖ Water quality needs to be improved.
- ❖ The Village of Campbellsport continues to make upgrades to the wastewater treatment plant and the collection system. The plant has significant capacity to accommodate growth.
- ❖ The Village is updating lines to accommodate growth and to help reduce the amount of infiltration and inflow of stormwater into the sanitary sewer system.
- ❖ The current arrangement with Waste Management, Inc. should provide the capacity needed for solid waste and recycling materials.
- ❖ The deregulation of the telecommunications industry has resulted in strong competition. Services appear to be adequate for the Village of Campbellsport.
- ❖ The current generation, transmission and distribution systems should provide the Village of Campbellsport with adequate energy from electricity and natural gas.
- ❖ The Fire Department and Ambulance Department's facilities and equipment should be adequate for some time into the future.
- ❖ The library has the capacity to meet the growth of the community.
- ❖ The Village should continue to update the Open Space and Recreation Plan.
- ❖ The Village has had discussions on the need to upgrade the existing Village Hall or build a new facility
- ❖ There does not appear to be any significant concerns with respect to civic clubs and organizations, churches, cemeteries, childcare, and health care.
- ❖ The Campbellsport Public School District is projecting that enrollment numbers will decline by 2011 and staff reductions may be needed as a result.
- ❖ The public school district is dealing with reductions in state provided aid for school programming and is placing a greater dependence on local property taxes for funding as a result.

# Economic Development

## Analysis of Labor Force and Economic Base

### Labor Force

The percentage increase in Fond du Lac County's labor force between 1990 and 2000 was lower than the State of Wisconsin's (see Table 21). However, the county's labor force percent increase between 2000 and 2003 was slightly higher than the state's. Generally, Fond du Lac County appears to have benefited from the strong economy experienced during the 1990s as evidenced by the drop in the unemployment rate from 5.2% in 1990 to 3.2% in 2000. Conversely, the State's unemployment rate during that same time period decreased by only 0.8%. However, from 2000 to 2003 both the County and State unemployment rates increased by 2.2% and 2.0% respectively as weaker economic conditions developed.

### Employment by Industry

While the jobs that are shown in Table 22 are with companies whose plants and offices are physically located in Fond du Lac County and Wisconsin, the people who have these jobs may or may not live in Fond du Lac County or Wisconsin. These data are referred to as "place of industry" employment data. People commonly work in counties other than where they live.

Manufacturing was the dominant industry in Fond du Lac County in 1990 comprising one-third of all industries. The retail trade industry had the second highest percentage of jobs with 20.1%, and services were third with 18.3 percent. Government (11.2%) was the only other sector with a double-digit percentage of total employment.

The fastest growing sectors between 1990 and 2000 in terms of percent increase were agriculture, forestry, fishing, and mining (66.9%), construction (59.8%), and services (35.3%). By 2000, manufacturing remained the highest percentage of total employment in Fond du Lac County at 30.7%, while services (20.8%) jumped to second and retail trade dropped to third (18.6%).

On a state level, in 1990 the top three industries were manufacturing (25.4%), services (21.5%), and retail trade (18.8%). By 2000, however, the services (25.1%) sector overtook manufacturing (22.8%) as the lead industry signaling a significant shift in state employment trends.

### Employment by Residence

Table 23 shows the industries in which the residents of the Village of Campbellsport, Fond du Lac County, and Wisconsin actually work but the jobs may not be at a plant or office located in the village, county or the state. These data are commonly referred to as "place of residence" employment data.

Manufacturing, services, and retail trade were ranked one, two, and three respectively (by percent of all employment) at both the village and county levels in 1990. There was a slight

variation on the state level as services ranked one, manufacturing two, and retail trade three in 1990. By 2000, however, services ranked one, manufacturing two, and retail trade three at the village, county, and state levels.

Within Campbellsport, government (73.3%) and wholesale trade (66.7%) were the two industries that experienced the largest increase from 1990 to 2000, while transportation and utilities (-18.6%) and retail trade (-7.4%) witnessed the largest decrease during the same period.

At the county level, construction (64.2%) and government (50.6%) were the two industries experiencing the largest increase from 1990 to 2000, while retail trade (25.5%) and agriculture, forestry, fishing, and mining (20.4%) experienced the largest decrease during the same period.

Meanwhile, within the State of Wisconsin services (53.8%) and construction (37.3%) were the two industries that grew the most from 1990 to 2000, while agriculture, forestry, fishing, and mining (-32.7%) and retail trade (-25.5%) decreased the most during the same period.

## Employment by Occupation

The categories for the types of occupations held by the residents of the village, county or state changed significantly between the 1990 and 2000 Census, making a comparison between the two time periods very difficult (see Table 24). However, comparisons can be made at the village, county, and state levels for the same year.

In 1990, the Village of Campbellsport generally had lower percentages than either the county or the state in the categories that are representative of white collar occupations, and higher percentages in service and blue collar occupations.

By 2000, the only category in which the village had a smaller percentage of persons employed than either the county or the state was in the management, professional, and related category. The two categories in which the village had a higher percentage than either the county or the state were construction, extraction, and maintenance and production, transportation, and material moving.

This data suggests that the people who live in Campbellsport may be affected more by the movement of manufacturing jobs to lower cost areas of production in foreign countries. At the same time, some of the jobs in the areas traditionally thought to have been safe from being shipped overseas, like information technology, are being filled by workers in foreign countries.

## Travel Time to Work

Table 25 indicates that village, county, and state residents are experiencing the national trend of spending more time traveling to their workplace. In fact, Campbellsport residents in particular are spending more time commuting as they experienced the largest percent increase in persons traveling 20 minutes or more to work. This increase in travel time is supported by the population growth and increase in educational attainment experienced by the village from 1990 to 2000.

For example, 42.3% of Campbellsport residents spent 20 or more minutes traveling to work in 1990. That percentage increased to 58.4% by 2000. Comparatively, the county and state had percentage increases of 4.3 and 4.5 percentage points, respectively using the same approach. These numbers provide validation to the nearly one-half of community survey respondents who believed that the Village of Campbellsport faces a severe job shortage.

## Average Weekly Wages

The highest average weekly wages in 1990 in Fond du Lac County were in the durable manufacturing, manufacturing, and construction sectors (see Table 26). By 2000, the only change in the top three was non-durable manufacturing supplanting the construction sector. The column title "CPI 2000" is the 1990 wage adjusted for inflation. In comparing it with the actual wages for 2000, there were three sectors that did not outpace inflation (i.e. agriculture, forestry, and fishing; mining; and construction) in Fond du Lac County.

The durable manufacturing and finance, insurance, & real estate services (FIRE) sectors had the highest percentage gain between 1990 and 2000 within Fond du Lac County. The FIRE sector increase in particular reflects the strong economy of the 1990s with the significant increase in the number of homes built and sold and the related fees and commissions, and the 401(K) investment surge and its related commissions. Similar trends were experienced at the state level where the FIRE sector ascended to the top position and led all sectors in average weekly wages by 2000. This data also confirms the trend toward manufacturing becoming less important and other industry sectors such as FIRE and distribution becoming more important.

## Per Capita Income

The Village of Campbellsport had a larger percentage increase in per capita income between 1989 and 1999 than either the county or the state (see Table 27). In terms of actual dollars, however, the village's per capita income trailed both the county and state's in 1989 and maintained that standing in 1999.

## Existing Economic Base

The major employers in the Campbellsport area are the Campbellsport School District, St. Joseph's Convent, Precision Metals, HT Enterprises, and the Village of Campbellsport.

## Types of New Businesses Desired

### Technology Zone Program

In December 2001, Governor Scott McCallum created a Technology Zone Program, which provides tax credits to high technology firms as a means to stimulate the growth of Wisconsin's high technology sector. The program calls for the designation of eight zones. Economic development representatives from several counties in northeastern Wisconsin, including Fond du Lac County, formed the Northeast Wisconsin Regional Economic Partnership (NEWREP) and submitted an application for the designation of one of the eight zones. In June 2000, Governor McCallum announced the application was successful.

## NEW Economic Opportunity Study

The Fox Valley and Bay Area Workforce Development Areas joined forces to provide the resources for the NEW Economic Opportunity Study. The three phase study was designed to address the significant job loss in manufacturing that has recently been experienced by northeastern Wisconsin. Phases I and II included the analysis of historical and projected demographic, industry, and employment data. Phase III outlined five strategies for the region.

Strategy I – Move to a New Economy Construct

Strategy II – Move to a Collaborative Economic Development Construct

Strategy III – Change Social and Cultural Mindset to Risk and Collaboration

Strategy IV – Change Regional Image

Strategy V – Promote Industry Cluster Development

The summary of Phase III noted, “Workforce development and economic development are interrelated and interdependent. The strategic economic development plan presented here is one based on the New Economy drivers of innovation, collaboration, and culture.” The study concluded the economic prosperity of Northeastern Wisconsin is the responsibility of the businesses and citizens of the region.

The full study can be found at the following web site:

[www.neweconomyproject.org/](http://www.neweconomyproject.org/)

## Campbellsport Area Chamber of Commerce Study

The Campbellsport Area Chamber of Commerce, with the assistance of the Fond du Lac County Economic Development Corporation (FCEDC), recently developed the Campbellsport Assisting Businesses or C.A.B. Project. One element of the project was a list of businesses they felt would do well in Campbellsport. The list includes:

- ❖ Pet Grooming / Doggy Daycare
- ❖ Coffee Shop
- ❖ Fitness Facility / Spa / Rehabilitation Center
- ❖ Fast Food
- ❖ Ice Cream / Candy Store
- ❖ Bakery
- ❖ Liquor / Wine / Smoke Store
- ❖ Bait Store
- ❖ Tourism type Services / Store – We are in the heart of the Kettle Moraine
- ❖ Niche / Specialty Store
- ❖ Internet / Computer Service
- ❖ Cleaning Services
- ❖ Quilting Shop / Supplies
- ❖ Internet Auction / On-line Services
- ❖ Jewelry Store
- ❖ Children’s Store / Children’s Resale Clothes shop
- ❖ Cleaning Services Residential/Commercial
- ❖ Catering Services

- ❖ Bike Shop / Bike Rental – the Eisenbahn State trail runs thru our village

A second element of the project was a list of reasons to open a business in Campbellsport:

- ❖ Small town atmosphere.
- ❖ Local newspaper provides support and encouragement.
- ❖ Aggressive, active chamber provides energy and growth opportunities.
- ❖ Ten mile service area includes a fast growing population over 15,000
- ❖ Reasonable rent / purchase price
- ❖ Friendly people
- ❖ Large pool of qualified labor at multiple levels of pay and qualifications
- ❖ Kettle Moraine Area excellent source of tourism dollars
- ❖ Eisenbahn State trail excellent source of tourism dollars
- ❖ Great school system
- ❖ Low crime rates

## **Local Government's Ability to Retain and Attract Business**

### Location

The geographic location of a community is one of the most important factors in determining the ability of a local government to attract or retain business. Traditionally, communities that were near natural resources used in the manufacturing of a product had an advantage over those that were not. Today, the definition of a natural resource has been broadened to describe the environment in which people choose to live. Many types of service firms are not dependent on access to raw, physical resources (or for that matter, their customers) and choose to locate in areas where natural resources such as lakes, rivers and woods create an attractive environment in which to live and work. The Village of Campbellsport is such an area.

### Infrastructure

The Village of Campbellsport has demonstrated its commitment to providing the infrastructure needed by businesses through the recent and planned improvements to the water and wastewater systems.

### Regulatory Issues

The Village of Campbellsport seeks to strike a balance between the needs of business expanding or locating in the community and the needs of the community. Zoning and building codes help to ensure the health, safety, and welfare of the community are protected and maintained. Currently the Village is not aware of any regulatory issues negatively affecting businesses that can be addressed directly by the Village.

### Financial Programs

The Campbellsport Area Chamber of Commerce and the FCEDC have recently introduced two programs – the Façade Improvement Program and the Business Assistance Program. The Façade Improvement Program offers up to \$500 in matching grant funds to existing businesses in Campbellsport for improvements to the street side of their facility. The Business Assistance

Program offers a \$500 grant to a new business that is matched with another \$500 from Campbellsport Building Supply and the National Exchange Bank. For more information on these programs, go to this web site:

[www.campbellsport.org/cab%20project.htm](http://www.campbellsport.org/cab%20project.htm)

There are a number of other financial programs available to the Village of Campbellsport and to businesses interested in building in, or expanding or relocating to, Campbellsport. These programs are described beginning on page 97.

## Organizational

The Campbellsport Area Chamber of Commerce, with the assistance of the Fond du Lac County Economic Development Corporation (FCEDC), is the organization through which much of the economic development planning for the Village occurs. Currently, the president of the Village, Dean Uelmen, is on the FCEDC Board of Directors.

## First Impressions Program

The "First Impression" report asked what the biggest obstacles/challenges Campbellsport is currently facing. The number one answer was the community needed to make a major effort to improve and expand the industrial park to provide an industrial tax base. The report also states that the industrial park was found to be unattractive "due to the lack of order around the building, gravel roads, and the overgrown weeds present in the vacant lots. Some properties looked like junkyards, and team members suggested that large items should be stored inside buildings or behind them, and that entrances should be cleaned and orderly to attract more industrial park tenants."

As previously mentioned, another dominant theme throughout the "First Impression" report was the lack of activity in the downtown district and the generally stale appearance of the downtown area. Overall, the variety of shopping within the downtown area was found to be adequate. However, the report notes that some core professional services (banks, grocers, and medical services) were absent from the downtown district and were placed on the edge of the village in a non-centralized and inconvenient manner.

The "First Impression" report also highlights the fact that there was not an obvious visitor's center, chamber of commerce office, etc. to service the needs of village visitors. Instead, it references that the Guaranty Bank handles those duties. In fact, the "First Impressions" team only found that the bank handled those duties by "asking around" and that nothing else was available or noticed. The report suggests that the village hall or library might more appropriately handle this service.

## Sites for New or Expanding Businesses

Site for future commercial development are located along the east side of CTH "W" on the north side of the village and on the west side of CTH "V" on the south side. Redevelopment opportunities are available along Main Street.

An area being considered for future industrial use is west of CTH "W" on the southwest side of the village, immediately to the west of the existing industrial area.

## Use of Brownfield Sites

The Wisconsin Department of Commerce (DOC) defines brownfields as, "abandoned, idle or underused industrial or commercial facilities or sites, the expansion or redevelopment of which is adversely affected by actual or perceived environmental contamination." At this time, no brownfield sites have been identified in the Village of Campbellsport.

The Department of Commerce provides funding to brownfield projects that promote economic development and have a positive effect on the environment. Since June of 1998, the Brownfields Grant Program has awarded a total of \$36.2 million in six years that resulted in grants being awarded to 88 projects across Wisconsin. More information on Wisconsin's Brownfields program is available at:

[www.commerce.state.wi.us/CD/CD-bfi.html](http://www.commerce.state.wi.us/CD/CD-bfi.html)

## Applicable County, Regional, and State Programs

### County Programs

The Fond du Lac County Economic Development Corporation is a private/public partnership available to assist with economic development efforts in the Village of Campbellsport. The FCEDC provides free and confidential assistance in the following areas:

- ❖ Existing business development
- ❖ Business attraction and recruitment
- ❖ Entrepreneurial assistance
- ❖ Community services
- ❖ Workforce initiatives

For more information on the FCEDC, go to their web site at:

[www.fcedc.com](http://www.fcedc.com)

### Regional Programs

The East Central Wisconsin Regional Planning Commission prepares a Comprehensive Economic Development Strategy (CEDS) covering the ten counties in its region. The most recent update was completed in 2003.

The document contains a review of the Commission's economic development efforts, an overview of the region's economy and the development strategy for the region. The development strategy includes goals, objectives and strategies and a ranking of economic development investment projects submitted by communities in the region. The Village of Campbellsport did not submit any economic development investment projects for inclusion in the CEDS.

## State Programs

The State of Wisconsin's Department of Commerce offers a number of programs in support of economic development. The programs are too numerous to list here. Some of the programs provide direct assistance to a business, others fund the business through the local community, while other programs provide direct assistance to a community. Information on these programs is available at:

[www.commerce.state.wi.us/MT/MT-COM-2000.html](http://www.commerce.state.wi.us/MT/MT-COM-2000.html)

[www.commerce.state.wi.us/MT/MT-COM-4200.html](http://www.commerce.state.wi.us/MT/MT-COM-4200.html)

The Department of Commerce has Area Development Managers located throughout the state to work with local communities and businesses in identifying the resources available from the state and other sources. Dennis Russell is the Area Development Manager for the Village of Campbellsport. He is located in Green Bay.

The Wisconsin Small Business Development Center provides business management education programs at an affordable fee. Counseling, to address individual business needs, is available without cost to the small business client. SBDC offices are located at the University of Wisconsin-Oshkosh. Information on the programs and services offered by the SBDC may be found at:

[www.wisconsinsbdc.org](http://www.wisconsinsbdc.org)

Forward Wisconsin is a state-level partnership between the public and private sectors whose mission is to market Wisconsin as a business location to firms interested in expanding in, or relocating to, Wisconsin. Information on the programs and services offered by Forward Wisconsin may be found at:

[www.forwardwi.com/index2.html](http://www.forwardwi.com/index2.html)

## Findings and Recommendations

- ❖ The national trend of the services sector replacing the manufacturing sector as the largest employer will benefit the Village of Campbellsport, as many of the jobs can be located in smaller communities.
- ❖ The emergence of sectors other than manufacturing as offering high paying positions should be considered by the Village of Campbellsport as it targets businesses to start up and expand in, or relocate to, the community.
- ❖ The combination of an attractive environment created by the Kettle Moraine and the Milwaukee River, and its location with respect to the City of Fond du Lac area to the north, and the City of West Bend and the northern suburbs of Milwaukee to the south, provides the Village of Campbellsport with a strong package to market to future residents and businesses.
- ❖ The increase in travel time and in population from 1990 to 2000 suggest that people are willing to commute from Campbellsport to jobs in the urban areas.
- ❖ Village officials should work with the Fond du Lac County Economic Development Corporation in analyzing how the strategies from the NEW Economic Opportunity Study can be implemented to the benefit of Campbellsport.
- ❖ The Village of Campbellsport should support the Campbellsport Assisting Businesses or C.A.B. Project developed by the Campbellsport Area Chamber of Commerce and the Fond du Lac County Economic Development Corporation.
- ❖ The Campbellsport Area Chamber of Commerce needs to be more visible for visitors.
- ❖ The Village of Campbellsport should cooperate and work with the private sector to develop future industrial areas in the community
- ❖ Strong economic development programs are characterized by partnerships. The Village of Campbellsport is fortunate to have, or have access to, many other organizations that are or may be part of its economic development efforts including the Campbellsport Area Chamber of Commerce, the Fond du Lac County Economic Development Corporation, the Wisconsin Department of Commerce, the Wisconsin Small Business Development Center, Forward Wisconsin, and more.

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# Land Use

## Land Use Characteristics

Map 11 shows the existing land use pattern in the Village of Campbellsport. Table 28 shows the existing land use in acres from an inventory conducted by the East Central Wisconsin Regional Planning Commission in 2003 and 2004.

**Table 28**  
**Existing Land Use In Acres**

	2003-2004	
	Acres	%
Agricultural, Vacant, and Open Space	524	50.6%
Commercial	42	4.1%
Industrial	16	1.5%
Public and Institutional	65	6.3%
Recreational	97	9.4%
Residential	193	18.6%
Utilities	17	1.6%
Water	36	3.5%
Woodlands	46	4.4%
<b>Total Acres</b>	<b>1,983</b>	

Source: East Central Wisconsin Regional Planning Commission

### Agricultural

Agricultural, vacant, and open space made up 50.6% of the total land area in the Village of Campbellsport in 2003-2004. There are no active farms within the Village of Campbellsport, but there is land that is being cropped. The trend of agricultural land being converted for more intensive uses is expected to continue.

### Residential

Residential land uses made up 18.6% of all land uses in 2003-2004. Single family and two-family make up about 183 of the 193 acres, or 95% of the land used for residential purposes. Multi-family accounts for approximately 10 acres. Based on the estimated January 1, 2004 population of 1,938 and total residential acreage of 193 acres, there are 10 residents per acre of residential land. This reflects a mid level residential land use intensity. Based on an estimate of 664 single family households in 2004 and the single family and two family residential acreage in 2003-2004, the density is about 3.6 units per net acre, which is about average for urban development.

### Commercial

Commercial land uses make up 4.1% of the total acres in the village in 2003-2204. The intensity of commercial land uses is fairly low as it is characterized by single story, stand alone types of development scattered throughout the community. Commercial land use densities are also low.

## Industrial

Industrial land uses make up 1.5% of the total land area in 2003-2004 and is located in the southwest side of the community. The intensity of the industrial land uses are in the mid level, however, the density is relatively low as most industrial properties have large areas of open space.

## Public and Institutional

Public and institutional land makes up about 6.5% of the total land area. This land use category includes schools, the village hall, the library, and cemeteries.

## Recreational

Recreational land makes up about 9.4% of the total land area. This land use category includes the parks, athletic facilities at the high school and the private golf course along CTH "V".

## Water

The area covered by water is about 3.5% of the total land area, almost all of which is the Milwaukee River.

## Woodlands

Woodlands make up about 4.4% of the total land area. This is a relatively new category, and reflects the change in classifying land uses to reflect the importance of preserving wooded areas and the benefits they provide to a community.

# Trends in the Supply, Demand, and Price of Land

## Residential

Table 29 shows building permit records from 2000 through 2005 to date. The dollar range reflects the value of the home stated on the building permit by the contractor or homeowner, and may not accurately reflect the market value of the structure. Generally, building permit values do not include the value of the land on which the residential structure is built.

The price of housing broke the \$200,000 level for the first time in 2004. There has been a shift from most of the homes being in the \$100,000 to \$150,000 price range to the \$150,000 to \$200,000 price range.

There are very few single-family residential lots available in the Village of Campbellsport. Lots that have sold in the past couple of years have been in the mid \$30,000 range.

**Table 29**  
**Residential Construction, January 2000 through April 2005**

Year	Type	<\$100,000	\$100,000 to \$149,999	\$150,000 to \$199,999	>\$200,000	Total
<b>2000</b>	Single-Family	0	3	0	0	3
	Two-Family	0	0	0	0	0
	Multi-Family	0	0	0	0	0
<b>2001</b>	Single-Family	0	5	1	0	6
	Two-Family	0	0	0	0	0
	Multi-Family	0	0	0	0	0
<b>2002</b>	Single-Family	0	3	2	0	5
	Two-Family	0	0	0	2 (4 units)	4
	Multi-Family	0	0	0	0	0
<b>2003</b>	Single-Family	0	2	3	0	5
	Two-Family	0	0	1 (2 units)	1 (2 units)	4
	Multi-Family	0	0	0	0	0
<b>2004</b>	Single-Family	0	1	4	2	7
	Two-Family	0	0	0	0	0
	Multi-Family	0	0	0	0	0
<b>2005</b>	Single-Family	0	0	0	0	0
	Two-Family	0	0	1 (2 units)	0	2
	Multi-Family	0	0	0	0	0

Source: Village of Campbellsport Building Permit Information

## Commercial

There has been very little activity in commercial land and building sales in the Village of Campbellsport. The most recent sales have been in the area of Sheboygan Street and CTH "W". Sales records show sale prices ranging from \$18,000 per acre to over \$40,000 per acre.

## Industrial

An industrial area has developed on the southwest side of the village. All of the lots have been sold and all of the buildings are currently occupied.

## Conflict Between Adjacent Land Uses

### In the Village of Campbellsport

The Village is not aware of any conflicts between adjacent land uses in the Village of Campbellsport.

### Between the Village of Campbellsport and Adjacent Municipalities

The Village is not aware of any conflicts between land uses in the Village of Campbellsport and land uses in the Towns of Ashford and Auburn.

The Village has not adopted an extraterritorial zoning ordinance but it does review plats within the Village's extraterritorial jurisdiction.

## Development and Redevelopment Opportunities

### Residential

#### Huspen Farm

The Huspen farm, now owned by WLM Development, LLC, a company from West Bend, is in the process of developing a mixed-use project on the village's southwest side. The project will be developed in phases, with the first phase including Valley View Subdivision, which has 25 lots exclusively zoned for two-family lots (50 total housing units), a condominium project called Soaring Heights with sixteen four-unit buildings (64 total units), and a 12.48 acre commercial area facing C.T.H. "V".

Future phases will involve a 146 lot single family subdivision with two access points onto C.T.H. "W". This phase will also involve the dedication of a large wetland area to the public, which lies between the large single family subdivision and the condominium project.

The entire project is split by a future pedestrian path on a previously utilized railroad bed. The future pedestrian path will split the one and two family subdivisions and the commercial and condominium portions.

#### Theisen Trails

This 25 acre area, north of Sheboygan Street and east of CTH "W", is currently being designed for residential development. The property is adjacent to the elementary school and the Piggly Wiggly grocery store and near the Campbellsport Public Library. Additional land in this area is also available for residential development.

#### St. Joseph Convent

An area of special concern for the Village of Campbellsport is the St. Joseph Convent. Leaders at the convent are also working on a long term operational and facilities plan. The Village should continue to communicate the convent leaders on plans for development on and around the convent's property.

**Two-family** residential development should continue to be part of the housing mix in the Village of Campbellsport. Developers should be encouraged to provide this type of housing when they present plans to the Village for residential development.

**Multi-family** housing serves a wide market ranging from entry level for the young adult to assisted living for the elderly. It also serves as a transition use between the more intensive uses of commercial and industrial and the less intensive uses of single-family and two-family uses. Senior citizen multi-family housing provides both residential and economic opportunities.

## Commercial

Existing commercial development patterns reflect the transportation systems in the Village of Campbellsport. Most of the commercial development is located along Main Street (STH 67), particularly near the railroad tracks, and along Sheboygan Street. The redevelopment of the commercial land uses along Main Street has been the subject of recent discussions by the Village and by the Chamber of Commerce. In fact, the Campbellsport Chamber of Commerce recently announced a program to assist building owners with improvements to the facades facing Main Street.

There are two primary areas projected for future commercial development. The first is on the south side of the village, west of CTH "V". The second is on the north side, east of CTH "W" and north of Sheboygan Street.

## Industrial

Existing industrial development is concentrated in the southwest portion of the Village of Campbellsport. The short-term focus will be on assisting the businesses in this industrial area. The long-term focus will be on developing land for industrial development. The area most suited for future industrial development is west of the existing industrial area, west of CTH "W".

## Limitations on Development

A summary of the limitations on development is presented in this section. A more detailed discussion of these limitations is found in the Utilities and Community Facilities Element and the Agricultural, Natural and Cultural Resources Element.

### Natural Limitations for Building Site Development

There are relatively few natural limitations for building site development in the Village of Campbellsport. The most significant natural limitations are wetlands and floodplain areas. Soils and bedrock do not provide any major constraints on development.

### Environmentally Sensitive Areas

Environmentally sensitive areas in the Village of Campbellsport include the Milwaukee River and the streams, wetlands, and floodways associated with it.

### Boundary of Utility Service and Community Facilities

Development has generally occurred at a pace that has allowed the Village of Campbellsport to adequately plan for the extension of water and sewer service. Based on the population projections for the Village of Campbellsport, it appears that adjustments and improvements to community facilities needed for the increase in residents will be manageable on an annual basis or as part of a multi-year capital improvement program.

An exception to this was the recent Huspen development, which required the Village to do extensive planning for the infrastructure to serve this project. The same level of planning may be required if the area north of Sheboygan Street and east of CTH "W".

There do not appear to be any issues or concerns with availability and capacity for solid waste disposal or electrical or gas services.

## Land Use Projections

In preparing the land use projections for the Village of Campbellsport, the Plan Commission reviewed the Existing Land Use Map and land use allocation standards and criteria.

### Standards and Criteria

The Village of Campbellsport, in allocating future growth areas, took into consideration the standards and criteria used by East Central Wisconsin Regional Planning Commission in its Sewer Service Area Planning Process. The considerations are:

1. Urban development patterns should incorporate planned areas of mixed use and density that are clustered and compatible with adjacent uses.
2. The allocation of future urban development should maximize the use of existing urban facilities and services.
3. Future urban development should be encouraged to infill vacant developable lands within communities and then staged outward adjacent to existing development limits.
4. Future commercial and industrial development should expand upon existing areas and be readily accessible to major transportation systems.
5. The boundaries of urban development should consider natural and man-made features such as ridge lines, streams and major highways.
6. Residential land use patterns should maximize their accessibility to public and private supporting facilities.
7. Urban development should be directed to land suitable for development and discouraged on unsuitable land, such as floodplains, areas of high bedrock, and areas of high groundwater.
8. Environmentally sensitive areas shall be excluded from the sewer service area to protect water quality.
9. Future urban development should pose no significant adverse impacts to surface or groundwater.
10. Urban development should be located in areas that can be conveniently and economically served by public facilities.

The Plan Commission started with the land that is within the Village’s Corporate Limits and expanded out into the area surrounding the village. Land outside of the Corporate Limits will need to be annexed.

**Agricultural**

The Village of Campbellsport is not projecting any increase in the number of acres used for agricultural production. In fact, the number of acres used for agricultural production will decrease as land is converted to residential and commercial land uses.

**Residential**

Projecting future residential land use is typically based on population projections, household size projections and assumptions on the density of future residential development. The number of residents projected to be living in the community is divided by the projected size of households for that year to determine the number of households. The number of households is then divided by the projected density (households per acre) to determine the number of acres needed to accommodate the projected growth in population.

Table 30 shows the residential land projections for the Village of Campbellsport. Population projections are from the East Central Wisconsin Regional Planning Commission. The persons per household (PPH) number for 2000 is from the U.S Census. The PPH numbers for 2005, 2010, 2015, 2020, and 2025 were provided by East Central. The number of households (HHLDS) for 2000 is from the U.S. Census. The HHLDS numbers for 2005, 2010, 2015, 2020, and 2025 were calculated by dividing the projected population by the corresponding PPH number.

The current (and projected) density of 4.1 households per acre was calculated by dividing an estimate of the number of housing units in the village in 2004 by the estimated single family residential acreage from the 2003-2004 Existing Land Use Inventory conducted by East Central Wisconsin Regional Planning Commission.

***Based on this methodology, the Village of Campbellsport will need an additional 37 acres for residential development by 2025.***

**Table 30  
Residential Land Use Projections, 2005-2020**

	Population	Percent Change	Persons per Household	Households	Households per Acre	Additional Acres	Total Acres
<b>2000 Actual</b>	1,913	n.a.	2.53	710	4.1	n.a.	173
<b>2005</b>	1,965	2.7%	2.64	744	4.1	8	181
<b>2010</b>	2,016	2.6%	2.58	780	4.1	9	190
<b>2015</b>	2,066	2.5%	2.55	810	4.1	8	198
<b>2020</b>	2,115	2.4%	2.52	839	4.1	7	205
<b>2025</b>	2,155	1.9%	2.50	861	4.1	5	210

Source: US Census, East Central Wisconsin Regional Planning Commission and Martenson & Eisele, Inc.

It is clear, however, that with the development of the Huspen farm on the southwest side of the village and Theisen Trails on the north side of the village, the number of acres for residential purposes will greatly exceed those projected with the use of the methodology described above. These two developments will add over 100 acres of residential land in the

village. They reflect the fact the private and public investment can spur growth that cannot be anticipated through conventional population projection methodology.

### **Commercial**

Planners typically use a ratio of the number of residents in a community to the number of acres used for commercial activities to project how many additional acres of land will be needed over the next five, ten, fifteen and twenty years. For example, if there are 1,000 residents in a community and there are 100 acres of commercial land uses, an increase of 100 residents would result in an increase of 10 acres of commercial land uses.

Based on the 2003-2004 Existing Land Use Inventory conducted by East Central Wisconsin Regional Planning Commission and the estimated population of 1,938 in 2004, there are approximately 46 people per acre of commercial land in the village. Based on the ratio methodology described above, the Village of Campbellsport may need an additional five acres of commercial land by 2025.

As with residential, private and public investment in commercial development can result in a significantly different projected acreage. The combination of commercial development that will occur as part of the development of the Huspen farm and the projected commercial growth adjacent to the Piggly Wiggly along CTH "W" will result in over 25 acres of commercial land.

### **Industrial**

The projection methodology used for commercial land uses is also used for industrial land use projections. Based on the 2003-2004 Existing Land Use Inventory conducted by East Central Wisconsin Regional Planning Commission and the estimated population of 1,938 in 2004, there are approximately 121 people per acre of industrial land in the village. Based on this methodology, the Village of Campbellsport may need an additional two acres of land for industrial uses.

While the Village is not actively seeking industrial development, an area has been designated for it. While the projection methodology resulted in two acres, a seventeen acre area has been designated to accommodate industrial development well beyond the twenty-year time frame of this plan.

## Findings and Recommendations

- ❖ The intensity of development in the village is moderate to low. Single family residential density is typical of urban communities.
- ❖ Building permit information indicates that the market for single family residential development has been consistent over the past five years.
- ❖ There has been little activity in the commercial and industrial real estate markets.
- ❖ There does not appear to be any conflicts between adjacent land uses.
- ❖ Plans that have recently been presented to the Village provide more than enough land to meet the demand for residential and commercial development over the next twenty years.
- ❖ Village officials should continue to meet regularly with the leaders of the St. Joseph Convent to discuss plans for future development both on and around the convent property.
- ❖ While the projections for industrial land are not significant, the Village should plan for industrial growth.
- ❖ There are relatively few limitations placed on development in the Village of Campbellsport by natural resources, environmentally sensitive areas, or the boundaries of utility services and community facilities.
- ❖ Based on population and household size projections and historical ratios of the number of residents per acre of a specific land use, by 2025 the Village of Campbellsport will need an additional 37 acres for residential development, five acres for commercial development, and two acres for industrial development.
- ❖ Planned private and public investment should result in residential and commercial growth that far exceeds the amount indicated by the projections and historical ratios.

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# Intergovernmental Cooperation

## Relationships with Other Governments

Wisconsin State Statutes provide guidelines for intergovernmental cooperation and boundary agreements between municipalities. This statute enables adjoining communities to enter into agreements that will benefit both communities.

Mutual aid agreements are a type of intergovernmental cooperation. For example, municipal fire departments use this vehicle to extend fire protection from one municipality to another. The biggest advantage is that each fire department can share equipment and manpower in times of major fires that would otherwise limit the resources of a particular department in responding to a disaster.

Boundary agreements are typically found in urban and urbanizing areas where there is a desire on the part of adjacent municipalities to agree on where each municipality will provide services. These agreements contribute to better planning and the efficient and economical provision of municipal services.

## Towns of Ashford and Auburn

The Village of Campbellsport shares common boundaries with the Towns of Ashford and Auburn. The two Towns contract with the Village of Campbellsport for fire department and ambulance/first responder services.

The Town of Ashford included the following goal in their Land Use Plan.

“Work with the Village of Campbellsport to assure the orderly development of land within the sewer planning area of the village, including development patterns that allow for cost-effective provision in the sewer planning area in the future.”

The Village of Campbellsport reviews plats within the extraterritorial plat review area of 1.5 miles from the corporate limits of the Village. The Village has not adopted an extraterritorial zoning ordinance.

## Campbellsport Area School District

As was discussed in the Utilities and Community Facilities element, the Village of Campbellsport is served by the Campbellsport Area School District. Communication with the district occurs periodically and informally.

## Fond du Lac County

The three major areas of cooperation with Fond du Lac County are 911 services, additional police protection coverage when needed, and the reconstruction of county trunk roads within the village.

## Fond du Lac County Economic Development Corporation

The Village of Campbellsport is an active participant in the efforts of the Fond du Lac County Economic Development Corporation (FCEDC). Dean Uelmen, Village President, is member of the Board of Directors for the FCEDC. Brenda Hicks-Sorenson, Director of Client Services, is the link to the services the FCEDC provides the communities in Fond du Lac County. The services include:

- ❖ **Economic development assistance and training** - From establishing community goals to developing inventory of community services/infrastructure.
- ❖ **Economic strategic planning** -Assistance in establishing a vision and goal setting as well as following a process. Assistance in putting the community in a competitive position.
- ❖ **Marketing assistance** -Assistance in developing or implementing a marketing plan to attract business. Assistance in the design and administration of business assistance and incentive programs.
- ❖ **Assessing economic impact** - Determine how a project will affect the municipal budget or how it will improve the infrastructure without increasing taxes or utility rates.
- ❖ **Development Finance** – Information about grants for infrastructure, local revolving loan funds and the pros and cons of tax increment financing.

The FCEDC assisted the Campbellsport Area Chamber of Commerce in developing the Campbellsport Assisting Businesses or C.A.B. Project (see the Economic Development Element).

## Regional

The Village is part of the Winne-Fox Library System.

## State and Federal

The staff at the Village of Campbellsport participates in numerous professional organizations, which provides them with an opportunity to meet with the staff from neighboring municipalities.

## Conflicts and Opportunities

The Village of Campbellsport is not aware of any conflicts with other governmental units. If a conflict would occur, initial attempts to address it would involve written and face-to-face communication. If initial attempts are not successful, the Village will consider other methods including mediation, arbitration and other dispute resolution techniques as described in Wisconsin State Statutes 802.12.

The Village of Campbellsport has an opportunity to facilitate planning in its extraterritorial area through the use of extraterritorial plat review and zoning. The Town of Ashford recently suggested to a property owner in the town who was considering developing a residential subdivision to contact the Village of Campbellsport about potentially annexing the property and providing water and sewer services.

## Findings and Recommendations

- ❖ The Village of Campbellsport has demonstrated its commitment to intergovernmental cooperation by providing services to the Towns of Ashford and Auburn.
- ❖ The potential impact of planned and future growth and development in the Campbellsport area should be discussed with the Campbellsport Area School District.
- ❖ The Village should continue to work with the Fond du Lac County Economic Development Corporation in promoting economic development in the Campbellsport area.
- ❖ The Village of Campbellsport should initiate discussions with the Towns of Ashford and Auburn on boundary agreements and extraterritorial zoning.

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