



Village of Camp Douglas Comprehensive Plan 2022

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JOURNEY
BEGINS

THE VILLAGE OF CAMP DOUGLAS

Village of Camp Douglas Comprehensive Plan

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North Central Wisconsin Regional Planning Commission

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Chapter One

Introduction & Demographics

Overall Plan Process

Purpose of the Plan

The Village of Camp Douglas Comprehensive Plan is intended to be the will-of-the-people in writing for land use planning. When the people's desires in this community change, so too should this document. Local officials shall use this document to save time when making land use decisions. The Plan will also assist in development and management issues of public administration by addressing short-range and long-range concerns regarding development, and preservation of the community.

Numerous reasons exist for developing a comprehensive plan:

- To identify areas appropriate for development and preservation over the next 20 years;
- For recommending land uses in specific areas of the town;
- To preserve woodlands to retain forestry as a viable industry;
- To direct the appropriate mix of housing opportunities that demographics dictate;
- To guide elected officials with town derived objectives for making land use decisions.

This Comprehensive Plan was prepared under the authority granted to towns that exercise village powers in Wisconsin State Statute 60.22(3), and according to Comprehensive Planning in State Statute 66.1001 for Wisconsin.

Public Participation

Wisconsin's State Statute 66.1001 requires municipalities to adopt written procedures that are designed to foster a wide range of public participation throughout the planning process. The main goal is to make all village residents aware of how and when this plan is being created, so residents can make suggestions during this process. The Village formally adopted a Public Participation Plan on June 9th, 2021, which provides for several methods that will enlist public input into the planning process, including posting of all meetings, press releases, newsletter articles, and posting the plan on the NCWRPC website.

Vision Statement

The Village of Camp Douglas has some significant assets, exceptional transportation connections, full municipal services, and its location adjacent to Volk Field. Camp Douglas offers a safe, peaceful environment; a good place to raise a family. The Village seeks to protect its small-town character, preserve and conserve our historic architecture, small business, and to protect sensitive and unique areas within the village. At the same time the Village looks toward a future including a diversified local economy that makes the most of our location and assets.

Community Profile

Description

The following Community Profile of the Village of Camp Douglas consists of background information on the village, including population; age distribution; racial composition; educational attainment; household characteristics; employment statistics; and income levels. This serves as an introduction to the village and a starting point for developing the Village's Comprehensive Plan. In addition, the Community Profile is meant to act as a source of reference information and to be used for deriving many of the key findings and recommendations of the plan. The Community Profile is written in a manner that facilitates quick and easy reference for use during creation of this Plan and during revision of this Plan.

Demographics

Population Trends and Forecasts

Table 1.1 displays the total population for the Village of Camp Douglas, nearby communities, Juneau County, and the State of Wisconsin. Camp Douglas experienced a three percent increase in population between 2000 and 2019, compared to population increases of over eight percent in Juneau County and Wisconsin. Since 2010, population in Camp Douglas has increased by over 11 percent, compared to a decrease of 0.7 percent in Juneau County, and a faster increase than in Wisconsin where population increased by about two percent.

Table 1.1: Population Trends

	2000	2010	2019	% Change 2000-19	% Change 2010-19
Village of Camp Douglas	592	548	610	3.0%	11.3%
Town of Orange	549	640	543	-1.1%	-15.2%
Village of Hustler	113	205	201	77.9%	-2.0%
Town of Fountain	582	585	570	-2.1%	-2.6%
Juneau County	24,316	26,664	26,478	8.9%	-0.7%
Wisconsin	5,363,675	5,686,986	5,790,716	8.0%	1.8%

Source: U.S. Census, American Community Survey 2015-2019

Population Projections

State population projections were completed in 5-year increments between 2020 and 2040, as shown in **Table 1.2**. According to the Wisconsin Department of Administration (WDOA), the population of the Village of Camp Douglas will experience a 6.3 percent increase in population between 2020 and 2040. In comparison, Juneau County is projected to increase by nearly five percent between 2020 and 2040. Both Camp Douglas and Juneau County are projected to have slower population growth than the state during this time.

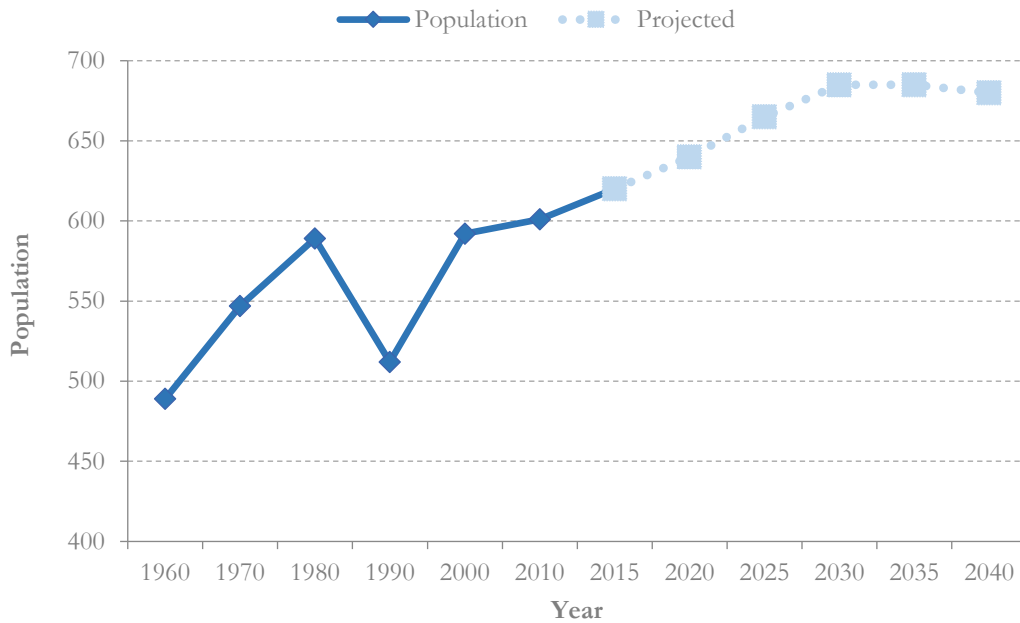
Table 1.2: Population Projections

	2020	2025	2030	2035	2040	% Change 2020-40
Camp Douglas	640	665	685	685	680	6.3%
Juneau County	28,130	29,080	29,790	29,805	29,465	4.7%
Wisconsin	6,005,080	6,203,850	6,375,910	6,476,270	6,491,635	8.1%

Source: Wisconsin Department of Administration

Figure 1.1 shows population trends in the Village of Camp Douglas over an 80-year period starting in 1960. The population of the village grew from 1960 to 1980, then declined during the 1980s and sprung back during the 1990s. Population is projected to slightly increase between 2020 and 2030, before starting to decrease between 2035 and 2040.

Figure 1.1: Historical Population Trends



Household Trends and Forecast

There were 248 households within the Village of Camp Douglas in 2019, about a 2.5 percent increase from the total number of households of 242 in 2000, as shown in [Table 1.3](#). However, between 2000 and 2010, the number of households within Camp Douglas decreased, indicating that most of the growth in the number of households within Camp Douglas has occurred since 2010. In comparison, the number of households in Juneau County increased by about 11 percent between 2000 and 2019, and by 2.1 percent between 2010 and 2019. Average household size in the Village of Camp Douglas was 2.46 persons, similar to the average household size of 2.45 persons in 2000. Average household sizes in Camp Douglas and Juneau County are similar, as Juneau County had an average household size of 2.46 in 2019, similar to the County’s average household size of 2.47 in 2000.

	2000	2010	2019	% Change 2000-19	% Change 2010-19
Village of Camp Douglas	242	233	248	2.5%	6.4%
Town of Orange	226	242	182	-19.5%	-24.8%
Village of Hustler	43	82	102	137.2%	24.4%
Town of Fountain	194	229	247	27.3%	7.9%
Juneau County	9,696	10,527	10,752	10.9%	2.1%
Wisconsin	2,084,544	2,279,768	2,358,156	13.1%	3.4%

Source: U.S. Census, American Community Survey 2015-2019

Like population, household projections were completed in 5-year increments between 2020 and 2040, as shown in **Table 1.4**. The number of households was calculated by dividing the total population for each 5-year increment by the projected average person per household.

Like the population projections, the WDOA household projections are recognized as Wisconsin’s official population projections in accordance with Wisconsin State Statute 16.96 and are based on the historical population trends of individual communities. Assuming a conservative rate of growth, the number of households is projected to increase by 35 households, or a 12.7 percent increase between 2020 and 2040. This is similar to the projected increases in both Juneau and the State in terms of projected household growth.

Further analysis of housing unit change can be found in other chapters of this Plan, particularly in the *Housing Chapter* and the *Land Use Chapter*.

Table 1.4: Household Projections						
	2020	2025	2030	2035	2040	% Change 2020-40
Camp Douglas	275	290	304	308	310	12.7%
Juneau County	11,774	12,389	12,871	13,059	13,082	11.1%
Wisconsin	2,491,982	2,600,538	2,697,884	2,764,498	2,790,322	12.0%

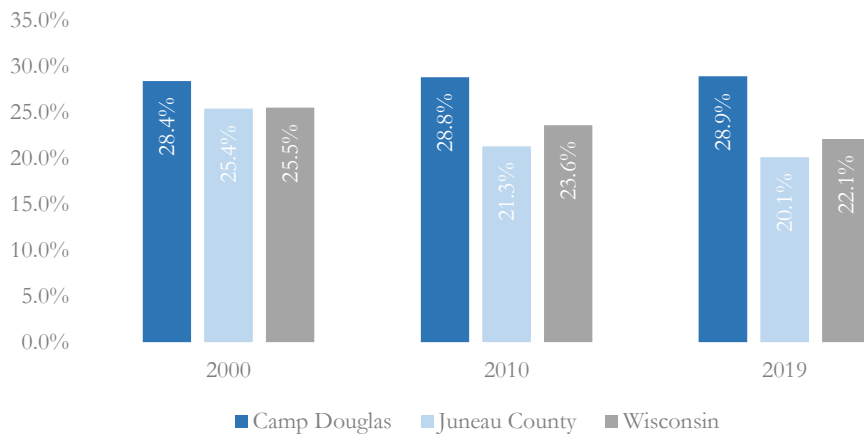
Source: Wisconsin Department of Administration

Age Distribution

Population distribution by age is important in the planning process. Two age groups are examined here: 1) people 17 and younger, and 2) people 65 years and older. These two age groups are often referred to as dependent populations and have different needs. The younger group requires schools, and the older group is retiring from the workforce.

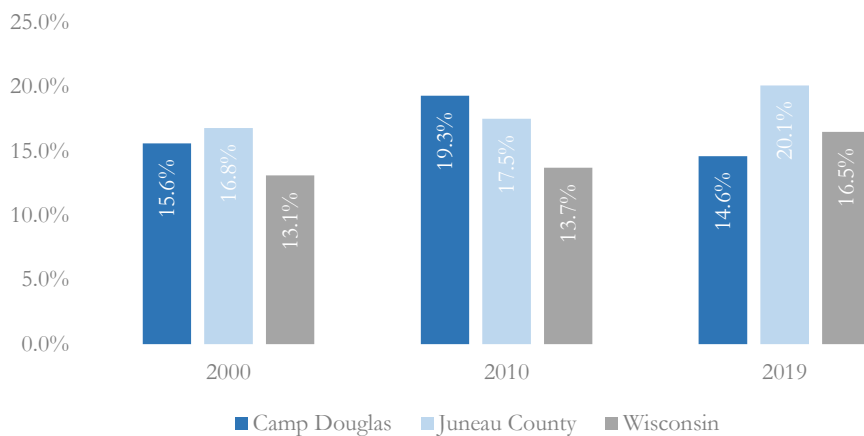
Between 2000 and 2019, the percentage of the population age 17 and younger in the Village of Camp Douglas remained near 28 percent, as shown in **Figure 1.2**. This compares to decreases in the percentage of population below the age of 18 experienced by both Juneau County and the State of Wisconsin during this time.

Figure 1.2: Percentage of Population Below the Age of 18



Between 2000 and 2019, the percentage of the population ages 65 and older in the Village of Camp Douglas decreased from 15.6 percent in 2000 to 14.6 percent in 2019, despite experiencing an increase between 2000 and 2010, as shown in [Figure 1.3](#). This is in contrast to both Juneau County and the State of Wisconsin, where the percentage of population age 65 and older increased between 2000 and 2019.

Figure 1.3: Percentage of Population Age 65 and Older



The estimated median age in the Village of Camp Douglas in 2019 was 36.0, which is significantly lower than the median age of 45.4 in Juneau County, and slightly lower than the median age of 39.5 in the State of Wisconsin, as shown in [Figure 1.4](#).

Figure 1.4: Median Age

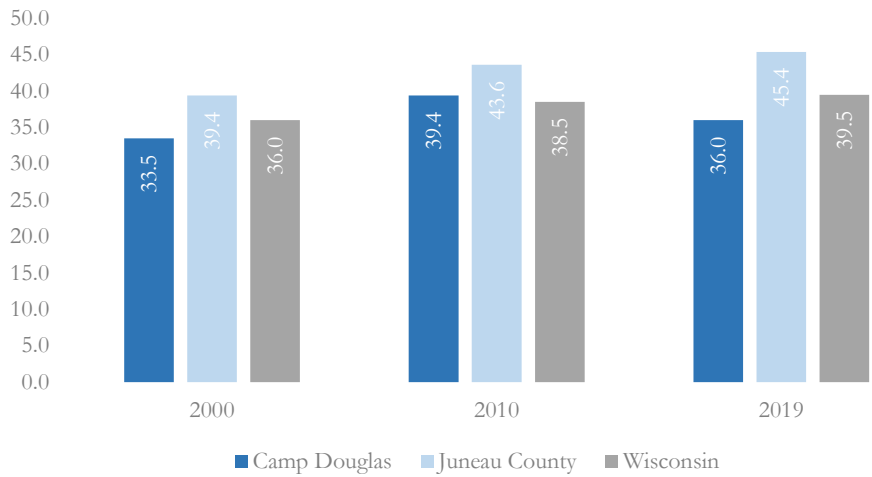
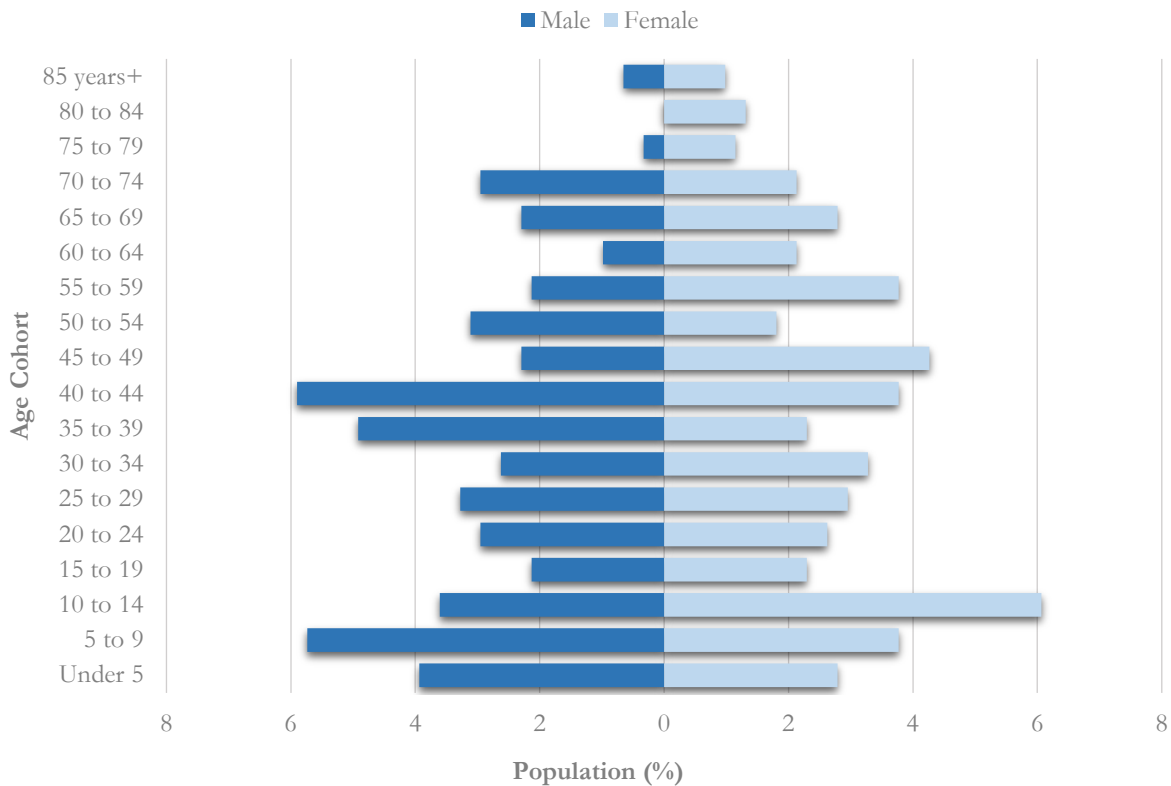


Figure 1.5 displays the population distribution broken down into age cohorts for the Village of Camp Douglas in 2019. The majority of residents within Camp Douglas fall between the ages of 5 and 45, with small proportions of residents ages 55 and older, indicating that the Village of Camp Douglas has a young population. The Village of Camp Douglas has a relatively equal proportion of males and females, as there were 304 males compared to 306 females living in Camp Douglas in 2019.

Figure 1.5: Camp Douglas Population Pyramid



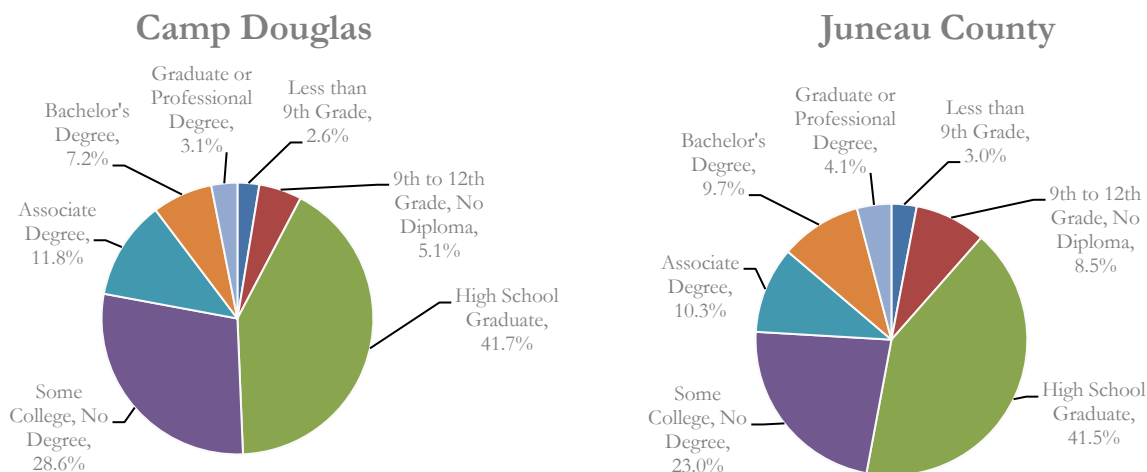
Educational Attainment

The educational attainment level of persons within a community is often an indicator of the overall income, job availability and well-being of a community.

Figure 1.6 compares the highest level of education reached by residents of Camp Douglas to those of Juneau County residents. In terms of the percentage of residents with a high school education, education levels in the Village of Camp Douglas are slightly higher than in Juneau County. About xx percent of Camp Douglas residents over the age of 25 have a high school degree or higher, compared to about 88 percent of Juneau County residents over the age of 25.

However, in terms of higher education (the percentage of residents with a Bachelor’s degree or higher), education levels in Camp Douglas are slightly lower than in Juneau County. About 10 percent of Camp Douglas residents over the age of 25 have a Bachelor’s degree or higher, compared to about 13.7 percent of Juneau County residents. Both the Village of Camp Douglas and Juneau County lag behind the State of Wisconsin however, as 35.3 percent of Wisconsin residents over the age of 25 have a Bachelor’s degree or higher.

Figure 1.6: Highest Level of Educational Attainment, 2019



Income Statistics

Table 1.5 displays annual household incomes in the Village of Camp Douglas. In 2019, half of the households within Camp Douglas earned over \$50,000, while about 24 percent of households earned less than \$25,000. Camp Douglas had a median household income of \$50,000 in 2019, up from \$39,583 in 2000.

Table 1.5: Household Income, 2019		
Annual Income	Number of Households	Percent of Households
Less than \$25,000	59	23.8%
\$25,000 - \$34,999	28	11.3%
\$35,000 - \$49,999	37	14.9%
\$50,000 - \$99,999	89	35.9%
\$100,000 and over	35	14.1%

Source: American Community Survey 2015-2019

Table 1.6 compares different income metrics in Camp Douglas to those of nearby communities, Juneau County, and Wisconsin. Among the communities being compared, Camp Douglas ranked second lowest in terms of per capita income (\$27,041) and median household income (\$50,000), while also having the highest poverty rate (16.7%) in 2019.

	Per Capita Income	Median Household Income	Percent of inhabitants below poverty level
Village of Camp Douglas	\$27,041	\$50,000	16.7%
Town of Orange	\$23,242	\$58,750	9.0%
Village of Hustler	\$30,463	\$45,000	12.4%
Town of Fountain	\$31,867	\$59,485	12.2%
Juneau County	\$27,889	\$53,490	15.1%
Wisconsin	\$33,375	\$61,747	11.3%

Source: American Community Survey 2015-2019

Employment Statistics

According to the 2015-2019 American Community Survey, the xxx members of the Village of Camp Douglas labor force had median earnings of \$37,500, while the average earnings of full-time, year-round workers were \$40,576. Median earnings are generally higher as education increases, ranging from \$31,406 for those with only a high school degree to \$62,500 for those with a graduate or professional degree.

Table 1.7 displays the top employers in Juneau County. Many of the County’s largest employers are located in Mauston or New Lisbon. The U.S. Military is a major employer within Juneau County that is located in Camp Douglas.

Employer Name	Location	Industry
Mile Bluff Medical Center	Mauston	General Medical & Surgical Hospitals
Walker Stainless Equipment Company	New Lisbon	Plate Work Mfg
Mile Bluff Family Medical	Mauston	All Other Health & Personal Care
Sand Ridge State Secure Treatment	Mauston	Psychiatric % Substance Abuse Hospitals
Necedah Public School	Necedah	Elementary and Secondary Schools
Volk Field- U.S. Army National Guard	Camp Douglas	Legislative Bodies, National Security
Brunner Manufacturing Inc	Mauston	Bolt Nut Screw Rivet & Washer Mfg
Mastermold	Mauston	Plastics Material & Resin Mfg
Leer Inc.	New Lisbon	Electric Appliance Wholesalers
Festival Foods	Mauston	Supermarkets and Grocery Stores
Kwik Trip	Various	Gas Station / Convenience Stores
Freudenberg-Nok	Necedah	Gasket Packing/Sealing Device Mfg
County of Juneau	Mauston	Public Services
Legacy Power Conversion Sales	Necedah	Misc. Electric Equipment Mfg

Mauston School District	Mauston	Elementary and Secondary Schools
New Lisbon School District	New Lisbon	Elementary and Secondary Schools
New Lisbon Correctional Institution - DOC	New Lisbon	Correctional Facility
Parker-Hannifin Refrigeration Specialties	Mauston	AC Refrigeration & Forced Air Heating

Source: WI Dept. of Workforce Development

Juneau County wages in 2019 were below the state average in all sectors except for the Natural Resources & Mining sector, as shown in **Table 1.8**. However, it appears that wage averages in the Natural Resources & Mining sector have been declining rapidly, as the sector experienced a 25 percent decrease in average annual wage between 2018 and 2019. In Juneau County, wages were highest in the Manufacturing sector at \$58,048, followed by the Information sector at \$44,690. Overall, Juneau County experienced a 0.6 decrease in wages over the past year.

	County Annual Avg. Wage	State Annual Avg. Wage	Percent of State Avg.	1-year Percent Change
Natural Resources & Mining	\$42,167	\$39,444	106.9%	-25.1%
Construction	\$40,302	\$61,909	65.1%	-1.9%
Manufacturing	\$58,048	\$50,843	87.6%	0.7%
Trade, Transportation, Utilities	\$32,989	\$41,901	78.7%	0.4%
Information	\$44,690	\$73,577	60.7%	0.5%
Financial Activities	\$37,321	\$71,474	52.2%	1.3%
Professional & Business Services	\$43,656	\$60,729	71.9%	-0.7%
Education & Health Services	\$43,986	\$49,185	89.4%	-0.3%
Leisure & Hospitality	\$13,336	\$18,757	71.1%	-2.6%
Other Services	\$28,161	\$30,674	91.8%	-0.8%
Public Administration	\$42,902	\$47,859	89.6%	0.9%
Total All Industries	\$40,252	\$48,891	82.3%	-0.6%

Source: WI Dept of Workforce Development and NCWRPC

Table 1.9 compares employment by industry sector among Camp Douglas residents to employment by industry among Juneau County residents. Between 2000 and 2019, the number of employed residents in Camp Douglas increased from 262 in 2000 to 298 in 2019. The largest single job classification among Camp Douglas residents is Educational & Health Services; followed by Manufacturing and Leisure & Hospitality. Employment among Camp Douglas residents has increased by 13.7 percent since 2000, compared to an increase of 7.5 percent in Juneau County during this time.

Table 1.9: Employment by Industry Sector

Industry Sector	Camp Douglas				Juneau County			
	2000	2010	2019	% Change 2000-2019	2000	2010	2019	% Change 2000-2019
Natural Resources	2	3	6	200.0%	602	497	552	-8.3%
Construction	21	12	4	-81.0%	757	854	798	5.4%
Manufacturing	64	52	59	-7.8%	2,789	2,672	2,239	-19.7%
Wholesale Trade	5	0	5	0.0%	258	223	304	17.8%
Retail Trade	37	32	32	-13.5%	1,423	1,792	1,307	-8.2%
Transportation	11	12	24	118.2%	623	666	715	14.8%
Information	5	5	0	-100.0%	90	88	65	-27.8%
Financial Activities	12	9	9	-25.0%	379	438	357	-5.8%
Professional and Business Services	14	9	8	-42.9%	393	427	579	47.3%
Educational & Health Services	29	25	74	155.2%	1,702	2,264	2,551	49.9%
Lesiure & Hospitality	21	51	33	57.1%	1,369	1,444	1,325	-3.2%
Other Services	7	24	13	85.7%	390	449	459	17.7%
Public Administration	34	30	31	-8.8%	558	931	930	66.7%
Total	262	264	298	13.7%	11,333	12,745	12,181	7.5%

Source: U.S. Census, American Community Survey 2015-2019

Table 1.10 compares labor force trends between Camp Douglas and Juneau County. Between 2000 and 2019, the Camp Douglas labor force increased 8.2 percent from 281 in 2000 to 304 in 2019. The 8.2 increase in the Village’s labor force between 2000 and 2019 was slightly higher than the 4.9 percent increase that Juneau County experienced during this time. Additionally, the labor force participation rate in Camp Douglas increased by 1.6 percent between 2000 and 2019, compared to a decrease of 9.2 percent in labor force participation in Juneau County. More employment information can be found the *Economic Development Chapter*.

Table 1.10: Labor Force Comparisons

	Camp Douglas			Juneau County		
	2000	2019	% Change	2000	2019	% Change
Labor Force	281	304	8.2%	12,122	12,705	4.8%
Employed	262	298	13.7%	11,387	12,181	7.0%
Unemployed	11	6	-45.5%	735	424	-42.3%
Unemployment Rate	4.0%	1.3%	-67.5%	3.9%	1.9%	-51.3%
Participation Rate	67.1%	68.2%	1.6%	64.2%	58.3%	-9.2%

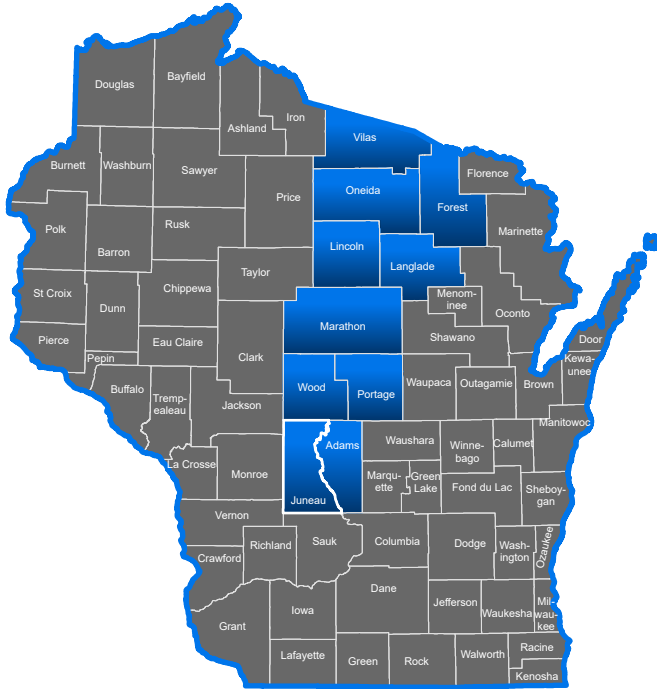
Source: U.S. Census, American Community Survey 2015-2019

Demographic Trends

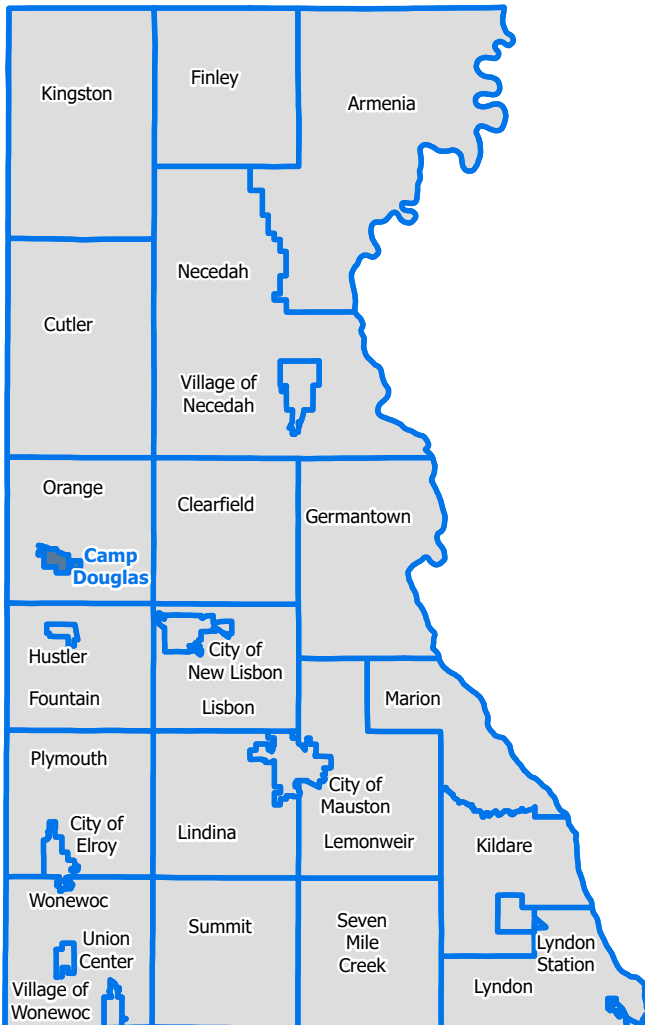
Demographic change is a principal factor in predicting future community growth. Population characteristics relate directly to the community's housing, education, utility, recreation, and facility needs, as well as future economic development. Over time, fluctuations in local and regional economies can influence population change. The following is a list of demographic trends that the Village of Camp Douglas has experienced or is projected to experience.

- The Village of Camp Douglas has increased in population over the last 30 years. Population is projected to steadily increase between 2020 and 2030, before experiencing a slight decline between 2035 and 2040.
- Total households within Camp Douglas have increased since 2000, despite experiencing a decrease between 2000 and 2010. The number of households within Camp Douglas is projected to steadily increase through 2040.
- Median household income within Camp Douglas (\$50,000) is slightly lower than the median household income in Juneau County (\$53,490) as a whole.
- Educational attainment within Camp Douglas has grown at a faster rate than in Juneau County and a slower rate than in Wisconsin. The percentage of Camp Douglas residents with a bachelor's degree or higher is slightly lower than the percentage in Juneau County, and is significantly lower than the percentage in Wisconsin.

Village of Camp Douglas Figure 1.7 Local Context



The Village of Camp Douglas has some significant assets, exceptional transportation connections, full municipal services, and its location adjacent to Volk Field. Camp Douglas offers a safe, peaceful environment, a good place to raise a family. The Village seeks to protect its small-town character, preserve and conserve our historic architecture, small business, and to protect sensitive and unique areas within the Village. At the same time the Village looks toward a future including a diversified local economy that makes the most of our location and assets.



Population:
Total: 610
Median Age: 36.0



Housing Units:
Total: 255
Occupied: 248
Vacant: 7



Income:
Median Income: \$50,000
Per Capita Income: \$27,041



Employment Data:
Residents Employed: 298
Unemployment: 1.3%
Jobs within Village: 77



Major Recreational Features:
Juneau County Omaha Trail
Nelson Park
Camp Douglas Elementary Playground
Back Forty Hiking/Biking Trails



Major Roadways:
I-90/94 CTH C
USH 12/STH 16

Chapter Two

Natural, Agricultural, and Cultural Resources

This chapter describes local land and water conditions in detail as well as agricultural resources and cultural heritage. It is important to consider the patterns and interrelations of natural resources on a broader scale because they do not follow geo-political boundaries. In addition, many of the programs for protecting or mitigating impacts to natural resources are administered at the County, State, or Federal level. Thus, an overview of recent county-wide natural resource planning efforts is described below, followed by a description of local natural resource conditions. Of particular interest are geographic areas of the landscape encompassing valued natural resource features grouped below by resource type, including soil and biological resources.

Previous Plans and Studies

In the last decade, several plans were prepared by Juneau County specifically to address protection and management of natural resources. These plans may be used as resources to guide local policy and decision-making regarding resource management and protection.

Juneau County Land and Water Resource Management Plan, 2019

This conservation plan lists areas of resource concern that include: loss of agricultural lands and open spaces; fragmentation of habitat and loss of corridors for wildlife; surface water pollution; decline in riparian habitats and shoreline erosion; & illegal dumping of waste products. The plan provides an extensive inventory of the County's natural resources and a series of goals and objectives intended to improve and protect these resources in the future.

The 2019 Land and Water Resource Management Plan identifies ten primary goals. Goals are intended to protect or improve one of the following resources: soil erosion, water quality, and land use management.

Juneau County Outdoor Recreation Plan, 2017

The primary focus of this recreation plan is to provide continued direction in meeting the current and future recreational needs of the county. This plan provides an inventory and analysis of existing outdoor recreational facilities and provides recommendations to meet identified needs. Specific park and forest parcel improvement lists exist within the plan.

Natural Resources

Physical Geography, Geology, & Non-metallic mining

Physical Geography & Geology

The Village of Camp Douglas lies within physiographic province of the Central Plain within an area known as the Great Central Wisconsin Swamp, an extensive alluvial lake plain that extends over 2000 square miles. This plain was the site of Glacial Lake Wisconsin that occupied much of northern Juneau County (as well as parts of Adams, Portage and Wood Counties) after the last Ice Age. The most prominent physical features in and around the village are several “bluffs” including the iconic Castle Rock adjacent to Volk Field, that are remnants of islands in the glacial lake.

Non-metallic mining

Mineral production in the area consists mainly of sand. Two sand pits exist just outside of the Village.

Climate

Winters are very cold, and the short summers are fairly warm. In winter, the average temperature is 19 degrees Fahrenheit, and the average daily minimum temperature is 8 degrees. The summer average temperature is 69 degrees. Precipitation is fairly well distributed throughout the year, reaching a slight peak in summer. Total annual precipitation is about 33 inches. In two years out of ten, the rainfall in April through September is less than 18 inches. Thunderstorms occur on about 41 days each year. Snow generally covers the ground much of the time from late fall through early spring.

Growing Season Summary

Median date of last frost in the spring: May 11.

Last frost occurs on or after May 27 in 10% of years.

Median date of first frost in the fall: September 28.

First frost occurs on or before September 11 in 10% of years.

Median growing season: 139 days. Growing Season ranges from 110 to 160 days.

Soils

Soils occur in an orderly pattern that is related to the physical geography, climate, and the natural vegetation. Each kind of soil is associated with a particular kind of landscape or with a segment of the landscape. By observing the landscape in an area, reviewing the soil map, and understanding what is possible with each soil type, relationships can be created to determine most productive use for an area.

Most of the soils in Juneau County formed under forest vegetation. This resulted in a light-colored soil that has a relatively low content of organic matter. Also, because tree roots intercept water at greater depths than grasses, there is more effective leaching. This leaching removes nutrients and allows clay accumulation at greater depths. In addition, there is an abundance of micro flora, such as bacteria and fungi, which play important roles in decomposing organic matter and recycling the nutrients.

Animals in the soil, including earthworms, insects, and rodents, mix the soil and contribute additional organic matter, thereby affecting soil structure, porosity, and content of nutrients. Human activity also affects soil formation by altering and accelerating natural soil processes. Many soils have been altered by draining, clearing, burning, and cultivating. Repeatedly removing plant cover has accelerated erosion. Over cultivation has often contributed to the loss of organic matter and has reduced the infiltration rate. In some areas, over cultivation and the use of heavy equipment have changed the loose, porous surface layer to clods.

The general soil map shows groups of soil types called associations. Each association has a distinctive pattern of soils, relief, and drainage. Each is a unique natural landscape. Typically, an association consists of one or more major soils and some minor soils. It is named for the major soils. The soils making up one association can occur in another association but then would exist in a different pattern. Because of the general soil map's small scale, it is only useful for determining suitability of large areas for general land uses. Soil maps that are located in the Juneau County Soil Survey book are large scale and therefore most appropriate for deciding specific land uses at the section level and subdivision of a section.

Soil Description

Soils are primarily sandy lake deposits, some with silt-loam loess caps.

NEWSON–MEEHAN–DAWSON association: Deep, nearly level and gently sloping, somewhat poorly drained to very poorly drained, sandy and mucky soils; on outwash plains, on stream terraces, and in basins of glacial lakes.

This association is on low flats, in drainageways and depressions, and on concave foot slopes. Most areas of this association are used as native woodland or support wetland vegetation. Many areas, which were drained and cultivated in the past, now support native vegetation or have been planted to pine. The problems in managing forest are the sandy soil texture, the water table, and competing vegetation.

A few areas have been drained and are used for crops. Some areas are used for unimproved pasture, and some are used for cranberry bogs. If these soils are drained, crop yields are limited by the low available water capacity. Frost and soil blowing are the main hazards. If used for crops, some areas of the Newson soils also require protection from flooding.

The major soils in this association are generally unsuitable as sites for residential development because of the water table, subsidence (sinking) in the Dawson soils, and flooding in some areas of the Newson soils.

Water Resources

Surface Water

Surface water covers about 1.25 acres, which is 0.2 percent of the land in the village, and wetlands cover about 70.1 acres, which is 11.5 percent of the land in the village. Surface waters provide for drainage after heavy rains, and habitat for plants, fish, and wildlife.

Outstanding and Exceptional Resource Waters

Outstanding Resource Waters (ORWs) and Exceptional Resource Waters (ERWs) share many of the same environmental and ecological characteristics. The primary difference between the two is that ORWs typically do not have any direct point sources discharging pollutants directly to the water. In addition, any pollutant load discharged to an ORW must meet background water quality at all times. Exceptions are made for certain types of discharge situations to ERWs to allow pollutant loads that are greater than background water quality when human health would otherwise be compromised.

There are no Outstanding Resource Waters (ORWs) or Exceptional Resource Waters (ERWs) located within Camp Douglas as identified by the Wisconsin DNR.

Impaired Waters

Section 303(d) of the Federal Clean Water Act requires states to develop a list of impaired waters, commonly referred to as the “303(d) list”. A water body is considered impaired if: A) the current water quality does not meet the numeric or narrative criteria in a water quality standard or B) the designated goals described in Wisconsin Administrative Code are not being achieved. Every two years, states are required to submit a list of impaired waters to EPA for approval.

There are no impaired waters located within Camp Douglas as identified by the Wisconsin DNR.

Groundwater

Most residents of Camp Douglas get their drinking water from the Village’s water system. Groundwater is at various depths, depending upon the general topography, the elevation above the permanent stream level, and the character of the underlying rock formation. It is in aquifers where water fills all pores and fissures in the bedrock or in unconsolidated material, such as sand. Wells drilled into these aquifers are the source of water for rural users. Yields are as high as 1,850 gallons per minute, but range mainly from 150 to 840 gallons per minute. The average yield for a high-capacity well is 500 gallons per minute (Soil Survey).

Wetlands

Every wetland is unique – even though they may appear at first glance to be very similar to another. Wetland functional values are determined by a variety of different parameters including physical, chemical, and biological components.

Wetlands perform many indispensable roles in the proper function of the hydrologic cycle and local ecological systems. In terms of hazard mitigation, they act as water storage devices in times of high water. Like sponges, wetlands are able to absorb excess water and release it back into the watershed slowly, preventing flooding and minimizing flood damage. As more impermeable surfaces are developed, this excess capacity for water runoff storage becomes increasingly important.

Wetland plants and soils have the capacity to store and filter pollutants ranging from pesticides to animal wastes. Calm wetland waters, with their flat surface and flow characteristics, allow particles of toxins and nutrients to settle out of the water column. Plants take up certain nutrients from the water. Other substances can be stored or transformed to a less toxic state within wetlands. As a result, the lakes, rivers and streams are cleaner.

Wetlands that filter or store sediments or nutrients for extended periods may undergo fundamental changes. Sediments will eventually fill in wetlands and nutrients will eventually modify the vegetation. Such changes may result in the loss of this function over time. Eradication of wetlands can occur through the use of fill material. This can destroy the hydrological function of the site and open the area to improper development. The WI DNR has promulgated minimum standards for managing wetlands.

The wetlands shown in the [Natural Resources Map](#) were mapped from the WI DNR Wetlands Inventory. Wetlands in the Village are associated with the Little Lemonweir River. Wetlands are important in flood control, water quality, and wildlife habitat.

Floodlands

A floodplain is generally defined as land where there is a one percent chance of flooding in any year. The primary value of floodplains is their role in natural flood control. Floodplains represent areas where excess water can be accommodated whether through drainage by streams or through storage by wetlands and other natural detention/retention areas. Specific areas that will be inundated will depend upon the amount of water, the distance and speed that water travels, and the topography of the area. If uninterrupted by development, the areas shown on a map as floodplains should be able to handle the severest (regional) flood, i.e. those that have a probability of occurring once every one hundred years. The 100-year floodplain was digitized by the NCWRPC from FEMA Flood Insurance Maps.

The goal of Wisconsin's Floodplain Management Program is to protect people and their property from unwise floodplain development, and to protect society from the costs that are associated with developed floodplains. Through floodplain zoning, Wisconsin's counties, cities and villages are required to zone their flood-prone areas. The state has set minimum standards for local regulation, but local governments can set more restrictive standards. Floods are the most costly natural disaster. Direct costs from floods include emergency response, clean-up, rebuilding of public utilities and uninsured homes and businesses. Indirect flood costs are lost wages and sales, disruption of daily life, tax base decline if businesses relocate.

Since the floodway area can be very dangerous during a regular flood event, most structural development is not allowed. Certain activities and uses are allowed here provided they meet strict

criteria. Most activities and uses are permitted in the floodfringe, provided they meet certain development standards.

Forests

Majority of the forestlands in the Village are privately owned. Forests play a key role in the protection of environmentally sensitive areas like steep slopes, shorelands, wetlands, and flood plains. Removal of woodland cover can be detrimental to these areas in both ecological functions and visual enjoyment. The health of a forest is measured by its capacity for renewal, for recovery from a wide range of disturbances, and for retention of its ecological diversity. Specific wildlife species depend upon forests to different extents. Some types of species need large blocks of forest habitat exclusively. Other animals are called “edge” species because they can use small clusters of trees and brush. Deer and raccoons are edge species. Aquatic species benefit from trees that shade shoreland areas of lakes and rivers. Shoreland areas are the most biologically productive areas of lakes and rivers.

At the same time forests must produce timber for various consumer uses (lumber, paper, & toothpaste), and meet current and future needs of people for desired levels of values, uses, products, and services. Arguably, invasive exotic species like garlic mustard and multiflora rose present the greatest threat to the long-term health and integrity of the forests. Invasive plants present a problem for native plants as they invade natural systems, and out-compete native species for nutrients, sunlight, and space. Usually having no natural predators, invasive species alter the food web and physical environment. Invasive species like the Gypsy moth and the Asian long-horned beetle aggressively compete with native insects for habitat.

Development patterns cause disturbances in forest patterns. Land subdivision and subsequent changes in use breaks up the continuity of forest cover, which affects forest sustainability and health. Forest health is determined by the biologic web of life that includes animals, insects, soil fungus, and tree species. Frequently, these parcels are used for seasonal housing and other recreational uses rather than for forestry or farming. Fragmentation of forest cover may become an important issue for Juneau County tourism and aesthetics in the future.

Rare Species & Natural Communities

Wisconsin's Natural Heritage Inventory Program (NHI) is responsible for maintaining data on the locations and status of rare species, natural communities, and natural features throughout the State. The program's database, on the Wisconsin DNR website, identifies species and natural communities that are currently tracked by the NHI. As of November 2, 2020, the Village of Camp Douglas had 10 occurrences on the NHI, as shown in **Table 2.1**.

Wisconsin's biodiversity goals are to identify, protect and manage native plants, animals, and natural communities from the very common to critically endangered for present and future generations. Knowledge, appreciation, and stewardship of Wisconsin's native species and ecosystems are critical to their survival.

Definitions

- END = Endangered
- THR = Threatened
- SC = Special Concern
- SC/P = Fully Protected
- SC/H = Take regulated by establishment of open/closed seasons
- SC/FL = Federally protected as endangered or threatened, but not by the WI DNR
- NA = Not Applicable
- SOC = Species of Concern
- LE = Listed Endangered
- HPR = High Potential Range

Table 2.1: Rare Species & Natural Communities

Name	WI Status	Federal Status	Group
Blanchard's Cricket Frog	END		Frog
Central Sands Pine-Oak Forest	NA		Community
Dry Cliff	NA		Community
Dry-mesic Prairie	NA		Community
Blanding's Turtle	SC/P	SOC	Turtle
Rock Clubmoss	SC/P		Plant
Northern Dry-mesic Forest	NA		Community
Prairie Parsley	THR		Plant
Southern Dry Forest	NA		Community
Stream--Fast, Hard, Cold	NA		Community

Source: Wisconsin Natural Heritage Inventory

Agricultural Resources

Agriculture

There is currently no agricultural activity within Camp Douglas, as there are no active farms within the Village. However, there is significant agricultural activity surrounding the Village in the Town of Orange.

Historical & Cultural Resources

Community History

Back in the early days of the Milwaukee Road railroad the engines ran on firewood purchased at lumbering camps along their route. In 1864 James Douglas established such a camp at the foot of “Chinaman’s Rock.” Douglas operated a sawmill powered by a horse on a treadmill near the tracks and a telegraph office and some shacks for railroad section hands were built nearby. This became known as “Old Camp Douglas.” In the mid-1870s the Omaha Railroad (later Chicago & Northwestern) connecting Elroy and Warrens, crossed the Milwaukee Road about half a mile to the east. The settlement was moved and renamed Camp Douglas Junction, and finally shortened to Camp Douglas.

The existence of statewide rail connections and abundant flat land available were among the factors that led to the establishment of the Wisconsin Military Reservation adjacent to Camp Douglas in 1888. Adjutant General Chandler Chapman purchased the original four hundred acres that made up the Reservation. In 1926 it was named Camp Williams after its long-time commander, and was renamed Volk Field in 1957, after the first Wisconsin National Guard pilot killed in Korea. Another notable facility in Camp Douglas was the Western Union Relay Station, the largest of its kind west of Chicago, where a crew of telegraphers received and sent messages, coast to coast, day and night. Western Union owned five houses in the village where telegraphers who serve at the Relay Station lived. The Lemonweir Valley Telephone Coop has operated from Camp Douglas for over a century.

In 1891 fire destroyed much of the downtown, but the area was rebuilt and the village continued to grow. Camp Douglas was incorporated as a Village in 1899. With the coming of the automobile Highway 12 became the primary route between Chicago and Minneapolis. A red and white beacon was mounted on a pole south of the tracks, and served as a guiding light for motorists and pilots. In 1913 the Village Board an ordinance stating that vehicles should “not exceed ten miles an hour.” When Interstate 90/94 opened it not only increased the speed of travel significantly it reinforced Camp Douglas’ role as a transportation hub into the future.

The Ho-Chunk name for this area is Hųcmaq (Who-nch-mah) which means Bear Earth/Land. We acknowledge that the Ho-Chunk people have a history and connection to this land far older than any historically documented settlement. This area's rich cultural past and significance is preserved in the oral history of the Ho-Chunk people and evident in the petroglyph's etched into bluffs and other rock formations in and around Camp Douglas. As culturally significant rock art is not always easily noticed or identified, efforts should be made prior to any land use and development to carefully look over, identify, document and preserve any such sites.

Historical buildings, archeological sites

There are no buildings or sites on the National Register of Historic Places within the Village of Camp Douglas. There is one house, located at 213 Douglas Street, which is on the Architectural History Inventory (AHI) within the Village. All of the old Camp Williams section buildings of Volk Field have been catalogued in the AHI too.

Goals, Objectives & Policies

Goals

1. Protect natural areas, including wetlands, floodplains, wildlife habitats, ponds, woodlands, open spaces and groundwater resources.
2. Preserve cultural, historic and architectural sites.

Objectives

1. New development in the Village should not negatively impact natural resources.
2. Encourage and support the preservation of natural open spaces that minimize flooding such as wetlands.

Policies

1. New development should be discouraged from areas shown to be unsafe or unsuitable for development due to flood hazard, potential groundwater contamination, highway access problems, incompatibility with neighboring uses, etc.
2. Implement a stormwater management plan that will minimized the impact of runoff on the quality of surface and groundwater.
3. Development proposals should be reviewed relative to the potential impacts to the historical and cultural resources of the village.
4. Work with surrounding governments to regulate practices at area businesses which could negatively impact the quality of groundwater

Chapter Three

Housing

Housing characteristics and trends are important components of comprehensive planning. The physical location of housing can determine the need of many public facilities and services. Furthermore, understanding dynamics in the market likely to affect housing development in the future provides a basis for the formulation of policy to coordinate transportation facilities with a sustainable pattern of residential development. Understanding the factors affecting people’s ability to meet their own housing needs provides a basis for reinforcing community ties, fostering economic development and environmental sustainability and improving the quality of life.

Previous Studies

Wisconsin State Consolidated Housing Plan

The Consolidated Housing Plan is required by the U.S. Department of Housing and Urban Development (HUD) in the application process required of the states in accessing formula program funds of Small Cities Community Development Block Grants (CDBG), HOME Investment Partnerships, Emergency Shelter Grants and Housing Opportunities for Persons with AIDS (HOPWA)

The Consolidated Plan provides the Framework for a planning process used by states and localities to identify housing, homeless, community, and economic development needs and resources and to tailor a strategic plan for meeting those needs.

Juneau County Housing Study, 2018

The 2018 Juneau County Housing Study, written by the North Central Wisconsin Regional Planning Commission (NCWRPC), issues and opportunities related to housing in Juneau County. The study notes that Juneau County has a higher number of mobile homes and seasonal units than the state. It also notes that cost burdens are increasing particularly among renters. The population of those 60 and older is increasing and is expected to do so, making the provision of senior housing, and facilitating “aging in place” a priority.

Regional Livability Plan, 2015

The 2015 Regional Livability Plan (RLP), written by the North Central Wisconsin Regional Planning Commission (NCWRPC), addresses issues of livability in the areas of housing, transportation, economic development and land use. The RLP identifies a number of issues affecting community livability related to housing:

- Aging Population
- Smaller household sizes
- Lack of Housing Options
- Increase in Housing Costs related to incomes

Housing Stock

Total Housing Units

The housing stock in the Village of Camp Douglas is generally adequate for the needs of the community, although there is some concern about the lack of available housing. There were about 260 housing units within the Village in 2000, with the number of housing units within the Village slightly creasing to 255 units in 2019.

Year Built

The age of a community's housing stock typically reflects several important factors including size, offered amenities, and overall maintenance costs. Age of the home often also reflects different regional and national trends in a housing development. Housing predating the 1940's for example, was typically smaller and built on smaller lots. In subsequent decades, both average lot and home sizes have increased. For example, average homes constructed in the later part of the previous century and the first decade of the millennium are typically much larger than housing built in previous decades. This can be seen in both the rural and more urban environments of Juneau County. Additional bedrooms, bathrooms, and attached garage space are among the amenities found in newer housing units.

Table 3.1 indicates the age of the housing stock in the Village of Camp Douglas based on the year the structures were built as reported in the 2015-2019 American Community Survey. The housing stock in Camp Douglas is significantly older than it is in the surrounding Town of Orange, Juneau County, and Wisconsin. About a third of housing units within Camp Douglas were built before 1939, a significantly higher percentage than in the Town of Orange, Juneau County, and Wisconsin. Many of these homes were built during the railroad boom from 1872-1900. About 20 percent of homes within Camp Douglas were built between 1940 and 1959, which is higher than in the Town of Orange and Juneau County, but similar to the percentage in the state as a whole.

Table 3.1: Age of Structure by Jurisdiction, 2019

Year Built	Village of Camp Douglas		Town of Orange		Juneau County		State of Wisconsin	
	Count	Percentage	Count	Percentage	Count	Percentage	Count	Percentage
Before 1939	85	33.3%	33	11.8%	2,579	17.0%	519,745	19.3%
1940-1949	19	7.5%	20	7.2%	666	4.4%	148,357	5.5%
1950-1959	32	12.5%	15	5.4%	1,046	6.9%	290,392	10.8%
1960-1969	19	7.5%	32	11.5%	1,227	8.1%	262,431	9.7%
1970-1979	41	16.1%	62	22.2%	2,449	16.2%	394,472	14.6%
1980-1989	21	8.2%	41	14.7%	1,815	12.0%	267,314	9.9%
1990-1999	19	7.5%	33	11.8%	2,454	16.2%	374,275	13.9%
2000-2009	14	5.5%	39	14.0%	2,336	15.4%	337,436	12.5%
After 2010	5	2.0%	4	1.4%	574	3.8%	100,105	3.7%
Total	255	100.0%	279	100.0%	15,146	100.0%	2,694,527	100.0%

Source: American Community Survey 2015-2019

Building Type

Single-family dwellings are the most dominant type of housing units in the Village. At 190, they constitute about three quarters of the Village’s housing stock. Multi-family units include 7 duplexes and 21 units in larger buildings, accounting for 11 percent of housing units within the Village. Manufactured homes and mobile homes account for 14.5 percent of homes within the Village. The census lumps the two together under the definition of “a housing unit that was originally constructed to be towed on it’s own chassis.”

Often described as “mobile homes” or “trailer homes”, manufactured housing has been subject to regulation by the Federal Government since the implementation of the “Manufactured Home Construction and Safety Standards” or “HUD-Code” in 1976. Manufactured housing has evolved from the “travel trailer”, which is built primarily to be towed behind vehicles, they were lightweight and compact, generally metal clad, and intended to be moved repeatedly from place to place. Over time these structures became larger and often located permanently, either in a mobile-home park or on an individual lot.

The passage of the federal legislation mentioned above, which took effect June 15, 1976, established the preeminence of federal authority in the regulation of what have come to be known as manufactured housing. Under this legislation the federal government established standards and inspection mechanisms for all factory-built housing and dictated that after its effective date all regulation of manufactured housing must conform to those standards. The inspection of the manufacturing process is meant to ensure the quality of housing built “on a chassis”. Since adoption of the HUD-Code a series of court rulings have reinforced the preeminence of the federal standards. In many rural areas manufactured housing is the best source of affordable housing.

Tenure

With about 77 percent of households being owner-occupied, owner occupancy is the norm in the Village of Camp Douglas. This is similar to the percentage in Juneau County (76.2%) and significantly

higher than in Wisconsin (67.0%). Nearly 18 percent of Camp Douglas residents have lived in the same home for more than thirty years, as shown in [Table 3.2](#). Generally, tenure in Camp Douglas mirrors the state and county fairly closely and differs greatly from the Town of Orange.

Table 3.2: Housing Tenure by Jurisdiction, 2019

Tenure	Village of Camp Douglas		Town of Orange		Juneau County		State of Wisconsin	
	Count	Percentage	Count	Percentage	Count	Percentage	Count	Percentage
Over 30 Years	44	17.7%	47	25.8%	1,682	15.6%	344,505	14.6%
21 to 30 years ago	23	9.3%	40	22.0%	1,711	15.9%	322,670	13.7%
11 to 20 years ago	65	26.2%	31	17.0%	2,742	25.5%	572,401	24.3%
10 years or less	116	46.8%	64	35.2%	4,617	42.9%	1,118,580	47.4%
Total	248	100.0%	182	100.0%	10,752	100.0%	2,358,156	100.0%

Source: American Community Survey, 2015-2019

Value

[Table 3.3](#) compares median home value in Camp Douglas to the median home value in the Town of Orange, Juneau County, and Wisconsin. The median home value in Camp Douglas is significantly lower than the median home values of the Town of Orange, Juneau County, and Wisconsin.

Table 3.3: Median Value of Structures by Jurisdiction, 2019

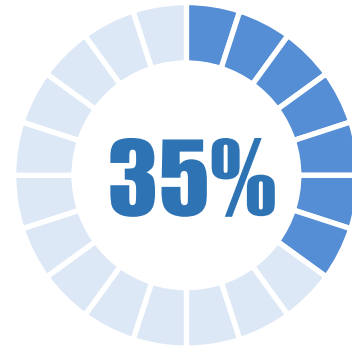
Municipality	Median Home Value	% of State Median Value
Village of Camp Douglas	\$91,600	50.7%
Town of Orange	\$152,000	84.2%
Juneau County	\$125,800	69.7%
Wisconsin	\$180,600	100.0%

Source: American Community Survey 2015-2019

Affordability

The National Low Income Housing Coalition assembles a yearly list of estimates of the income required to afford housing using this “cost-burden” standard for localities across the country. This report focuses on rental housing but can be broadly applied to owner-occupied housing as well. The report calculates that for the state as a whole in 2019, the average household would need to have an average household income of \$35,913, and that 24% of renter-occupied households are considered as extremely low income.

According to the 2015-2019 American Community Survey, about 35.1 percent of Camp Douglas households reported incomes below \$35,000. When considering that the average household in Wisconsin would need to earn \$35,913 to be able to afford a two-bedroom apartment without being cost-burdened, this indicates that roughly 35.1 percent of Camp Douglas residents would be cost-burdened living in a two-bedroom apartment.



The percentage of Camp Douglas households that would be cost-burdened living in a two-bedroom apartment.

Rent and mortgage payments, maintenance expenses, lot sizes, and required or desired amenities are a few factors which influence housing affordability. Available housing options are further refined by household size and income. Affordability is particularly an issue for the elderly, disabled, and low-income residents of a community.

Median monthly costs for homeowners, with and without a mortgage and for renters are shown in **Table 3.4**. For homeowners with a mortgage, costs are lower in Camp Douglas than in Juneau County. With a median rent of \$642 in 2019, Camp Douglas also had a lower median rent than Juneau County's median rent of \$761.

Table 3.4: Housing Affordability, 2019

Municipality	Median Selected Monthly Owner Costs			Median Selected Monthly Renter Costs	
	With Mortgage	Without Mortgage	30%+*	Median Gross Rent	30%+*
Village of Camp Douglas	\$1,097	\$414	18.7%	\$642	50.0%
Town of Orange	\$1,267	\$481	21.7%	\$917	35.3%
Juneau County	\$1,202	\$458	23.7%	\$761	36.8%
Wisconsin	\$1,430	\$553	19.4%	\$856	44.0%

Source: American Community Survey 2015-2019

* Percentage of households that pay more than 30% of their income on housing



Homeowners



Renters

Percentage of Camp Douglas Households that Spend More than 30% of their Income on Housing

The percent of a community paying more than 30 percent of their household income on housing is a common measure of housing affordability. The more money spent on housing, the less disposable income is available to spend on education, food, retail, and recreation. In Camp Douglas, about 19 percent of homeowners and 50 percent of renters spend more than 30 percent of their income on housing costs.

The percentage of homeowners who pay more than 30 percent of their household income in Camp Douglas is lower than that of Juneau County. The percentage of renters in Camp Douglas who pay more than 30 percent of their household income for rent is significantly higher than that of Juneau County.

Camp Douglas has a slightly lower percentage of homeowners who pay more than 30 percent of their household income on housing than Wisconsin, and a higher percentage of renters who pay more than 30% of household income on housing than Wisconsin.

What can be done to address this problem? A number of programs are available to local governments that offer funding to provide affordable housing units. These are listed below. But there is also a need to seek solutions that will yield an increase in affordable housing units through market-based mechanisms. Multi-family housing or accessory dwelling units can provide housing at a lower cost than single-family units. One of the more persistent objections to multi-family housing, and to accessory dwelling units, is that apartments compromise the property values of single-family dwellings. In recent years evidence has emerged that, rather than diminishing the value of single-family housing, well-designed and maintained multi-family housing can increase the value of nearby neighborhoods.

Local governments can take actions to foster affordable housing. An affordable Housing Trust Fund is one such alternative. Funding can come from special fees, often on real-estate transactions or late property tax payments. Additionally, the Juneau County Housing Authority has a Community Block Development Grant (CBDG) program that offers no-interest loans to Section 8 eligible households to help ensure the community's ability to conserve, rehabilitate and improve residential properties.



The Low-Income Housing Tax Credit (LIHTC) may be the most prominent new source of funding for affordable housing over the last decade and a half. Investors who allocate a number of units as

affordable to low-income families for a certain period (usually 15 years) are allowed to take a credit on their income tax. There are 106 housing units that utilize the LIHTC in the county none are located in the Village.

Vacant & Seasonal Housing

Of the 255 housing units in Camp Douglas, 248 were occupied, while 7 (2.7%) were vacant. Zero units within the Village were identified as seasonal. This compares to about 21 percent of housing units within Juneau County being classified as seasonal and just over seven percent for Wisconsin.

Housing Demand

Persons per Household

The statewide trend is that families are getting smaller and more people are living alone, so average household size has been going down for decades. The most obvious effect of this trend is that demand for housing is increasing faster than population. However, this is not the case locally. In the Village of Camp Douglas the average household size in 2000 was 2.45 persons per household. This compares to the average of 2.51 for Juneau County and the average of 2.57 for the state as a whole. By 2019, the average household size in Camp Douglas slightly increased to 2.46 persons and Juneau County's persons per household slightly increased to 2.48 persons per occupied housing unit, which indicates that the average household size has remained steady in both the Village and in Juneau County.

Issues

Lack of Housing Opportunities

There is a consensus within the community that there is a shortage of housing opportunities in Camp Douglas. A moderate amount of residential development has taken place in the Village in the last fifty years. Meanwhile jobs within the Village have continued to increase and the population has aged. These factors have combined to create a situation where many families struggle to find affordable housing within the city. Many older residents, who would like to move from larger family houses that they have owned for many years, are unable to do so because there are not a sufficient number of appropriate apartments available. If they were able to move this would open up homes for younger families.

Subsidized/Special-needs Housing

There are 488 subsidized housing units in Juneau County this is one unit for every fifty people. By contrast in Adams County there is one unit for every 114 people. Roughly half of these units are designated for the elderly. Slightly less than half are for families and thirteen are designed for the disabled. Whether this is sufficient is a matter of judgment. What is not open to question is that disabled and low-income citizens often require special housing accommodations. How best to meet these needs should be a focus of any planning process that the City engages in.

Most project-based units in the county were funded under the U.S. Department of Agriculture – Rural Development (USDA-RD) Section 515 program that supports the construction of multi-family housing for low-income residents. Under the program, which has been in operation in Wisconsin since 1969, USDA underwrites fifty-year mortgages at a one percent interest rate in exchange for an agreement to provide housing for low and very low-income residents.

The other major housing subsidy program is the housing choice voucher program, commonly known as Section 8. Administered locally by the Mauston Housing Authority, eligible families are issued vouchers that they can use to secure housing in the private market. Having found a suitable housing unit, which meets minimum health and safety standards, where the owner has agreed to rent under the program, the eligible family uses its voucher to cover the part of the rent beyond the portion it pays, usually 30 percent of its income. The landlord receives a subsidy directly for the portion of the Fair Market Rent not paid by the tenant. The voucher-holder signs a lease for a term of, at least, one year and the landlord signs a contract with the Mauston Housing Authority, running concurrently with the lease. Eligibility for the program is generally limited to families with incomes below 50% of the median for the county in which they reside. The program is open to any housing unit where the owner agrees to participate and where the unit satisfies the standards.

Beyond the need for subsidized units a number of program alternatives are available to meet the needs of range of citizens. USDA-RD is focused on rural areas, and thus may be the most promising source of housing-related funding.

Housing Programs

There are a number of programs available to local governments to aid those having trouble affording their housing needs. Based on the 2015-2019 American Community Survey, about 19 percent of homeowners and 50 percent of renters in Camp Douglas spend more than thirty percent of their income on housing, the accepted standard for affordable housing. Below is a partial listing of programs available to localities:

- Section 502 Homeownership Direct Loan Program of the Rural Health Service (RHS) provides loans to help low-income households purchase and prepare sites or purchase, build, repair, renovate, or relocate homes.
- Section 502 Mutual Self-Help Housing Loans are designed to help very-low-income households construct their own homes. Targeted families include those who cannot buy affordable housing through conventional means. Participating families perform approximately 65 percent of the construction under qualified supervision.
- Section 504, the Very-Low-Income Housing Repair Program, provides loans and grants to low-income homeowners to repair, improve, or modernize their homes. Improvements must make the homes more safe and sanitary or remove health or safety hazards.
- Section 521 Rural Rental Assistance Program provides an additional subsidy for households with incomes too low to pay RHS-subsidized rents.

- Section 533 Rural Housing Preservation Grants are designed to assist sponsoring organizations in the repair or rehabilitation of low-income or very-low-income housing. Assistance is available for landlords or members of a cooperative.

The above programs are all available through USDA-RD to those who meet the income requirements. There are also programs through the Department of Housing and Urban Development (HUD):

- The HUD Self-Help Homeownership Opportunity Program finances land acquisition and site development associated with self-help housing for low-income families. Loans are made to the nonprofit sponsors of development projects and are interest-free. Portions of the loans are forgiven if promised units of housing are completed within a given period. These forgiven “grant conversion” funds may be used to subsidize future development projects.
- The HOME Investment Partnership Program aims to encourage the production and rehabilitation of affordable housing. HOME funds may be used for rental assistance, assistance to homebuyers, new construction, rehabilitation, or acquisition of rental housing.
- The Small Cities Development Block Grant (CDBG) program is the rural component of HUD’s Community Development Block Grant program, which is administered by state agencies. The state CDBG program provides assistance for the development of affordable housing and economic development efforts targeted to low- and moderate-income people.

The Low-Income Housing Tax Credit (LIHTC), like HOME, aims to encourage the production and rehabilitation of affordable housing. It provides an incentive for private entities to develop affordable housing. The credit reduces the federal taxes owed by an individual or corporation for an investment made in low-income rental housing. The amount of the tax deduction is tied to the proportion of low-income residents in the housing produced. The credit is paid out over 15 years to investors in the housing project. LIHTC provides funding for the construction of new buildings or the rehabilitation or conversion of existing structures. To qualify, a property must set aside a certain share of its units for low-income households.

Goals, Objectives & Policies

Goals

1. Allow adequate, affordable housing for all individuals consistent with the character of the community.
2. Discourage residential development in unsuitable areas.
3. Ensure that the quality of the housing stock in the village is improved and that it fully meets the needs of both families and the elderly.

Objectives

1. Ensure that local land use controls and permitting procedures do not discourage or prevent the provision of housing opportunities consistent with the character of the community.
2. Protect traditional design of neighborhoods with walkable character.

Policies

1. Restrict the location of new development in areas that are shown to be unsuitable for specific uses due to flood hazard, groundwater pollution, highway access problems, etc.
2. Continue participation in Juneau County revolving loan fund to finance improvements to housing within the village.
3. Make use of manufactured housing as an affordable, and well regulated, source of housing.

Chapter Four

Transportation

The transportation system includes all modes of travel. The local transportation network is an important factor for the safe movement of people and goods, as well as to the physical development of the Village. There is no transit, air, or water transportation service within the village. There are no water transportation facilities in the area. The Village of Camp Douglas transportation system includes all roadways.

Previous Plans and Studies

Regional Livability Plan, 2015

The 2015 Regional Livability Plan (RLP), written by the North Central Wisconsin Regional Planning Commission, addresses issues of livability in the areas of housing, transportation, economic development, and land use. The RLP identifies three major transportation issues.

- Modes of Transportation to Work – The region’s workforce is extremely dependent on the automobile. In 2012, over 80 percent of the region’s workforce drove alone to work on a daily basis. Another 10 percent carpooled, leaving less than 10 percent for the non-automobile methods such as walking, biking, and using transit. The average commute time in Juneau County, was 22.9 minutes.
- Age of Drivers in the Region – The region is seeing a change in the number of licensed drivers by age groups. Between 2004 and 2013, the region saw a 20 percent decrease in the number of drivers age 17 and age 19. During the same years, the region also had a 20 percent increase in drivers over age 65. These changes mean communities will have a need for multimodal options for the younger ages and options to increase safety as drivers age.
- Transportation Maintenance Cost – It is expensive to maintain the transportation infrastructure in the region. The current reliance on fuel tax and registration fees is inadequate, unstable, and may soon be outmoded. The inability to fund improvements and maintenance on transportation infrastructure will impact the ability to transport goods and provide safe, reliable, and efficient roads.

Connections 2030

This is Wisconsin's latest long-range, statewide, multimodal transportation plan. It identifies a series of system-level priority corridors that are critical to Wisconsin's travel patterns and the state economy.

Juneau County Bicycle and Pedestrian Plan, 2019

The focus of this plan is to enhance the viability of bicycling and walking as a form of transportation throughout communities, including Camp Douglas, in Juneau County. This plan focuses on guidelines for planning bicycle facilities, with general design and funding information included. This plan also examines existing conditions for biking and walking countywide and suggests routes and segments on which to prioritize bicycling and walking improvements. Recommendations of this plan focus on policies, programs, and facility treatments intended to improve the safety, convenience, and attractiveness of bicycling and walking for Juneau County residents and visitors. Recommendations specific to Camp Douglas include:

- **Corridor #6: Necedah to Tomah:** This is a transportation alternative to using STH 21 from Necedah to Tomah. Along the way is the Oak Ridge Trail system on county forest land. This is also part of a transportation route from Necedah to Camp Douglas.
- **Corridor #7: Camp Douglas to Mather:** This is a transportation route from Camp Douglas through the Central Wisconsin Conservation Area to Mather. This is also part of a transportation route from Camp Douglas to Necedah.
- **Corridor #8: Camp Douglas to Mill Bluff State Park:** The Village of Camp Douglas and Advisory Group see value in making this connection to a locally used state park for day trips. If the Omaha Trail becomes well used again, then this potential route would direct visitors to an additional destination—Mill Bluff State Park.
- **Corridor #9: Camp Douglas to Elroy:** The Omaha Trail needs a new surface in many spots. It is also recommended to create a permanent off-road trail in Elroy for the Omaha Trail. Additional information regarding the Omaha Trail and this proposed corridor can be found in Chapter 4 of the Juneau County Bike & Ped Plan.
- **Corridor #10: New Lisbon to Hustler:** There are gravel shoulders on CTH A. WisDOT classifies this highway as “best” for bicycling due to low traffic (930 vehicle traffic count). The Advisory Group is concerned that families in New Lisbon will not use this short route to access the Omaha Trail, because no paved shoulders exist. This could become a well-used route from New Lisbon families and individuals that want to: 1) access the Omaha Trail; 2) travel to Camp Douglas; and 3) travel to Mill Bluff State Park. This route would also provide access to additional destinations in New Lisbon off of the Omaha Trail.
- **Corridor #12: New Lisbon to Kennedy to Camp Douglas:** The Advisory Group noted that Kennedy County Park is an easy bike trip from both New Lisbon (15 minutes by bike) and Camp Douglas (30 minutes by bike). CTH C out of Camp Douglas to 6th Ave is classified as “undesirable” for biking due to high traffic and no shoulders. CTH M and the remainder of CTH C, west to 6th Ave are classified as “best” for biking.

NCWRPC Regional Bicycle and Pedestrian Plan, 2018

This 2018 plan is a region-wide effort to improve bicycling and walking across the communities. The plan assesses existing conditions related to bicycling and walking, identifying other potential trail and route user groups, identifying routes and describing policies and programs to assist local governments in improving bicycling and walking to promote connectivity between communities and destinations throughout north central Wisconsin.

State Trails Network Plan

The Wisconsin Department of Natural Resources (DNR) created this plan in 2001, to identify a statewide network of trails and to provide guidance to the DNR for land acquisition and development. Many existing trails are developed and operated in partnership with counties. By agreement the DNR acquires the corridor and the county government(s) develop, operate, and maintain the trail.

Road Network

The system of connected roads and highways form the physical network for the community. Not only is the road network important for transportation, but various forms of public infrastructure are located within the right-of-way as well. In the Village of Camp Douglas, roads play a key role in development by providing both access to land and serving to move people and goods through the area, by car, bicycle, and foot power.

Roads are generally classified by two different systems, the functional and the jurisdictional. The jurisdictional class refers to which entity owns the facility and holds responsibility for its operations and maintenance. The functional class refers to the role the particular segment plays in moving traffic within the overall system. In the Village of Camp Douglas, roads play a key role in development by providing both access to land and serving to move people and goods through the area, by car, bicycle, and foot power.

The Village of Camp Douglas’s principal arterial is I-90/94. County Highway H and USH 12/STH 16 are major collectors, County Highway C is a minor collector, and the remaining 7.24 miles of roads in the town are local.

The Village of Camp Douglas road network consists of roughly 12.9 miles of federal highways, 2.15 miles of county highways, and 5.09 miles of local roads. WisDOT requires all local units of government to submit road condition rating data every two years as part of the Wisconsin Information System for Local Roads (WISLR). The Pavement Surface Evaluation and Rating (PASER) program and WISLR are tools that local governments can use to manage pavements for improved decision making in budgeting and maintenance. Towns can use this information to develop better road budgets and keep track of roads that are in need of repair.

Road Maintenance

The Village of Camp Douglas uses the Pavement Surface Evaluation Rating (PASER) system, which was designed by the Transportation Information Center of the University of Wisconsin-Madison. The PASER system rates road surfaces on a scale of 1 to 10, with 1 being very poor and 10 being excellent.

Table 4.1 shows a summary of pavement conditions in the Village of Camp Douglas. Roads exhibiting a surface condition rating at or below “fair” must be examined to determine what type of reconstruction or strengthening is necessary. The roads that display a surface rating of “good” or better will only require minimal preventative maintenance to promote safe travel conditions.

Table 4.1: Summary of Pavement Conditions, 2019

Surface Condition Rating	Miles
Very Poor	0.06
Poor	0.37
Fair	2.35
Good	2.36
Very Good	0.03
Excellent	0.00
Total	5.17

Source: WisDOT

Road Classifications

Principal Arterials – serve interstate and interregional trips. These routes generally serve urban areas with 5,000 people or more.

Minor Arterials – accommodate interregional and county-to-county traffic, often in conjunction with principal arterials.

Major Collectors – provide service to moderate sized communities and other county-level traffic.

Minor Collectors – take traffic from local roads and provide links to all remaining portions of smaller communities and connect to other higher function roads listed above.

Local Roads – provide direct access to residential, commercial, and industrial developments.

Traffic

Annual average daily traffic counts (AADT) are measured and calculated every three years by the Department of Transportation for seven areas in the town. Monitoring these counts provides a way to gauge how traffic volume is changing in Camp Douglas. Besides traffic volume, other factors like lane widths, shoulder paving, alignment, and adjacent land use also affect congestion. Traffic counts can be found on the [Transportation Map](#).

The interrelationships between land use and the road system make it necessary for the development of each to be balanced with the other. Types and intensities of land-uses have a direct relationship to the traffic on roadways that serve those land-uses. Intensely developed land often generates high volumes of traffic. If this traffic is not planned for safety can be seriously impaired for both local and through traffic flows.

Traffic generated and attracted by any new land-use can increase congestion on the roadway system. Even without creating new access points, changes in land-uses can alter the capacity of the roadway. The new business may generate more car traffic, or farm implement traffic. Uncontrolled division of land tends to affect highways by increasing the amount of turning traffic into and out from intersecting driveways, therefore impairing safety and impeding traffic movements.

Wisconsin recognizes that a relationship between highway operations and the use of abutting lands exists. Under Chapter 233, the Department of Transportation (WisDOT) was given the authority to establish rules to review subdivision plats abutting or adjoining state trunk highways or connecting highways. Regulations enacted by the WisDOT establish the principles of subdivision review. They require new subdivisions to: (1) have internal street systems; (2) limit direct vehicular access to the highways from individual lots; (3) establish building setbacks; and (4) establish access patterns for remaining unplatted land. This rule has recently been suspended, but the four requirements are still useful in managing traffic flow.

With the exception of Interstate I-90/94, the entire road system in the Village of Camp Douglas is also open by state law to pedestrian and bicycle travel, although some traffic volumes may make such travel unsafe.

Other Modes of Transportation

Bicycling Opportunities

All roads except I-90/94 are available for bicycle travel. The Bicycle Federation of Wisconsin along with WisDOT have determined that all county and state highways within and near Camp Douglas have the best bicycling conditions.

The Village of Camp Douglas is the trailhead for the Omaha County Trail, which travels south 13 miles through the Town of Orange to the City of Elroy. From Elroy, a bicyclist may connect with

the either the “400” State Trail or the Hillsboro State Trail to the south, and the Elroy-Sparta State Trail to the northwest.

The Village also owns the Back Forty Hiking/Biking Trails trail system. The Back Forty Hiking/Biking Trails trail system consists of 40 acres of land and a series of trails that are available for hiking and biking purposes.

Pedestrian Facilities

All roads except I-90/94 are available for pedestrian travel. Some of the Village roads have sidewalks. Sidewalks and trails create the pedestrian network. Sidewalks exist in most residential areas and throughout the downtown. Issues of most concern to pedestrians are missing sidewalk sections, broken or uneven sections, and intersections without curb ramps. Roads that do not have sidewalks may not provide areas to walk outside of the traffic lanes. These are less desirable pedestrian facilities since there is no separation between moving vehicles and the pedestrian.

Airports

Air Carrier/Air Cargo airports closest to Camp Douglas are the La Crosse Municipal Airport (LSE), the Chippewa Valley Regional Airport (EAU) in Eau Claire, and the Dane County Regional Airport (MSN) in Madison.

Transport/Corporate airports are intended to serve corporate jets, small passenger and cargo jet aircraft used in regional service and small airplanes (piston or turboprop) used in commuter air service. The only difference between a transport/corporate airport and a commercial airport is that the commercial airport has scheduled passenger service. The closest airports of this type to the Village of Camp Douglas are the Sparta/Fort McCoy Airport (CMY) in Sparta, Reedsburg Municipal Airport (C35) in Reedsburg, and Alexander Field-South Wood County Field (ISW) in Wisconsin Rapids.

Utility airports are intended to serve virtually all small general aviation single and twin-engine aircraft, both piston and turboprop, with a maximum takeoff weight of 12,500 pounds or less. These aircraft typically seat from two to six people and are now commonly used for business and some charter flying as well as a wide variety of activities including recreational and sport flying, training, and crop dusting. The closest airports of this classification are the Mauston-New Lisbon Municipal Airport (82C) between Mauston and New Lisbon, and the Necedah Airport (DAF) in Necedah.

Rail

Canadian Pacific owns several tracks nearby. Union Pacific provides commercial rail service. Canadian Pacific Railway is the track that Amtrak uses to provide passenger rail service, which has stations in Tomah and Wisconsin Dells.

Bus/Transit

There are few transit systems near and within Juneau County. Shared ride taxi service is provided in Mauston. Intercity bus routes exist from Tomah to: Madison; Rockford, IL; and Milwaukee; and Tomah to Eau Claire; and Minneapolis, MN.

Transportation Facilities for Disabled

The Aging & Disability Resource Center of Eagle Country provides transportation for persons 60 and over, or disabled persons of any age. Arrangements must be made at least 48 hours in advance for local trips and at least one week in advance for out-of-town trips. There is also the Senior Citizen's Bus, located outside of the Mauston area that can be used for doctor appointments, shopping, banking, and other business. The Senior Citizen's Bus is in the Elroy area once per week and is also there on the 2nd Friday of every month.

Volk Field

Volk Field is one of only four Air National Guard Combat Readiness Training Centers in the Nation. Volk Field is unique because it is not associated with a civilian airport and can provide training around the clock. The other three training centers are located at commercial airports, which place restrictions on training. Volk Field is available 24 hours a day, seven days a week with no restrictions from commercial air uses. Volk Field also controls the nearby Hardwoods Bombing Range that makes this one of the most valuable training facilities in the country for our national defense. Volk Field has a 9,000-foot runway with 1,000 foot overruns, which was completely replaced in 1998, it can accommodate all military aircraft.

Juneau County Rails-to-Trails

Rails-to-Trails has been a successful outdoor recreation program in Juneau County. Four former railroads have been converted to recreation trails—Elroy-Sparta State Trail, 400 State Trail, Hillsboro State Trail, and Omaha County Trail. All four trails lie within the Townships of Plymouth and Wonewoc, and connect the municipalities of Camp Douglas, Hustler, Elroy, Union Center, and Wonewoc. All the trails are surfaced with limestone screenings to provide a smooth surface suitable for walkers and bicyclists from spring through fall and for snowmobilers in winter. Each of the four trails has a unique story.

The Elroy-Sparta State Trail is considered the first rail-to-trail in the United States, and remains one of the most popular trails too. Traveling between Sparta and Elroy, the trail stretches through the communities of Norwalk, Wilton and Kendall, passing by wetlands, prairies, farmland, and unglaciated areas. Three century-old railroad tunnels highlight the trail. The tunnels near Kendall and Wilton are each about 0.25 mile long. The tunnel between Norwalk and Sparta is 0.75 mile long.

The 400 State Trail was named for the Chicago-Northwestern passenger train that ran on this grade. The train traveled the 400 miles between Chicago and Minneapolis/St. Paul in 400 minutes. Wetlands, wildlife, sandstone bluffs, rolling croplands and pastures are just a few of the sights you can enjoy on the 400 State Trail as it repeatedly crisscrosses the Baraboo River. The entire length of the 22-mile trail follows along the river valley from Elroy to Reedsburg, and it passes through the communities of Union Center, Wonewoc and LaValle. A unique feature of the 400 Trail is a 7-mile horse trail parallel to the bike trail between Wonewoc and LaValle.

Hillsboro State Trail is a 4.2-mile state-owned and county-operated hike, bike, and snowmobile trail between Hillsboro and the 400 Trail in Union Center. The trail crosses the Baraboo River four times.

The Omaha County Trail runs north for 13 miles from Elroy to Camp Douglas. This trail has one tunnel, which is 875 feet long. Most of the pathway is shaded, flat, and straight as an arrow. Northwest of Camp Douglas is Mill Bluff State Park, which is known for its towering sandstone bluffs.

Goals, Objectives & Policies

Goals

1. Provide an integrated, efficient and economical transportation system that affords mobility, convenience and safety.

Objectives

1. Improve and expand pedestrian walkways and non-motorized vehicle pathways linking parks, commercial, residential, natural areas within the village and also link to the Omaha Trail and the trail system of the county at large.
2. Improve existing roads before constructing new roads.
3. Develop or designate a walking and biking trail/route within the Village that connects Nelson Park, Main Street, and the Camp Douglas Elementary school.

Policies

1. Utilize WISLR software to inventory and rate the local roads.
2. Discourage land uses that generate heavy traffic volumes on streets that have not been constructed or upgraded for such use.
3. Work with the County and WisDOT to coordinate transportation planning.

Chapter Five

Utilities & Community Facilities

Utilities and community facilities, provided by either public or private entities, are critical for community development. Utilities include electrical service, natural gas, telephone service, and cable communications, among others. Community facilities include local government buildings, libraries, educational institutions, parks and recreational facilities, and maintenance and storage facilities, as well as services like law enforcement, fire protection, and emergency medical services.

Previous Plans and Studies

Juneau County All-Hazard Mitigation Plan, 2018

This document examines general conditions, including an inventory of utilities, community facilities and emergency services, throughout Juneau County. Risk assessment is at the heart of the All-Hazard Mitigation program. In order to mitigate the risks, it's necessary to assess their relative importance. The report looks at a series of mostly weather-related disasters; how they have affected the County in the past, and how future instances are likely to affect the County and how local government should respond to such occurrences. The report concludes with suggested mitigation measures that might be taken by local governments to reduce the risk from the identified hazards. Counties are required to adopt such plans with updates every five years.

Adams-Juneau Flood Resiliency Study, 2018

This study was a response to impacts suffered resulting from a flood event that occurred in September of 2016 that impacted ten counties in Wisconsin, including Adams and Juneau Counties. The study demonstrates the potential impacts of historic flood events and pre-identifies likely impact areas and assesses the economic impacts to communities, businesses, and residents. The study identifies vulnerable development and infrastructure within the context of a major storm and flood inundation scenario.

The tangible economic benefits of implementation of this posed project will be realized in the reduction in future flood-related losses, a reduction in the direct impacts of flooding on businesses, residences and community facilities and a reduction in indirect losses due to business closure or the inability to conduct commerce due to closed roads impeding access to communities.

Inventory

There are sanitary sewer, storm water systems, water supply, and wastewater facilities in the Village of Camp Douglas. There are no power plants or major transmission lines within the Village. The Village is part of the Tomah School District. Many of the major facilities are identified on the [Utilities & Community Facilities Map](#).

Water and Wastewater Facilities

Drinking water

The Village of Camp Douglas maintains one high capacity well capable of producing 280 gallons per minute. The distribution system consists of 35,843 feet of water mains. The Village has a main storage reservoir that holds 80,000 gallons. Water service is available throughout the Village. Additionally, the Village's drinking water system is linked with the drinking water system at nearby Volk Field, which allows both systems to serve both the Village and Volk Field if necessary.

Waste-water

The Village of Camp Douglas has a contract relationship with Volk Field to send its wastewater to the base treatment plant. The Village recently replaced all three lift- stations within the Village. Sewer service is available throughout the village.

The base treatment plant serves Volk Field, Camp Williams, Camp Douglas, and a few smaller users. The current plant was built in 1995 and is designed to handle an average of 200,000 gallons per day, although the current average turnover is about 100,000 gallons per day, or about half of capacity. The treatment plant is located on the base and discharges into the Lemonweir River.

Stormwater

The Village of Camp Douglas has stormwater handling systems, which generally drains into the Little Lemonweir River. About a quarter of the village has stormwater controls.

Solid Waste Disposal and Recycling Facilities

Curbside garbage and recycling pick-up services are provided by Lenorud Services. Juneau County also operates its own sanitary landfill that serves the majority of the county. Heavy trash pickup is offered on a regular monthly basis.

Public Works

Village Hall & Community Center

The most prominent community facility within the Village is the new Village Hall and Community Center building that was completed in 2020. The new Village Hall building is located at 304 Center Street. The new building features a gymnasium, a multi-use community room, the Village Clerk's office, a local food pantry, and a senior meal site location. The building is located next to the Village's Fire Department.

Airport

The Village of Camp Douglas is served by the Mauston/New Lisbon Airport located in the along Highway 12/16 halfway between the cities in the Town of Lisbon. This is a utility airport designed

to accommodate small, private planes. With a 3,700-foot runway it can handle most small planes. The Cities are currently involved in an expansion project, funded by a grant from the FAA, at the airport that will extend the runway to 5,000 feet.

The Village of Camp Douglas is adjacent to Volk Field, a major military airport that is not available for public use.

Cemeteries

The Camp Douglas Cemetery was founded in the late 1800s and is located along County Highway C. There is also a Catholic cemetery.

Public Safety

Police

The Village of Camp Douglas currently contracts with the Juneau County Sheriff's Office for police protection.

Fire

The Camp Douglas Volunteer Fire Department, a branch of the Village, serves the Village of Camp Douglas and the Town of Orange. The Department contract to provide fire protection to Camp Williams. The Department consists of 30 members, including a chief, an assistant chief, and three captains. There are 5 trained EMTs and 3 Paramedics in the Department. The Camp Douglas Department maintains two engines, a tanker, an ambulance, and a rescue unit in the Fire Hall attached to the Village Hall. Although it was recently downgraded, the Village has an ISO rating of, at least six.

Emergency Medical Service

The Village of Camp Douglas provides ambulance service under the Fire Department. The ambulance service serves the Village of Camp Douglas, City of New Lisbon, New Lisbon Correctional Institution, Town of Necedah, Village of Necedah, Town of Armenia, Town of Finley, Town of Cutler, Town of Fountain, Town of Orange, and Village of Hustler. Individuals are charged a fee for service on all ambulance calls.

Health-care

The Village is served by the Mile Bluff Medical Center in Mauston and the new Gundersen & Tomah Medical Hospitals in Tomah for medical care. Mile Bluff Medical Center is a 40-bed acute care facility offering Urgent Care, Emergency Services, Surgery, In-patient Services, a Birthing Center, and Outpatient Services. Active physicians include 18 family practitioners, 3 gynecologists, 2 podiatrists, 2 surgeons, and a pathologist. Consulting physicians represent 23 fields. Other medical professionals include 2 nurse practitioners, and 13 physician assistants. The facility is equipped with cardiac and industrial rehabilitation centers, audiology and speech pathology laboratory, a sports medicine department and an EEG department.

The Elroy Family Medical Center is associated with Mile Bluff Medical Center and provides the area with x-ray, laboratory and physician services. The clinic is staffed by a physician, a physician assistant, RN & LPN, CMA, and radiographer. Podiatry and audiology services are available on a regular schedule. The St Joseph's Family Clinic offers adult and pediatric immunizations, colon cancer screening, dermatology, obstetric services, women's health services, and other general practice services. Three Family Practice physicians serve the Elroy clinic.

Additionally, the City of New Lisbon is home to a clinic that is associated with the Mile Bluff Medical Center. The clinic is staffed by 2 physicians, two physician assistants, registered nurses, certified medical assistants, and a laboratory technician. A new facility at 901 Bridge Street contains sixteen examining rooms, a room for podiatry, two procedure rooms and updated x-ray facilities. A podiatrist visits the clinic every other week and audiology services are provided as needed.

Education, Recreation & Culture

Libraries

The New Lisbon Library serves the Village, which is located at the corner of Park and Division in a New Lisbon. The Library receives some funding through the County for borrowers who live outside the city. The Library contains 25,000 volumes, reference works, periodicals, CDs, videos, DVDs, and cassettes all available to the public. There are three computers with Internet connections available, and three with card-catalogue reference capabilities available for use by the public. There is also an extensive genealogy collection and the Harry A. Mortensen Indian Artifact Collection.

The library also participates in the Inter-Library Loan Program of the Winding River Regional Library System that can place virtually every library book in ten Wisconsin counties in patrons' hands.

Schools

The Village of Camp Douglas is served by the Tomah Area School District. The Camp Douglas Elementary, which serves grades third through fifth, has an enrollment of approximately 60 students. Students in the lower grades are bussed to Oakdale School which serves approximately 70 kindergarten through second grade students and about 30 students in an early childhood program. Older students attend middle school in Tomah, with about 700 students. Grades ten through twelve attend Tomah High School with about 850 students. Overall, the district has seven elementary schools, one middle school and one high school, along with an alternative school, two learning centers and a rural virtual academy, with a district-wide enrollment of approximately 3,000 students.

The Village of Camp Douglas is within the Western Wisconsin Technical College district, and there is a branch of the College in Mauston.

Day Care

There are no licensed day-care facilities located in the Village of Camp Douglas.

Appealing to Recreational, Nature and Cultural Tourism

Perhaps the most unique public asset in Camp Douglas is the trailhead of the Omaha Trail, which runs along the abandoned Omaha Railroad right-of-way to Elroy where it meets several other recreational trails also run along abandoned rail lines. Located within a mile of the exit from I-90/94 the trailhead offers the most direct access to the trail system in southwestern Juneau County to the greatest number of people of any of the communities along the trails.



Omaha Trail

Recently there has been increasing attention to the effects of the sedentary lifestyle on the health of Americans. Obesity has been described as an epidemic. One of the more obvious prescriptions for this condition is to get out and walk more or ride a bike. The infrastructure to support such a cure is clear: sidewalks or trails, and somewhere to go within walking or biking distance. Recreational trails provide a benefit that goes beyond the salutary effect on individuals' health, however. With the growth in the popularity of biking as a sport and increasing interest in nature tourism, trail systems are an important means to drawing visitors to the Village. Low cost, outdoor activities that made the most of the area's assets have the potential to open up new markets for the Village. Juneau County is rich in recreational assets, including 30,000 acres of recreational land accessible to the public and two of the largest lakes in the state.

The Omaha Trail is owned by Juneau County and is the only section of the trail system in the county that is paved. The Omaha Trail has been open for a number of years and at least one local business has sought to serve this market by renting bicycles. The Omaha Trail, and the other trails it connects to are open to snowmobiles in the winter and in turn connect to an extensive system that encompasses the entire county.

It is unlikely at this point that the trail will spur a transformation of the Village, but as an “on the ground” asset the Omaha Trail should figure into any future planning for how the economic basis for the Village can be diversified and how the quality of life for residents can be improved.

Parks, Trails & Natural Areas

The Village of Camp Douglas and Juneau County provide a wide range of recreational activities on a year-round basis. The Village also provides neighborhood and community level recreational facilities for its residents. The primary recreational facility within the city is the Nelson Park. This 8.6-acre park is located in the western part of the city, and contains playground equipment, a picnic shelter, baseball fields, basketball and tennis courts, tractor pull track, camping, restrooms, and parking.

The Camp Douglas Elementary School has a 1.5-acre playing field with a baseball diamond and playground equipment. The Omaha Trailhead is a space near the downtown where the Omaha Railroad tracks were located. This area contains restrooms and parking for trail users.

The Castle Rock Wayside rest area, although not located within the Village, is adjacent to I-90/94 near the entrance to Volk Field.

The Back Forty Hiking/Biking Trails trail system is a 40-acre parcel of land owned by the Village that is located on Junction Street near the Saint James Catholic Church. The Back Forty Trails system contains a trail network available for hiking and biking and other types of non-motorized uses.

Energy

Electric – Natural Gas

Alliant Energy provides electricity within the Village.

Natural gas service is provided in the Village by Alliant Energy.

Telecommunication and Technology

The importance of technology and telecommunications for connecting people, businesses, and government has grown more important in recent years, and is expected to continue into the future as the information economy and knowledge-based jobs continue to grow. Technology has the potential to promote citizen involvement in the community and to increase social connectivity. Technology such as broadband internet access has become vital to businesses and employees alike for tasks such as seeking and applying for jobs, connecting with clients and customers, commerce, and improving the efficiency and cost of manufacturing products.

Technology has also brought about innovations that have the potential to change the urban environment and the services that are often provided within and by cities. Examples of these changes include what has become known as the sharing economy, driverless vehicles, and smartphones.

Telecommunication

Lemonweir Telephone Company, which has its main office located within the Village, provides telephone service to the Camp Douglas area including DSL Internet service. Fiber-optic cables that will increase bandwidth available to residents is currently being installed in the Village. Cable TV service, including broadband Internet, is available from Lemonweir Telephone Company and MediaCom in the village. US Cellular and Verizon provide wireless phone service.

Broadband

Individuals increasingly rely on technology to connect them to their workplace, schools, community, family and friends, as well as products, services, and information - which include government information. These technologies include computers; the internet; networks of data-gathering sensors (the internet of things); fiber-optic, cable, and copper wires; and cellular communications.

Internet Access is a critical infrastructure needed for businesses. More and more businesses are relying on internet access for data gathering, online commerce (both for online sales and informational web pages), and video conferencing. Consequently, demand for high bandwidth service is increasing at a tremendous rate. As the community demands more information and resource sharing and as the

number of integrated voice and data services continues to grow, businesses may be constrained by a lack of internet access.

There are two types of broadband technologies, wired broadband and wireless broadband. Wired broadband implies a physical connection between a home or business through a cable. The three main types of wired broadband connections for consumer or residential use include: DSL, coaxial cable, and fiber. DSL uses traditional copper wire telephone lines. Wireless broadband connects a home or business to the internet using a radio link between the customer’s location and the service provider’s facility. Wireless broadband is similar to wired options in that it connects to an internet backbone (usually a fiber-optic trunk). However, wireless services do not use cables to connect to the last mile, instead using Wireless Fidelity (Wi-Fi) connections or radio waves.

Table 5.1 breaks down the percentage of households in Camp Douglas, Juneau County, and Wisconsin that have access to the following devices or services: computer devices, broadband access, internet subscriptions, and smartphone access. Camp Douglas has a higher percentage of households with access to a computer, broadband, and an internet subscription than both Juneau County and the state, but has a lower percentage of households with access to a smartphone than the state.

Table 5.1: Percentage of Households with Access to Internet Service, 2019				
	Computer Device Access	Broadband Access	Internet Subscription	Smartphone Access
Camp Douglas	92.3%	86.3%	87.1%	74.6%
Juneau County	85.6%	76.3%	77.4%	69.6%
Wisconsin	89.4%	82.5%	83.1%	76.3%

Source: American Community Survey 2015-2019

Goals, Objectives & Policies

Goals

1. Provide adequate infrastructure and public to meet existing and future market demand.
2. Continue to provide ambulance, volunteer fire and first responder services to residents.
3. Ensure that stormwater runoff is handled in a manner that protects surface and groundwater resources.

Objectives

1. Consider the potential impacts of development proposals on groundwater quality and quantity.
2. Share equipment and services across municipal boundaries, where possible.
3. Develop or designate a walking and biking trail/route within the Village that connects Nelson Park, Main Street, and the Camp Douglas Elementary school.

Policies

1. Work with the Town of Orange, the County, the State, and individual landowners to maintain current water quality standards.
2. Encourage recycling by residents.
3. Encourage the County and the State to maintain and improve the Omaha Trail.

Chapter Six

Economic Development

Background

Camp Douglas has been dependent of transportation connections since James Douglas first established his “camp” to sell firewood to railroad locomotives in 1864. Soon the Milwaukee Road (now Union Pacific), Omaha and Wisconsin Central railroads converged at Camp Douglas. Establishment of the Wisconsin Military Reservation on 600 acres in 1888 just outside the village created one of the pillars of the local economy. With the coming of US Highway 12, the main route between Chicago and the Twin Cities, and the subsequent upgrading to Interstate 90/94, transportation took on a new importance for the village.

Previous Plans & Studies

Comprehensive Economic Development Strategy (CEDS), 2019

Juneau County is one of ten counties included in the North Central Wisconsin Economic Development District as designated by the U.S. Department of Commerce, Economic Development Administration (EDA). The NCWRPC is the agency responsible for maintaining that designation. As part of the designation, the NCWRPC annually prepares a CEDS. This report summarizes and assesses economic development activities over the past year and presents new and modified strategies to promote growth.

Regional Livability Plan (RLP), 2015

Economic Development is one of four elements included in the RLP, adopted by the NCWRPC in 2015. The Economic Development Assessment Report within the RLP observes in detail the economic health of the ten-county region and identifies trends and issues facing the local economy. The RLP addresses three issues: the disparity between the available labor force and employment, the need for a living wage, and broadband access. The four economic development goals of this plan are as follows:

- *Ensure the future availability of a skilled and flexible workforce.*
- *Support and develop a diverse economic base ensuring economic growth and resiliency.*
- *Support infrastructure needed for economy development*
- *Develop tourism and knowledge-based economy into leading economic sectors.*

ALICE Study of Financial Hardship: Wisconsin

This report, developed by the United Way, described the 25 percent of households in Juneau County that are above the federal poverty level, but still struggle to afford basic household necessities, or “ALICE” households (Asset Limited, Income Constrained, Employed). These households are largely employed but do not earn enough in wages to meet the “household survival budget,” which does not allow for any savings. The report states that many ALICE households provide vital services, such as retail, health care, child care, and security, but cannot make ends meet on the income provided from these jobs.

- *The ALICE report shows that 39 percent of Camp Douglas households are either below the federal poverty level or are considered ALICE households, indicating that the average household in Camp Douglas is relatively less financially prosperous than the average Juneau County household at-large.*

Juneau County Comprehensive Plan, 2009

The Juneau County Comprehensive Plan covers economic development in both the inventory and plan recommendation sections. The inventory information is a brief overview of labor force, commuting patterns, economic base, environmentally contaminated sites, and economic development programs. Goals, objectives, policies, and recommendations are provided in the plan recommendation section. Some of the recommendations include expanding the economic base, engaging in workforce development and training programs, marketing available sites and buildings, and protecting cultural, agricultural, and social resources of the County and the municipalities located within Juneau County.

Volk Field

Encompassing 2,336 acres with a 9,000 foot-long landing strip Volk Field is a full service military readiness training complex. When considered along with nearby Fort McCoy in Monroe County and Hardwood Air to Ground Gunnery Range located in the Towns of Finley and Armenia and covering over twelve square miles, it is one of the most valuable national defense training facilities in the country. Today Volk Field serves as a training site for over two hundred units per year, nearly half Air National Guard units. It is also base to the 128th Air Control Squadron, which extends approach control services to eight civilian airports in the area. Volk Field is also site of the Air Combat Maneuvering Instrumentation system computerized three-dimensional tracking and recording system, the most powerful training aid for combat aircrews and one of only twenty such systems in the world.

If the employees of the Department of Defense and the Wisconsin Department of Military affairs are taken together Volk Field/Camp Williams is the second largest employer in Juneau County. There are 132 civilian employees and 252 military personnel that work here. The total impact on the county’s economy is estimated to be \$15 million, based on \$11.5 million annual payroll and \$10.3 in private contracts generated. Volk Field is the only Air National Guard Combat Readiness Training Center that allows for 24-hour, 7-day a week operation, because it is not locate in conjunction with a commercial airport. It offers a year-round training environment for National Guard units to enhance their combat readiness. Camp Williams is the home of the United States Property & Fiscal Office for the State of Wisconsin, which is accountable for all property used by the Wisconsin National Guard, and to the Army National Guard’s Consolidated State Maintenance Facility.

Volk Field is central to the economic health of Juneau County and the Village of Camp Douglas. With the increasing role in the national defense that has been assumed by National Guard units in recent years the broad range of training opportunities that this facility offers there could be increased utilization of these facilities in the future.

The Volk Field/Camp Williams complex has a number of assets, ranging from the historic buildings of Camp Williams to the 9,000 feet of runway at Volk Field, rebuilt in 1998. The more than two thousand acres of land that make up the facility have outstanding access to I-90/94, include several spectacular geological features and a large expanse of natural areas. All of these assets have value that can be used to the benefit of the local economy.

Becoming a Destination

Nearly thirty-three thousand vehicles pass the Camp Douglas exit on Interstate 90/94 every day. Because of the continuing importance of the interstate linking Chicago, Milwaukee, Madison and the Twin Cities the level of traffic is likely to only increase in the future. Camp Douglas, because of the bluffs on either side of the highway, including the iconic Castle Rock just outside Volk Field, is one of the most identifiable exits on I-90/94. The existence of the Omaha Trailhead in the village constitutes an attraction for visitors.

The face that the village presents to the Interstate exit will define Camp Douglas into the future. The kind of investments made by Wisconsin Dells in becoming a major visitor destination don't make sense in Camp Douglas, but it may still be reasonable to raise the profile of the village as a way of diversifying the economic base. As part of the planning process it is incumbent on the Village to consider the first impression that it wants to make and how to attain that goal. How the area around the Interstate exit is treated makes a statement on how the Village sees itself, and wants the world to see it.

SWOT Analysis

Strengths:

- Excellent freeway connection.
- Volk Field/Camp Williams – “largest employer in county.”
- One railroad line
- Fully serviced industrial park with space available
- Scenic beauty.
- Small town atmosphere:
 - Safety, no crime
 - “Town watches out for its’ own.”
 - Less stress

- Building lots available – new 20-lot subdivision

Weaknesses:

- Distance to Tomah schools
- Limited tax base – full assessment
- Have to travel to entertainment/shopping
- Junk yards

Village of Camp Douglas Economic Analysis

Economic Sectors

In 2019, there were 298 residents employed in the thirteen basic economic sectors in the Village of Camp Douglas. Employment among Camp Douglas residents has decreased 8.8 percent since 2000, as shown in [Table 6.1](#).

Between 2000 and 2019, the three fastest growing sectors in Camp Douglas were Educational & Health Services, Transportation, and Other Services. It should be noted that the Natural Resources sector had the highest growth rate but only had 6 residents who worked in the sector in 2019. In terms of total employment, the Educational & Health Services sector is the largest employer of Camp Douglas residents, followed by the Manufacturing and Leisure & Hospitality sectors. It should be noted that the number of employees in certain sectors, particularly those workers engaged in Natural Resources and Mining, which includes agriculture, forestry, and fishing; may be understated in this data set.

Table 6.1: Employment by Industry Sector

Industry Sector	Camp Douglas				Juneau County			
	2000	2010	2019	% Change 2000-2019	2000	2010	2019	% Change 2000-2019
Natural Resources	2	3	6	200.0%	602	497	552	-8.3%
Construction	21	12	4	-81.0%	757	854	798	5.4%
Manufacturing	64	52	59	-7.8%	2,789	2,672	2,239	-19.7%
Wholesale Trade	5	0	5	0.0%	258	223	304	17.8%
Retail Trade	37	32	32	-13.5%	1,423	1,792	1,307	-8.2%
Transportation	11	12	24	118.2%	623	666	715	14.8%
Information	5	5	0	-100.0%	90	88	65	-27.8%
Financial Activities	12	9	9	-25.0%	379	438	357	-5.8%
Professional and Business Services	14	9	8	-42.9%	393	427	579	47.3%

Educational & Health Services	29	25	74	155.2%	1,702	2,264	2,551	49.9%
Lesiure & Hospitality	21	51	33	57.1%	1,369	1,444	1,325	-3.2%
Other Services	7	24	13	85.7%	390	449	459	17.7%
Public Administration	34	30	31	-8.8%	558	931	930	66.7%
Total	262	264	298	13.7%	11,333	12,745	12,181	7.5%

Source: U.S. Census, American Community Survey 2015-2019

Labor Force Analysis

Labor Force

Labor force is defined as the number of persons, sixteen and over, employed or looking to be employed. Overall, the Village of Camp Douglas labor force has increased from 281 in 2000 to 304 in 2019. That represents an increase of 8.2 percent, compared to an increase of 4.9 percent in Juneau County and an increase of 3.6 percent in Wisconsin. In 2000, 262 members of the labor force were employed, and that number increased by 13.7 percent to 298 employed members in 2019, as shown in [Table 6.2](#).

Unemployment

Unemployment is defined as the difference between the total civilian labor force and total persons employed. Stay-at-home parents, retirees, or persons not searching for employment are not considered unemployed because they are not considered to be part of the labor force. In 2000, the Village of Camp Douglas had 4.0 percent unemployment, and unemployment was estimated to be 1.3 percent in 2019, lower than Juneau County and lower than the state as a whole.

Workforce Participation

Workforce participation is a measure expressed in terms of a percentage of persons actively seeking employment divided by the total working age population. People not participating in the labor force may not seek employment due to a variety of reasons including retirement, disability, choice to be a homemaker, or are simply not looking for work. In 2000 67.1 percent of the population over the age of 25 in Camp Douglas was in the labor force. By 2019, that percentage increased to 68.2 percent. The state participation percentage was 68.9 percent in 2019, while Juneau County's participation rate was 65.1 percent.

Table 6.2: Village of Camp Douglas Labor Force

	2000	2010	2019	% Change
Labor Force	281	298	304	8.2%
Employed	262	264	298	13.7%
Unemployed	11	31	6	-45.5%
Unemployment Rate	4.0%	7.2%	1.3%	-67.5%
Participation Rate	67.1%	69.1%	68.2%	1.6%

Source: U.S. Census, American Community Survey 2015-2019

Laborshed

A laborshed is an area or region from which an employment center draws its commuting workers. In 2018, two - or 2.6 percent - of the 77 jobs within Camp Douglas were filled by residents of Camp Douglas. About 75 workers traveled to Camp Douglas during the average work day. In contrast, 293 Camp Douglas residents commuted to locations outside of the Village for work, indicating that Camp Douglas' laborshed extends beyond its municipal boundaries. **Figure 6.1** shows the inflow-outflow patterns of the Village's laborshed.

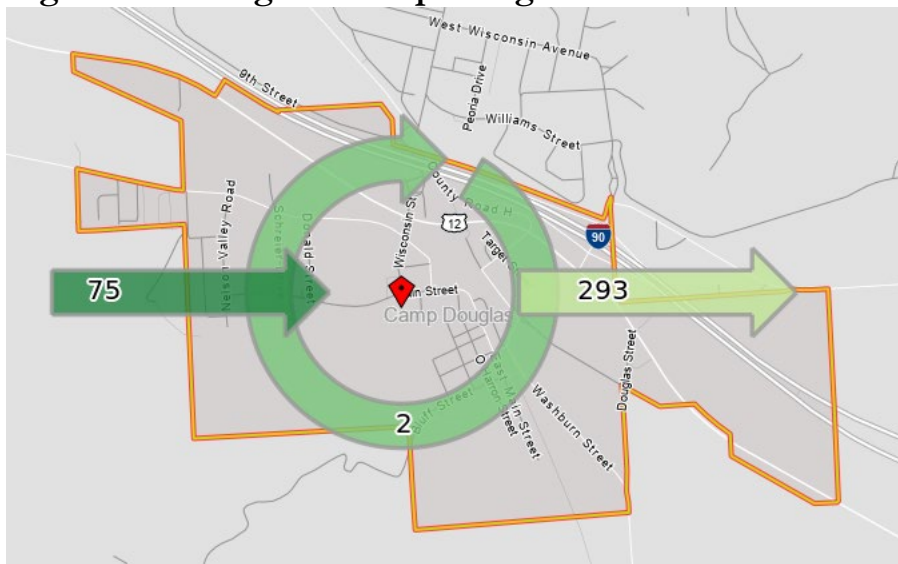
In-Migration

The majority of in-commuters live in close proximity to Camp Douglas. The largest percentage of workers commuting into the Village for work comes from the City of Sparta.

Out-Migration

Village of Camp Douglas residents commuting outside of the Village's boundaries travel across Wisconsin. About 293 Village residents are employed outside of the Village's boundaries. Like in-commuters, the majority of employed residents leaving the Village for work travel to nearby communities. The largest percentage of workers leaving Camp Douglas for work travel to the City of New Lisbon, followed by the Cities of Mauston and Tomah.

Figure 6.1: Village of Camp Douglas Laborshed



Juneau County Economic Analysis

In looking at the prospects for economic development in a small community it is best to place it in a larger context. It is most useful to look first at Juneau County as a whole in assessing the prospects for economic development in the Village of Camp Douglas. In recent years there has been a good deal of change in the economy of Juneau County. Most significant has been the decline in manufacturing that has occurred throughout the nation as well as in the county. In order to reinvigorate the county's economic base diversification away from the traditional reliance on manufacturing will be required in order to better position the county to compete in a changing marketplace. In order to more fully explore the options for restructuring the county's economy Juneau County engaged NCWRPC to prepare an Economic Diversification Study, which looks at the current employment base and examines ways that it can be made more competitive in the future.

Many of the communities in Juneau County are located along the Interstate 90/94 Corridor making them something of a "midpoint" between the larger cities of Madison, Eau Claire, & La Crosse. Perhaps even more important is Juneau County's position between Chicago and Minneapolis. Manufacturers seeking to serve markets in these communities have located in Juneau County. This transportation link works for both employers and employees who take advantage of the county's location to commute as well. Based on Census figures, 200 more workers leave Juneau County to work elsewhere than enter the county to work each day. Many people working in the areas of Tomah and Baraboo reside in Juneau County. Nearly 17 percent of Juneau County's resident labor force leaves the County each day to work. This is offset by the incoming labor force from surrounding counties each day, which amounts to approximately 15 percent of the county's total workforce.

Economic success often hinges on the characteristics of the population. These human resources are key to the diversification of the economy in Juneau County. A diversified community requires more employees with a wider variety of skills than a "one-industry focus" community. These workers must be adaptable to changes in the demand for labor and be capable of quickly retraining in new vocations to meet that demand. The county lags behind the state in educational attainment and the population is slightly older than the state as a whole. In spite of these factors, which could be considered handicaps to economic diversification, there has been steady job growth within the county over the last twenty years.

Economic Sectors

Overall, in 2019 there were 9,409 persons employed in the basic economic "supersectors" in Juneau County. That represents a 7.5 percent increase over employment in 2000. **Table 6.3** displays employment by economic supersector for Juneau County for the years 2000, 2010, and 2019.

Between 2000 and 2019, most supersectors experienced increases in employment, with the Professional & Business Services supersector experiencing the fastest increase with an increase of 178 percent during this time. The Education & Health Services supersector experienced the largest numerical increase during this time, adding 625 jobs, making it the largest segment of the County's economy. The Manufacturing supersector, which was the largest segment of Juneau County's economy in 2000, experienced the fastest and largest decline of any supersector between 2000 and 2019, losing 809 jobs, which represents a 27.6 percent decline in Manufacturing employment during this time.

Table 6.3: Juneau County Employment by Supersector

NAICS Sector	2000	2010	2019	2000-19 Net Change	2000-19 % Change
Natural Resources & Mining	117	181	176	59	50.4%
Construction	327	285	318	-9	-2.8%
Manufacturing	2,934	1,855	2,125	-809	-27.6%
Trade, Transportation, & Utilities	1,480	1,485	1,667	187	12.6%
Information	42	S*	50	8	19.0%
Financial Activities	223	214	181	-42	-18.8%
Professional & Business Services	147	146	409	262	178.2%
Education & Health Services	1,733	2,316	2,358	625	36.1%
Leisure & Hospitality	842	858	855	13	1.5%
Public Administration	725	1,141	1,126	401	55.3%
Other Services	184	190	144	-40	-21.7%
Totals	8,754	8,671	9,409	655	7.5%

Source: WI Dept. of Workforce Development; QCEW ES202 Results; 2000, 2010 and 2019 & NCWRPC

*Data suppressed - some federal employees not reflected in totals

Labor Force Analysis

Overall, the County's labor force has increased from 12,771 in 2000 to 13,399 in 2019, which represents an increase of about five percent. **Table 6.4** displays labor force trends in Juneau County between 2000 and 2019. The labor force is defined as the number of persons sixteen and over, that are employed or searching for employment. Persons over sixteen who are students, homemakers, retired, institutionalized, or unable/willing to seek employment are not considered part of the labor force. In 2000, 12,116 Juneau County residents were employed, with the number of employed residents in Juneau County rising to 12,965 in 2019, which represents an increase of about seven percent.

Table 6.4: Juneau County Labor Force

	2000	2010	2019	Percent Change
Population 16 years and over	18,892	21,484	21,788	15.3%
Labor Force	12,771	13,697	13,399	4.9%
Employed	12,116	12,330	12,965	7.0%
Unemployed	655	1,367	434	-33.7%
Unemployment Rate	5.1%	10.0%	3.2%	-37.3%
Participation Rate	67.6%	63.8%	61.5%	-9.0%

Source: WI Department of Workforce Development

Wages

Juneau County wages in 2019 were below the state average in all sectors except for the Natural Resources & Mining sector, as shown in **Table 6.5**. However, wages within the Natural Resources &

Mining sector have been rapidly declining, as they have declined by over 25 percent over the past year. In Juneau County wages were highest in the Manufacturing sector at \$58,048, followed by the Information sector at \$44,690. Overall, Juneau County experienced a 0.6 percent decline in wages over the past year.

Table 6.5: Annual Average Wage by Industry Division Juneau County, 2019

	County Annual Avg. Wage	State Annual Avg. Wage	Percent of State Avg.	1-year Percent Change
Natural Resources & Mining	\$42,167	\$39,444	106.9%	-25.1%
Construction	\$40,302	\$61,909	65.1%	-1.9%
Manufacturing	\$58,048	\$50,843	87.6%	0.7%
Trade, Transportation, Utilities	\$32,989	\$41,901	78.7%	0.4%
Information	\$44,690	\$73,577	60.7%	0.5%
Financial Activities	\$37,321	\$71,474	52.2%	1.3%
Professional & Business Services	\$43,656	\$60,729	71.9%	-0.7%
Education & Health Services	\$43,986	\$49,185	89.4%	-0.3%
Leisure & Hospitality	\$13,336	\$18,757	71.1%	-2.6%
Other Services	\$28,161	\$30,674	91.8%	-0.8%
Public Administration	\$42,902	\$47,859	89.6%	0.9%
Total All Industries	\$40,252	\$48,891	82.3%	-0.6%

Source: WI Dept of Workforce Development and NCWRPC

Forecasts

Employment forecasts are difficult to come by and not available at the Village level. However, employment projections are available at the County-level through EMSI (Economic Modeling Specialists International). Between 2017 and 2027, total employment within Juneau County is projected to increase by about 4 percent, adding an additional 420 jobs. Most employment sectors are projected to increase during this time, while the Wholesale Trade; Finance and Insurance; Real Estate; Arts, Entertainment, and Recreation; Accommodation and Food Services, and Other Services sectors are projected to decline in employment.

The Educational Services sector is projected to experience the fastest increase between 2017 and 2027 with a projected increase of about 43 percent. The Health Care & Social Assistance sector is projected to add 70 jobs, which represents the most jobs added during this time. The Real Estate Sector is projected to lose the most jobs (21) and experience the fastest decrease (45%) during this time.

Tourism

Tourism is a major component in Juneau County's economy as thousands of visitors travel to the area to take advantage of the County's diversity of recreational resources such as public forest access, numerous trails such as the Elroy-Sparta State Trail, lakes and rivers such as the Wisconsin River, Lake Petenwell and Castle Rock Lake. Juneau County also contains part of Wisconsin Dells, a major tourism destination, although most of the tourism attractions that Wisconsin Dells offers are located outside of Juneau County. Juneau County's close proximity to Wisconsin Dells means that travelers from the

north and northwest are likely to travel through Juneau County on their way to visit Wisconsin Dells. Additionally, the nearby new Woodside Ranch Sports Complex is a major destination that draws tourists (in the form of sporting events) from all over the state and fills up many area hotels on weekends.

In 2017, Juneau County ranked 40th among the 72 counties in Wisconsin for total traveler expenditures. According to annual estimates prepared by the Wisconsin Department of Tourism, travelers to Juneau County spent \$72.6 million in 2017, up 2.2% from 2016. This level of expenditures is estimated to directly and indirectly support 797 full-time equivalent jobs and provide over \$15.5 million of resident income.

Major Employers

Table 6.6 displays the top employers in Juneau County. Many of the County’s largest employers are located in Mauston and New Lisbon.

While manufacturing within Juneau County has been decreasing, it is still a major component of the economy, as it supplies the second most jobs of any industry within the County. The Educational & Health Services industry sector is now responsible for the most jobs within Juneau County, and this is represented by major employers such as Mile Bluff Medical Center; Mile Bluff Family Medical; and the Necedah, Royall, Mauston, and New Lisbon Public School Districts.

Table 6.6 Top Employers in Juneau County, 2019		
Employer Name	Location	Industry
Mile Bluff Medical Center	Mauston	General Medical & Surgical Hospitals
Walker Stainless Equipment Company	New Lisbon	Plate Work Mfg
Mile Bluff Family Medical	Mauston	All Other Health & Personal Care
Sand Ridge State Secure Treatment	Mauston	Psychiatric % Substance Abuse Hospitals
Necedah Public School	Necedah	Elementary and Secondary Schools
Volk Field- U.S. Army National Guard	Camp Douglas	Legislative Bodies, National Security
Brunner Manufacturing Inc	Mauston	Bolt Nut Screw Rivet & Washer Mfg
Mastermold	Mauston	Plastics Material & Resin Mfg
Leer Inc.	New Lisbon	Electric Appliance Wholesalers
Festival Foods	Mauston	Supermarkets and Grocery Stores
Kwik Trip	Various	Gas Station / Convenience Stores
Freudenberg-Nok	Necedah	Gasket Packing/Sealing Device Mfg
County of Juneau	Mauston	Public Services
Legacy Power Conversion Sales	Necedah	Misc. Electric Equipment Mfg
Mauston School District	Mauston	Elementary and Secondary Schools
New Lisbon School District	New Lisbon	Elementary and Secondary Schools
New Lisbon Correctional Institution - DOC	New Lisbon	Correctional Facility
Parker-Hannifin Refrigeration Specialties	Mauston	AC Refrigeration & Forced Air Heating

Source: WI Dept. of Workforce Development

Economic Development Programs

There are a number of economic development programs available to businesses and local governments in Juneau County. Following is a partial list of those programs.

Local

The Juneau County Economic Development Corporation (JCEDC)

A non-profit organization that promotes the economic development of Juneau County, Wisconsin, and its respective cities, villages, and towns. JCEDC is comprised of area businesspersons, citizens, local government, utility company representatives, state agencies and elected officials, educational institutions and other organizations essential to the growth of Juneau County. JCEDC is prepared to serve the needs of new businesses coming to our area as well as assist existing companies.

Regional

North Central Wisconsin Development Corporation

The North Central Wisconsin Development Corporation (NCWDC) manages a community development loan fund designed to address a gap in private capital markets for long-term, fixed-rate, low down payment, low interest financing. The fund is targeted to businesses in the ten-county region.

Northwest Wisconsin Manufacturing Outreach Center (NWMOC)

The Northwest Wisconsin Manufacturing Outreach Center provides operations assessments, technology training, and on-site assistance to help firms in western Wisconsin modernize and streamline manufacturing processes.

Alliant Energy

Alliant Energy is a regional utility company that provides technical and consultative economic development assistance to communities within its service area.

State

Rural Economic Development Program

This program administrated by the Wisconsin Economic Development Corporation (WEDC) provides grants and low interest loans for small business (less than 25 employees) start-ups or expansions in rural areas. Funds may be used for "soft costs" only, such as planning, engineering, and marketing assistance.

Wisconsin Small Cities Program

The Wisconsin Department of Administration provides federal Community Development Block Grant (CDBG) funds to eligible municipalities for approved housing and/or public facility improvements and for economic development projects. Economic Development grants provide loans to businesses for such things as: acquisition of real estate, buildings, or equipment; construction, expansion or remodeling; and working capital for inventory and direct labor.

University of Wisconsin Extension Office

The Center for Community Economic Development, University of Wisconsin Extension, creates, applies and transfers multidisciplinary knowledge to help people understand community change and identify opportunities.

The Wisconsin Innovation Service Center (WISC)

This non-profit organization is located at the University of Wisconsin at Whitewater and specializes in new product and invention assessments and market expansion opportunities for innovative manufacturers, technology businesses, and independent inventors.

Wisconsin Small Business Development Center (SBDC)

The UW SBDC is partially funded by the Small Business Administration and provides a variety of programs and training seminars to assist in the creation of small business in Wisconsin.

Other State Programs

Technology Development grants and loans; Customized Labor Training grants and loans; and Major Economic Development Project grants and loans.

Transportation Economic Assistance (TEA)

This program, administered by the Wisconsin Department of Transportation, provides immediate assistance and funding for the cost of transportation improvements necessary for major economic development projects.

Federal

Economic Development Administration (EDA)

EDA offers a guaranteed loan program as well as public works grant program. These are administered through local units of government for the benefit of the local economy and, indirectly, private enterprise.

US Department of Agriculture – Rural Development (USDA – RD)

The USDA Rural Development program is committed to helping improve the economy and quality of life in all of rural America. Financial programs include support for such essential public facilities and services as water and sewer systems, housing, health clinics, emergency service facilities, and electric and telephone service. USDA-RD promotes economic development by supporting loans to businesses through banks and community-managed lending pools. The program also offers technical assistance and information to help agricultural and other cooperatives get started and improve the effectiveness of their member services.

Small Business Administration (SBA)

SBA provides business and industrial loan programs that will make or guarantee up to 90% of the principal and interest on loans to companies, individuals, or government entities for financing in rural areas. Wisconsin Business Development Finance Corporation acts as an agent for the U.S. Small Business Administration (SBA) programs that provide financing for fixed asset loans and for working capital.

Goals, Objectives & Policies

Goals

1. Promote the expansion and stabilization of the current economic base and the creation of a range of employment opportunities at the local level.
2. Support existing businesses within and attract new businesses to the Village's Downtown.

Objectives

1. Plan for industrial space needs to attract new industry, and encourage existing industries to remain and expand in the village.

Policies

1. Accommodate home-based businesses that do not significantly increase noise, traffic, odors, lighting, or that would otherwise negatively impact the surrounding areas.
2. Encourage job-training and economic development activities that will foster high-paying jobs for village residents and increase skill levels within the local workforce.
3. Cooperate in countywide economic development initiatives.

Chapter Seven

Land Use

The Village of Camp Douglas covers about 638 acres in Juneau County. The land is generally flat, with scattered rocky outcroppings. This is the remnant of Glacial Lake Wisconsin, which occupied this area at the end of the last Ice Age, some 12,000 years ago. There are a number of these “bluffs” in and around the village.

Camp Douglas is located along Interstate 90/94. State Highway 16, US 12, and the Canadian Pacific railroad run parallel to the Interstate along the edge of the village. Across the Interstate from the village is Volk Field, a 2,336-acre Air National Guard base. The exit off the Interstate serves both the village and the base.

Previous Plans and Studies

Village of Camp Douglas Comprehensive Plan, 2009

In 2009, the Village of Camp Douglas adopted a comprehensive plan. A variety of reasons led to the development of that plan, including a concern for the community’s future, to prevent land use conflicts, and to promote economic development. That comprehensive plan serves as the foundation of this update effort.

Regional Livability Plan, 2015

Land use is one of four elements included in the Regional Livability Plan, adopted by the North Central Wisconsin Regional Planning Commission in 2015. The Land Use Assessment Report, a component of the plan, looks in detail at the land uses through the 10-county region, and identifies trends and issues facing land use. The Regional Livability Plan addresses two issues: housing density and farmland preservation. The two land use goals of the Plan are as follows:

Goal 9: Preserve and protect the region’s landscape, environmental resources, and sensitive lands while encouraging healthy communities.

Goal 10: Manage and reduce vacant land and structures.

Existing Land Use Inventory

Knowing the existing land use patterns within a community is necessary to develop a desired future land use pattern. The [Existing Land Use Map](#) was developed using air photos from a countywide flight in 2020, with updates by local residents in 2021. [Table 7.1](#) below presents the current breakdown of land-use types within the Village. Woodlands are the most common land use within the

Village, accounting for over 38 percent of the Village’s land base. Residential uses account for nearly 17 percent and Transportation accounts for about 15 percent of the Village’s land base. Commercial represents about six percent of the Village’s land base.

Land Use	Acres	Percent
Agriculture	6.8	1.1%
Commercial	38.8	6.2%
Governmental/Institutional	13.9	2.2%
Open Lands	79.0	12.6%
Outdoor Recreation	49.4	7.9%
Residential	103.8	16.6%
Transportation	92.6	14.8%
Utility	0.3	0.0%
Water	1.4	0.2%
Woodlands	238.8	38.2%
Total	624.7	100.0%

Source: NCWRPC GIS, Village of Camp Douglas

Land Demand

Population and employment projections were compiled in an effort to identify the demand for land in the Village of Camp Douglas.

Population Projections

In 2014, the Wisconsin Department of Administration (DOA) prepared population projections for each county and community in Wisconsin. DOA projections indicate that the Village will increase in population by 40 persons by 2040, as shown in **Table 7.2**.

	2020	2025	2030	2035	2040	% Change 2020-40
Camp Douglas	640	665	685	685	680	6.3%
Juneau County	28,130	29,080	29,790	29,805	29,465	4.7%
Wisconsin	6,005,080	6,203,850	6,375,910	6,476,270	6,491,635	8.1%

Source: Wisconsin Department of Administration

Housing Projections

As a result of the projected population growth, there will be a need for additional housing units. While the Village’s population is expected to increase by about six percent by 2040, the number of households within the Village is projected to increase by over 12 percent by 2040, as shown in **Table 7.3**.

Table 7.3: Household Projections

	2020	2025	2030	2035	2040	% Change 2020-40
Camp Douglas	275	290	304	308	310	12.7%
Juneau County	11,774	12,389	12,871	13,059	13,082	11.1%
Wisconsin	2,491,982	2,600,538	2,697,884	2,764,498	2,790,322	12.0%

Source: Wisconsin Department of Administration

Land Supply

There are about 625 acres of land within the Village. Of that, about 325 acres, or about 52% of the Village’s land base, are currently undeveloped and are currently being used for agricultural or woodland purposes or are open grasslands. However, it should be noted that not all of this land is suitable or desirable for development. When factoring in projected increases in population and housing by 2040, the supply of developable land in the Village is more than sufficient to accommodate projected demand over the next 20 years for all use categories even under a rapid growth scenario.

Land Values

Table 7.4 displays the assessed land values in the Village of Camp Douglas. It is important to note that tax exempt properties are not included in values for Table 7.4. In 2019, the assessed value of land and improvements was \$20,836,443. Overall, land value per acre in the Village is valued at about \$69,455 per acre. Properties classified as Manufacturing have the highest value per acre followed by properties classified as Residential and Commercial.

Table 7.4: Assessed Land Value (per acre), 2019

Land Classification	Total Value of Land and Improvements	Total Value per Acre
Residential	\$17,973,700	\$106,986
Commercial	\$2,442,800	\$71,847
Manufacturing	\$210,800	\$210,800
Agriculture	\$1,200	\$150
Undeveloped	\$35,800	\$402
Total	\$20,836,443	\$69,455

Source: WI Department of Revenue, NCWRPC

Future Land Use

The **Future Land Use Map** represents the long-term land use recommendations for all lands in the village. Although the map is advisory and does not have the authority of zoning, it is intended to reflect community desires and serve as a guide for local officials to coordinate and manage future development of the village.

The Plan groups land uses that are compatible and separates conflicting uses. To create the Plan, nine basic future land use categories were created. Again, the classifications are not zoning districts and do not have the authority of zoning. However, the preferred land use map and classifications are intended for use as a guide when making land use decisions.

These land use classifications that are designed to be similar to those embodied in the Village's zoning ordinance. A future land use map drawn with the broad categories that can easily be translated into zoning districts. The vision that is embodied in the future land use map can act as a guide for whatever land use controls are implemented.

1. Residential

Identifies areas recommended for residential development typically consisting of smaller lot sizes.

2. Multi-Family Residential

Identifies areas recommended for multi-family residential development, as well as existing multi-family development located throughout the village.

3. Rural Residential

Identifies areas that are recommended for less dense residential development, consisting of larger minimum lot sizes than the residential category. These areas will also allow a mixture of residential uses, and provide a good transition from more dense development to the rural countryside.

4. Commercial

Identifies areas recommended for commercial development, as well as existing commercial establishments located throughout the Village.

5. Industrial

Identifies areas recommended for industrial development, as well as existing industrial areas located throughout the Village.

6. Governmental/Public/Institutional

Identifies existing or planned governmental/public/institutional facilities within the Village, including recreational facilities.

7. Agricultural & Forestry Areas

Identifies areas to be preserved for the purpose of general crop farming or the raising of livestock and areas of large woodlands within the Village.

8. Transportation Corridors

Identifies the existing road network along with the recommendations for improved and safe traffic movement in the town, including airports and rail facilities.

9. Preservation & Open Space

Contains sensitive environmental areas, such as 100-year floodplains as defined by the Federal Emergency Management Agency, DNR wetlands, steep slopes of 12 percent or greater, and open water. This could include endangered species habitat or other significant features or areas identified by the Village.

Using these categories the Planning Commission participated in a mapping exercise to identify the desired land use. Commission members were asked to indicate their thoughts on a map by drawing shapes or circles to place these different land uses on a map. Specifically, they used their broad knowledge of the village, the series of maps that were prepared as part of the planning process, and their interpretation of the current trends. The goal was to produce a generalized land use plan map to guide the village's growth in the coming decades. The Year 2025 Land Use Plan Map represents the desired arrangement of preferred land uses for the future.

Land Use Controls

Zoning

Village Zoning

The Village has general zoning authority. The Zoning Ordinance was adopted in 1989, and the Village administers the ordinance. The ordinance provides for a total of eight districts, seven of these are in use. The Ordinance has two Residential districts, two Business districts, a Commercial & Industrial district, as well as Institutional and Mobile Home districts, and a wellhead protection overlay district.

The Zoning Ordinance shows the effects of age and amendments that have been made over the years. The Village has engaged an attorney to review its ordinances: following is an assessment of parts of the Ordinance that may provide assistance in formulating any revisions.

Extraterritorial Zoning

The Village of Camp Douglas is surrounded by the Town of Orange, which does not have either zoning or land division regulations. Wisconsin statutes grant incorporated municipalities authority to review subdivisions within a one and a half mile extraterritorial area. Since the Town does not regulate land divisions this authority is not currently exercised. Potential still exists for the Town and Village to enter into an extraterritorial zoning arrangement in all or part of the one and a half mile area surrounding the village.

The statutes lay out a process by which zoning can be implemented within the extraterritorial area [ss62.23(7a)] that involves the appointment of a joint committee with three representatives from each jurisdiction. Any action by this committee requires a majority vote. Once an agreement is reached, an ordinance covering zoning for the area is adopted. These regulations would be enforced by the Village. There is no restriction in the statutes that would preclude a Town which does not exercise village powers from entering into an extraterritorial zoning agreement.

Annexation

Because the Village of Camp Douglas is surrounded by the Town of Orange, any land annexed by the Village will come from the Town. Although no annexation is anticipated in the immediate future if residential growth continues annexation on the west side of the village may occur.

Wisconsin's annexation laws generally favors the property owner. Under current law what is called direct annexation [ss60.021(2)(a)] must be initiated by the property owner. Although state law requires tax-sharing for a transitional period, from the Town's point of view annexation usually represents a loss of tax-base with little redeeming benefit. Ensuring that the Town's interests are protected in any annexation process is an argument in favor of such an agreement. For the Village a boundary agreement can provide for an orderly process.

Subdivision Ordinance

The Village of Camp Douglas has a Land Divisions Ordinance that was adopted in 1988. The ordinance calls for Village approval of all land division. The ordinance also provides for approval procedures, design standards, road dedication, inspections, sureties, and penalties.

The County administers a Road Access and Land Division ordinance, which requires minimum road frontage (40 feet) and a certified survey map for any newly created lot of less than fifteen acres. It also specifies road standards for any road that is to be accepted for dedication as part of any subdivision.

Managed Forest Tax Law

Owners of private timberlands can participate in deferred tax programs under Wisconsin tax laws. Voluntary participation in these programs requires that private landowners follow "sound forestry practices" as prescribed in a formal management plan or, as in the case of industrially owned lands, a management commitment. Lands in the Managed Forest Law (MFL) are committed to a management period of 25 or 50 years. Participants in the program have the right to keep some land closed to public

use, but some is open to hunting, fishing, cross country skiing, hiking and sightseeing. Some activities not permitted under the law include motorized vehicles, permanent tree stands, picking berries or mushrooms and trapping.

Goals, Objectives & Policies

Goals

1. Balance individual property rights with community interests and goals.
2. Plan and develop land uses that create or preserve the community.
3. Encourage land uses, densities and regulations that promote efficient development patterns and relatively low municipal and utility costs.
4. Promote the redevelopment of land with existing infrastructure and public services and maintain and rehabilitate existing residential, commercial and industrial structures.
5. Promote a quiet and peaceful community with open spaces and scenic landscape.

Objectives

1. Maintain orderly, planned growth which promotes the health, safety and general welfare of residents and makes efficient use of land and of public services, facilities and tax dollars.
2. New development should not negatively impact the natural environment or existing properties.
3. Provide for a mix of land uses within the Village.
4. Promote new land development that is consistent with this plan.

Policies

1. Encourage land uses and building locations that minimize the potential for conflicts between existing and proposed land uses.
2. Consider policies incorporating areas of growth or likely annexation into the Village.
3. Update existing land use regulations to be consistent with this plan.

Chapter Eight

Intergovernmental Cooperation

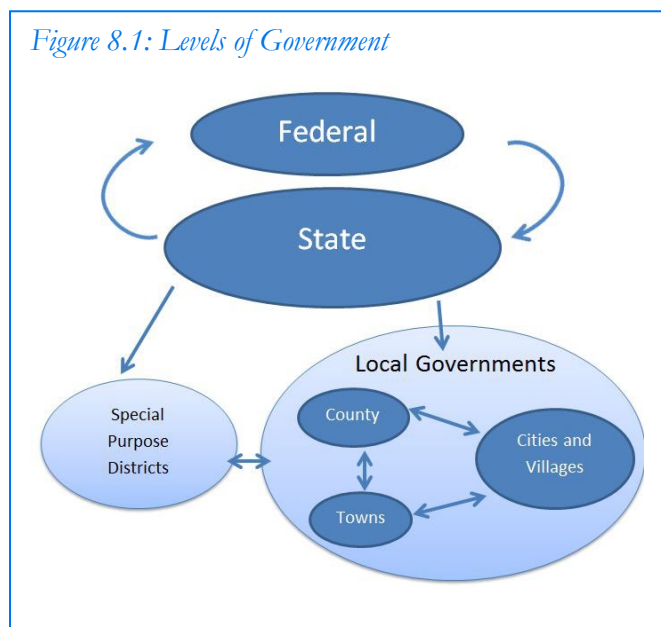
Background

Intergovernmental Cooperation is important because many issues including economic development, housing, natural resources, and transportation cross political boundaries. Communities are interdependent for many reasons, and the effects of growth, change, and activities spill over and impact the entire region.

Typically, intergovernmental cooperation and coordination refers to any arrangement by which officials of two or more government jurisdictions coordinate plans, policies, and programs to address and resolve issues of mutual interest. It is also dependent upon a defined geographic area within which cooperation and coordination may be feasible. Intergovernmental cooperation can be as simple as communication and information sharing, or it can involve entering into formal intergovernmental agreements and sharing resources such as equipment, buildings, staff, and revenue. Wisconsin Statute §66.30, entitled “Intergovernmental Cooperation” does enable local governments to jointly do together whatever one can do alone.

Relationships between governments can best be described as “vertical” relationships, such as between federal, state and local units (county/city/town), see **Figure 8.1**. These relationships are relatively well established in law. Unfortunately, there is little public policy in Wisconsin law that encourages, let alone requires, horizontal governmental relationships such as town to town and municipality to county or town. The result is that towns, municipalities, and counties often act more as adversaries than as partners.

State-wide, Wisconsin has over 2,500 units of government and special purpose districts. Having so many governmental units allows for local representation, but also adds more players to the decision making process. As governments communicate and collaborate on issues of mutual interest, they become more aware of one another’s needs and priorities. They can better anticipate problems and work to avoid them. Intergovernmental cooperation makes sense for many reasons including trust,



cost savings, consistency, and ability to address regional issues. Cooperation can lead to positive experiences and results that build trust between jurisdictions. It can save money by increasing efficiency and avoiding unnecessary duplication. It can lead to consistency of goals, objectives, plans, policies, and actions of neighboring communities. Finally, by communicating and coordinating their actions and working with regional and state jurisdictions, local communities are able to address and resolve issues that are regional in nature.

A variety of other factors, some long-standing and some of fairly recent origin, are combining to force citizens and local governments in both urban and rural areas to confer, cooperate, and in some cases, to join together in a search for better ways to deliver public services in their respective areas. These factors include:

- Local governments financial situation;
- Opportunity to reduce costs by working together;
- Elimination of duplication of services;
- Population settlement patterns and population mobility;
- Economic and environmental interdependence; and
- High-cost, capital-intensive functions.

The major beneficiary of intergovernmental cooperation is the local resident. They may not understand, or even care about the details of a particular intergovernmental issue, but residents can appreciate their benefits, such as cost savings, provision of needed services, a healthy environment, and a strong economy. Communication and joint planning can reduce or minimize potential conflicts.

Local Government

Protective Services

The Village of Camp Douglas currently contracts with the Juneau County Sheriff's Office for police protection.

The Camp Douglas Volunteer Fire Department, and a branch of the Village, serves the Camp Douglas plus the Village of Hustler and the Town of Orange. The Department contract to provide fire protection to Camp Williams at night.

The Village of Camp Douglas contracts with Camp Douglas Rescue for ambulance services. The Village offers free rent to the Association in exchange for membership. Individuals are charged a fee for service on all ambulance calls.

County Government

Juneau County directly and indirectly provides a number of services to the Village and the Village enjoys a good working relationship with many of the responsible departments. The County provides help to the Village as necessary.

The County Sheriff's Office manages the 911-dispatch center for police, fire, and ambulance/EMS response.

Town of Orange

The Village enjoys a good working relationship with the Town of Orange. Both the Village of Camp Douglas and the Town of Orange provide help to each other as needed while the Town of Orange also helps cut ditches for the Village.

Library District

The New Lisbon Library serves the Village, which is located at the corner of Park and Division in a New Lisbon. The library also participates in the Inter-Library Loan Program of the Winding River Regional Library System that can place virtually every library book in ten Wisconsin counties in patrons' hands.

School District

The Village of Camp Douglas is served by the Tomah Area School District. The district has seven elementary schools, one middle school and one high school, along with an alternative school, two learning centers and a rural virtual academy, with a district-wide enrollment of approximately 3,000 students.

Wastewater and Drinking Water

The Village of Camp Douglas has a contract relationship with Volk Field to send its wastewater to the base treatment plant. The base treatment plant serves Volk Field, Camp Williams, Camp Douglas, and a few smaller users. The Village recently replaced all three lift-stations within the village. Sewer service is available throughout the Village. Additionally, there is also a cross-line between the Village's drinking water system and the drinking water system at Volk Field, which allows the Village to access drinking water from Volk Field if necessary and vice versa.

North Central Wisconsin Regional Planning Commission

The Village, as a local unit of government within Juneau County, is a member of the North Central Wisconsin Regional Planning Commission. The NCWRPC provides assistance related to economic development, geographic information systems (GIS), intergovernmental cooperation, land use planning, and transportation planning to local governments within a ten-county region. The NCWRPC also prepares regional plans that address issues that cross jurisdictional and political boundaries.

Adjoining Units of Government

In preparing a FLUP a map was used showing the one-and-a-half mile extra-territorial jurisdiction (ETJ) of the Village of Camp Douglas. The surrounding Town of Orange had prepared a FLUP several years previously and the Commission was provided with a copy of this plan as a reference.

The Camp Douglas Fire Department is a branch of the Village and contracts with the Village of Hustler and several surrounding towns, and provides fire service at night to Camp Williams. The Camp Douglas Area Ambulance Association is an independent entity contracting with both Camp Douglas, Hustler and the City of New Lisbon, as well as several other surrounding Towns. The Village also has an arrangement with Volk Field to send its wastewater to the base treatment plant.

State & Federal Government

As a local unit of government, the Village has formal relationships with the State and Federal government. The Village frequently works with the various state departments, such as the Department of Transportation, the Department of Natural Resources, and the Department of Revenue. Meanwhile, some of the federal agencies that the Village works with include the U.S. Army Corps of Engineers and the Environmental Protection Agency. The State and Federal Government also have funding assistance available for local governments for housing, community development, community arts, transportation, environmental remediation, and many other areas.

Goals, Objectives & Policies

Goals

1. Encourage coordination & cooperation among nearby units of government.

Objectives

1. Promote communication with other units of government, including the Town of Orange, the County, the state and federal government.
2. Join together with other units of government to provide services in a more cost-effective manner.

Policies

1. Periodically review existing shared service agreements, and explore additional agreements.

Chapter Nine

Implementation

Implementation of this plan depends on the willingness of local officials to use it as a guide when making decisions that affect growth and development in the Village. It is also important that local citizens and developers become aware of the plan.

This plan, having been prepared as a single unit, is consistent in its parts and there is no inconsistency between them. The tools and techniques recommended to implement the comprehensive plan are as follows:

Decision Making

The adopted plan should be used as a guide by the Village of Camp Douglas when making land use and development decisions. The plan contains a variety of goals, objectives and policies which together comprise the framework for decision making by local officials. For purposes of this plan, goals, objectives and policies are defined as follows:

- **Goal:** *A goal is a statement that describes a desired future condition. The statement is broad in scope and describes general concepts or things the community hopes to accomplish.*
- **Objective:** *An objective is a statement that describes a specific course of action to achieve a goal or address an issue.*
- **Policy:** *A policy is a general course of action or rule of conduct to be followed to achieve community goals and objectives.*

Decisions concerning private development proposals, public investments, regulations, incentives, and other actions should be consistent with the goals, objectives and policies outlined in this plan.

Although this plan is intended to guide the future of the Village, it is impossible to predict exact future condition. As such, the goals, objectives and policies in this plan should be monitored on a regular basis to maintain concurrence with changing conditions and respond to unanticipated events.

Citizen Participation/Education

The Village should encourage citizen awareness of the Village's comprehensive plan by making it available on the Village's website and displaying the plan, or parts of the plan, at the Village Hall, Library or other community gathering places.

Tools for Implementation

Zoning

Zoning is the major implementation tool to achieve the proposed land uses. A zoning ordinance should be derived from, and be consistent with, the policy recommendations adopted in the comprehensive plan. The desired land uses should “drive” the development of specific zoning ordinance provisions including district descriptions, permitted uses, conditional uses and the zoning map. The Village has its own Zoning Ordinance. **A careful review of the Zoning Ordinance should take place after the Comprehensive Plan is adopted, especially the Zoning Map.**

Land Division

The Village of Camp Douglas does not currently have their own subdivision ordinance. The purpose of a Land Division ordinance is to regulate and control the division of land within the limits of the Village in order to promote the public health, safety, prosperity, aesthetics and general welfare of the community; to lessen congestion in the streets and highways; and to further the orderly layout and appropriate use of land. **The Village of Camp Douglas should consider creating a Land Division ordinance.**

Official Map

Cities may adopt official maps by ordinance or resolution. These maps may show existing and planned streets, parks, and other facilities. **No building permits may be issued to construct or enlarge any building within the limits of these mapped areas without prior approval of the Plan Commission or Camp Douglas Village Board.**

Capital Improvement Plan (CIP)

This is an ongoing financial planning program that allows local communities to plan ahead for capital expenditures and minimize unplanned expenses. A CIP consists of a list of proposed projects according to a schedule of priorities over a period, usually five years. It identifies needed public improvements, estimates their costs and identifies financing methods and sources. Public improvements or expenditures typically considered in a CIP include:

- *Public buildings (i.e., fire and police stations)*
- *Park and trail acquisition and development*
- *Roads and highways (maintenance and new construction/paving)*
- *Utility system construction/expansion, treatment plants, water towers, wells, etc.*
- *Community development projects*
- *Fire and police protection equipment*

A CIP is simply a method of planning for and scheduling expenditures for public improvements over a period of several years in order to maximize the use of limited public funds. Each year the CIP should be reviewed and extended one year to compensate for the previous year that was completed.

This keeps the improvement program current and allows for modifications to meet the community's changing needs.

The preparation of a CIP is normally a joint responsibility between the local elected officials, various committees and commissions, staff, and citizens. **The proposed capital improvement plan should be reviewed in light of the priorities outlined in the comprehensive plan.**

Annual Operating Budget

The Village prepares a budget each year, which is a statement of the prioritization and allocation of financial resources to achieve certain objectives over a specific time period. The budget is based on the needs of Village residents, priorities set by the Village Board, and the related work plans identified by each department. The budget and the services provided by that budget are instrumental in achieving the goals and objectives of the comprehensive plan.

Other Tools

Additional tools and approaches can be utilized by the Village to achieve the goals of the plan. These include but are certainly not limited to the following: capital improvements programming, fee simple land acquisition, easements (purchased or volunteered), deed restrictions, land dedication, and ordinances or programs regulating activities such as impact fees, building permits, erosion control, etc.

Plan Amendments

Periodic amendments can be made to this plan. Amendments are generally defined as minor changes, such as slight changes to the text or maps. Frequent changes to accommodate specific development proposals should be avoided. **The Comprehensive Planning Law requires that the same process used to adopt the plan will also be used to amend the plan.**

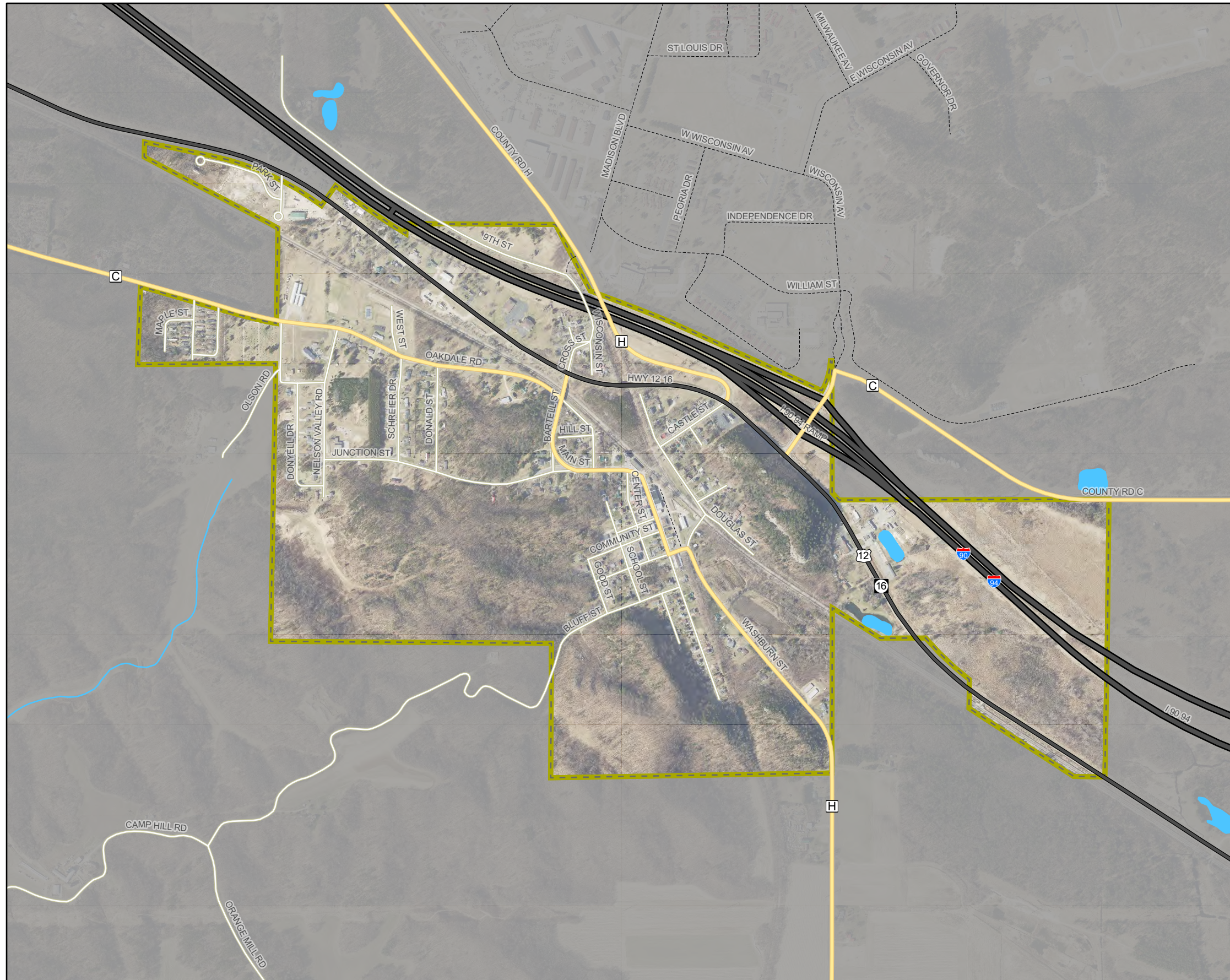
Criteria to consider when reviewing plan changes are as follows:

- *The change is consistent with the overall goals and objectives of the Comprehensive Plan.*
- *The change does not create an adverse impact on public facilities and services that cannot be mitigated.*
- *Development resulting from the change does not create an undue impact on surrounding properties. Such development should be consistent with the physical character of the surrounding neighborhood or would upgrade and improve its viability.*
- *The change allows a more viable transition to the planned uses on adjacent properties than the current land use.*
- *The change does not have a significant adverse impact on the natural environment including trees, slopes and groundwater, or the impact could be mitigated by improvements on the site or in the same vicinity.*
- *There is a change in Village actions or neighborhood characteristics that would justify a change.*
- *The change corrects an error made in the original plan.*
- *There is a community or regional need identified in the comprehensive plan for the proposed land use or service.*
- *The change does not adversely impact any landmarks or other historically significant structures or properties unless mitigated through relocation, commemoration or dedication.*

Plan Review and Update

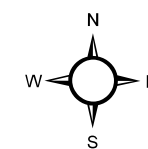
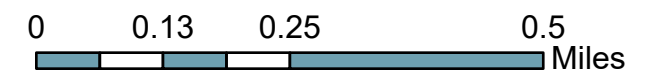
Periodic updating of the plan is necessary for continued refinement to ensure that the plan reflects the desires of the Village's citizens. An essential characteristic of any planning process is that it be ongoing and flexible. **The Village should re-examine the plan, at least every five years, and determine if more complete review is required to bring it into line with changed conditions or altered priorities within the Village. State law requires that a Comprehensive Plan be updated every ten years.**

Maps



Planning Area

- Minor Civil Division
- Roads
 - Interstate
 - U.S. Highway
 - County Highway
 - Local Road
 - Private Road
- Water

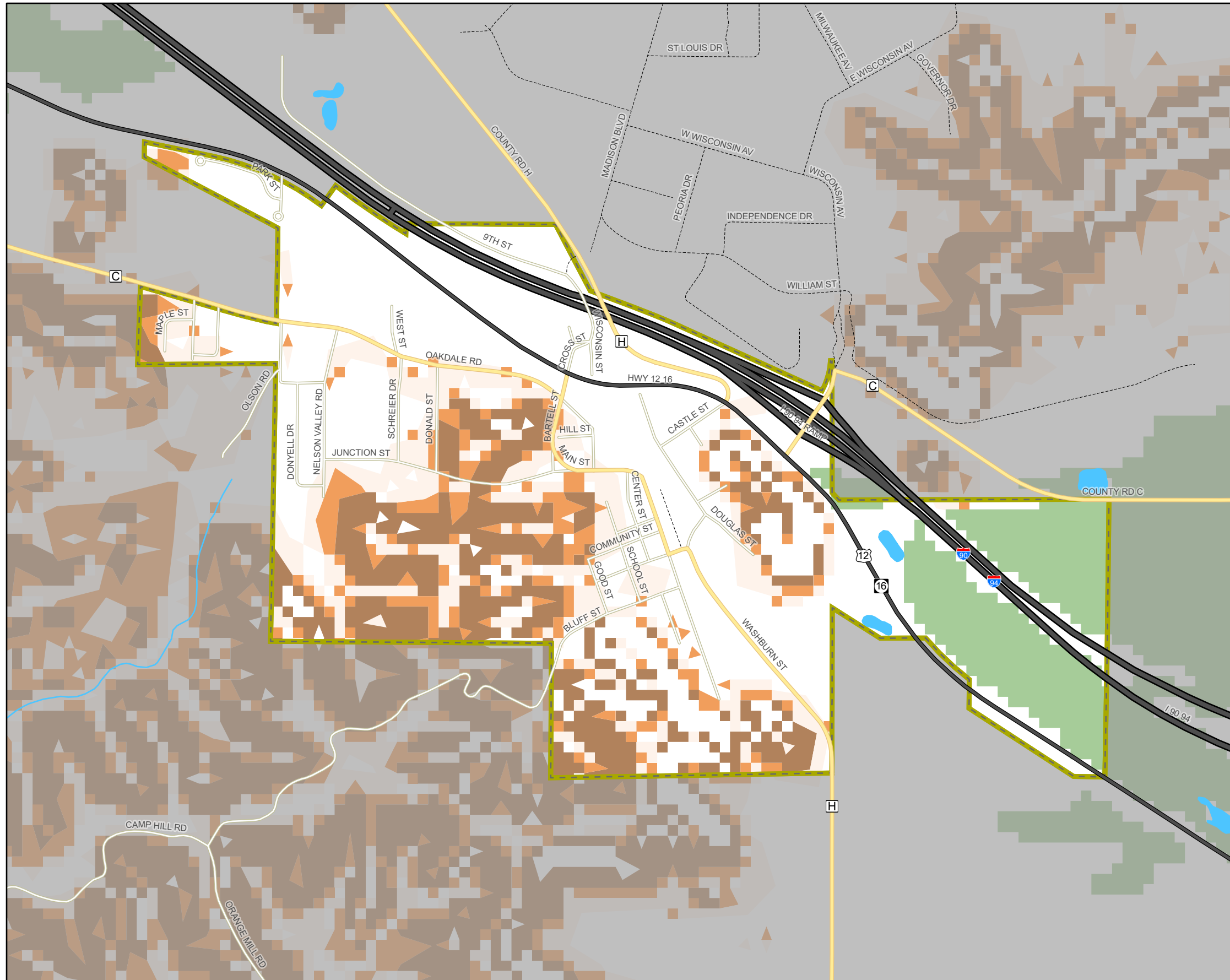


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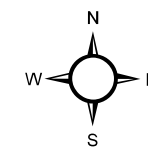
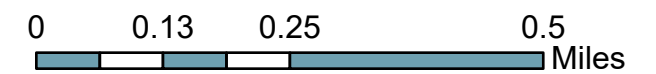
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Natural Resources

- Minor Civil Division
- Roads**
 - Interstate
 - U.S. Highway
 - County Highway
 - Local Road
 - Private Road
- Water
- Wetlands
- Floodplains
- Slopes**
 - Level to Gentle Slopes (0-6%)
 - Slopes (6-12%)
 - Moderate Slopes (12-20%)
 - Steep Slopes (>20%)

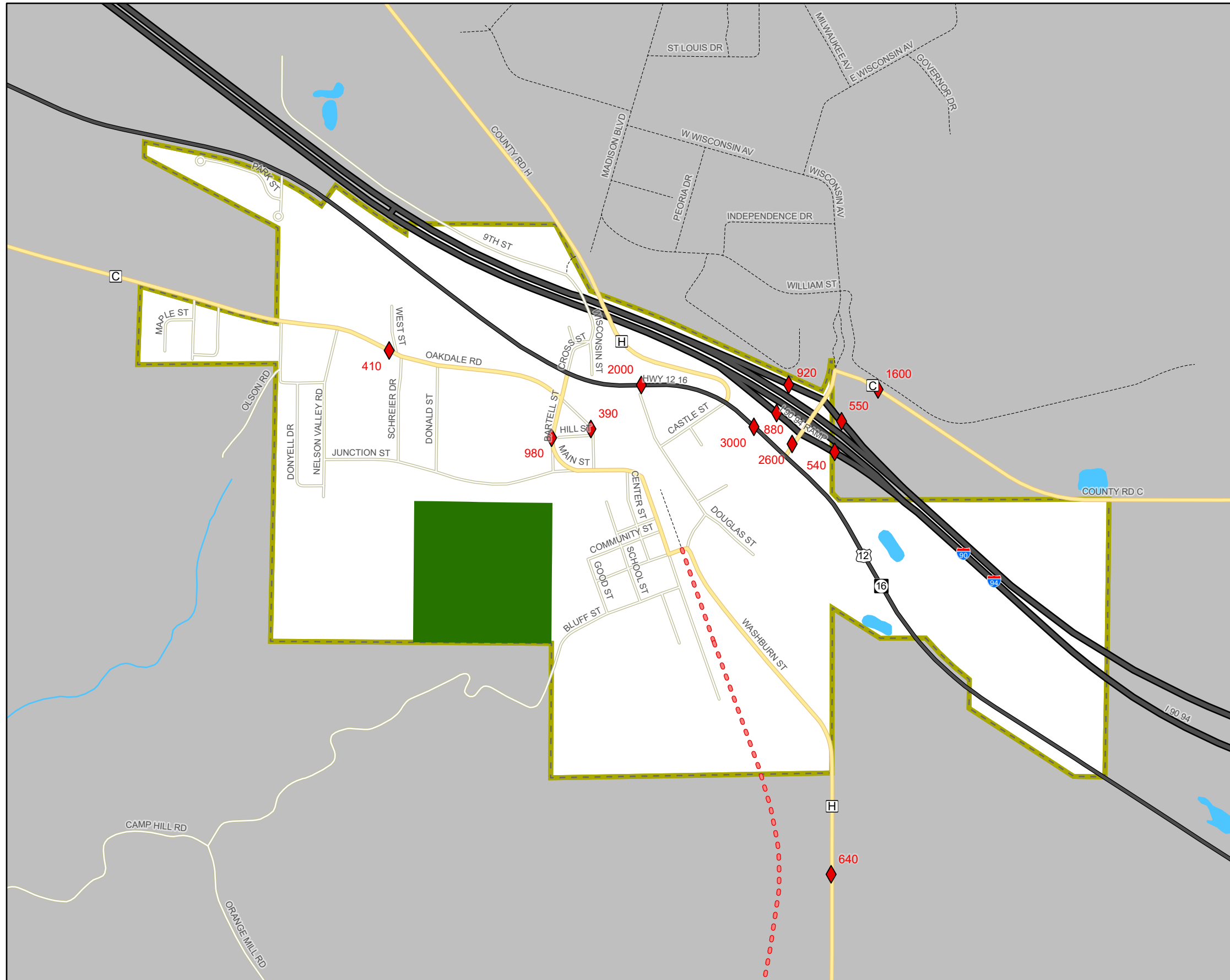


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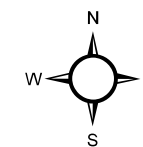
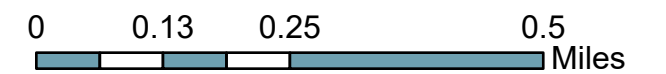
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Transportation

- Minor Civil Division
- Roads**
- Interstate
- U.S. Highway
- County Highway
- Local Road
- Private Road
- Omaha Trail
- Traffic Counts
- Back Forty Hiking/Biking Trails
- Water



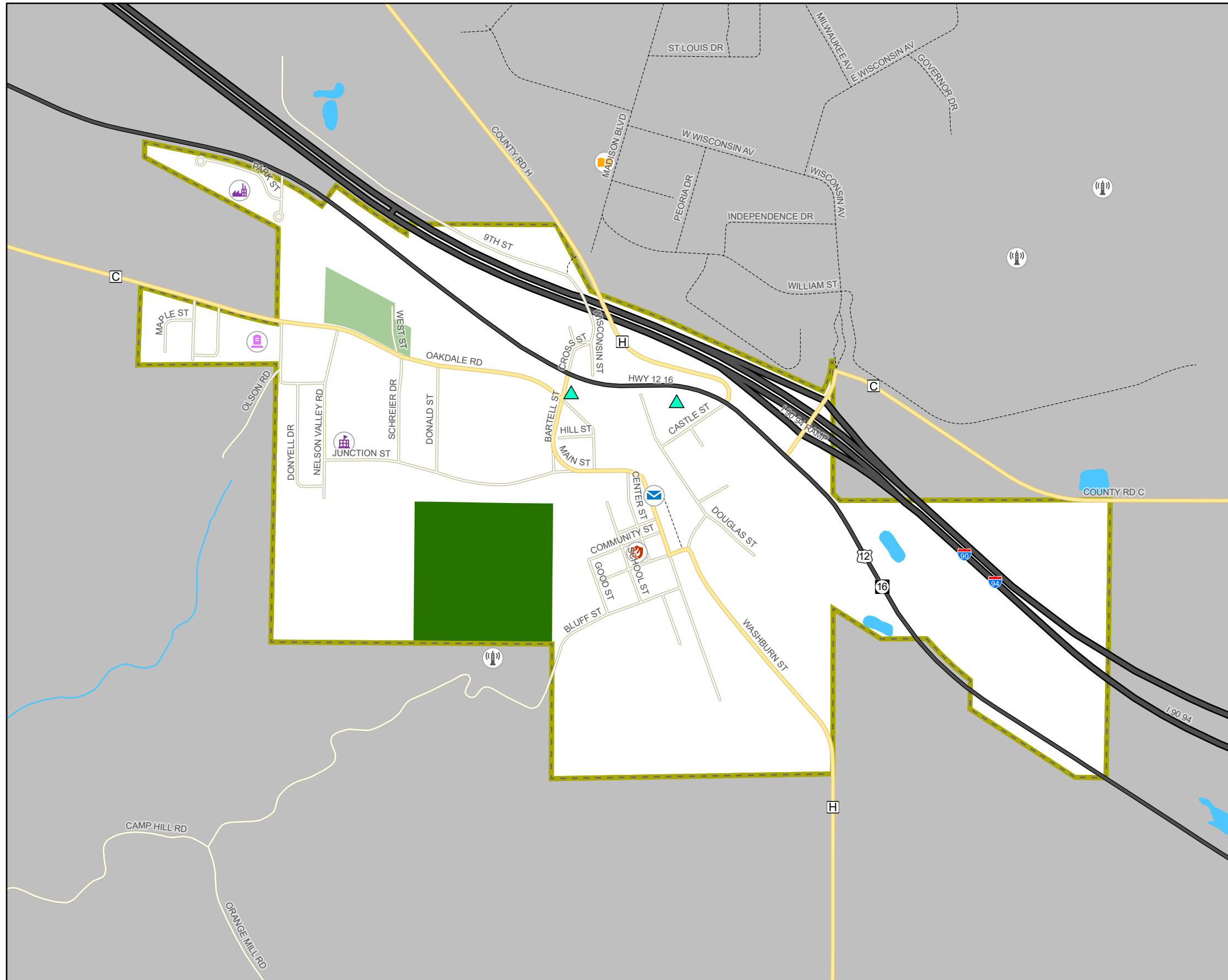
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Utilities and Community Facilities

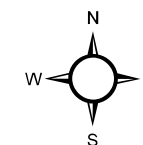
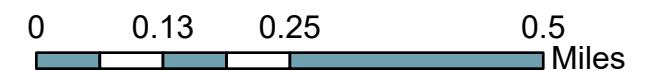


Minor Civil Division

Roads

- Interstate
- U.S. Highway
- County Highway
- Local Road
- Private Road

- Parks
- Back Forty Hiking/Biking Trails
- Water
- Cemeteries
- City Hall
- Industrial Park
- Library
- Police Department
- Post Office
- School
- Village Hall/Fire Station/EMS
- Municipal Water Supply
- Communication Towers

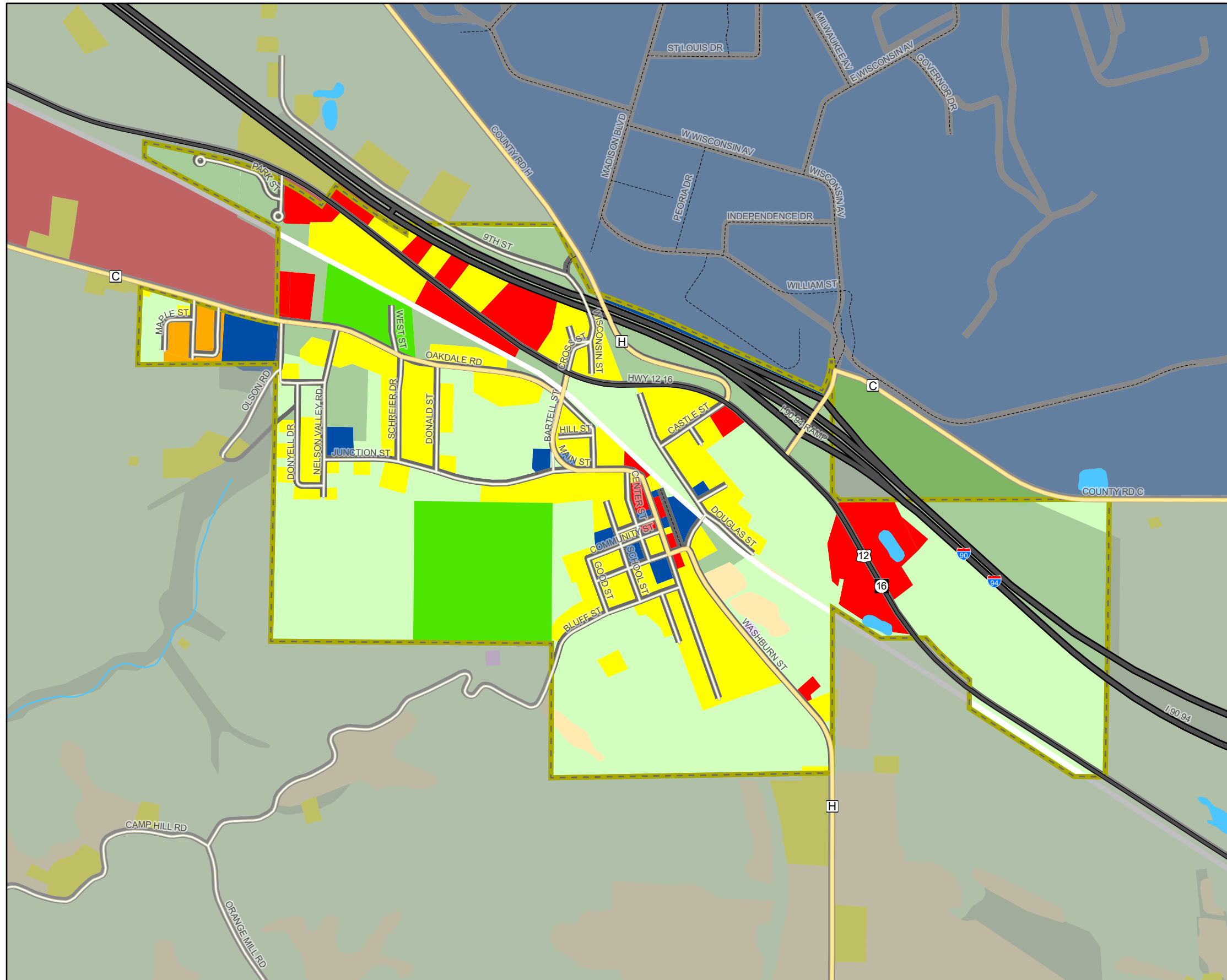


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Existing Land Use

— Minor Civil Division

Roads

— Interstate

— U.S. Highway

— County Highway

— Local Road

— Private Road

LU2020

— Agriculture

— Commercial

— Governmental / Institutional

— Industrial

— Mobile Home Park

— Open Lands

— Outdoor Recreation

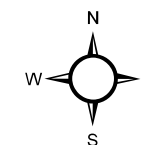
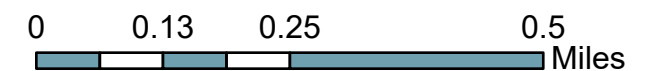
— Residential

— Transportation

— Utility

— Woodlands

— Water

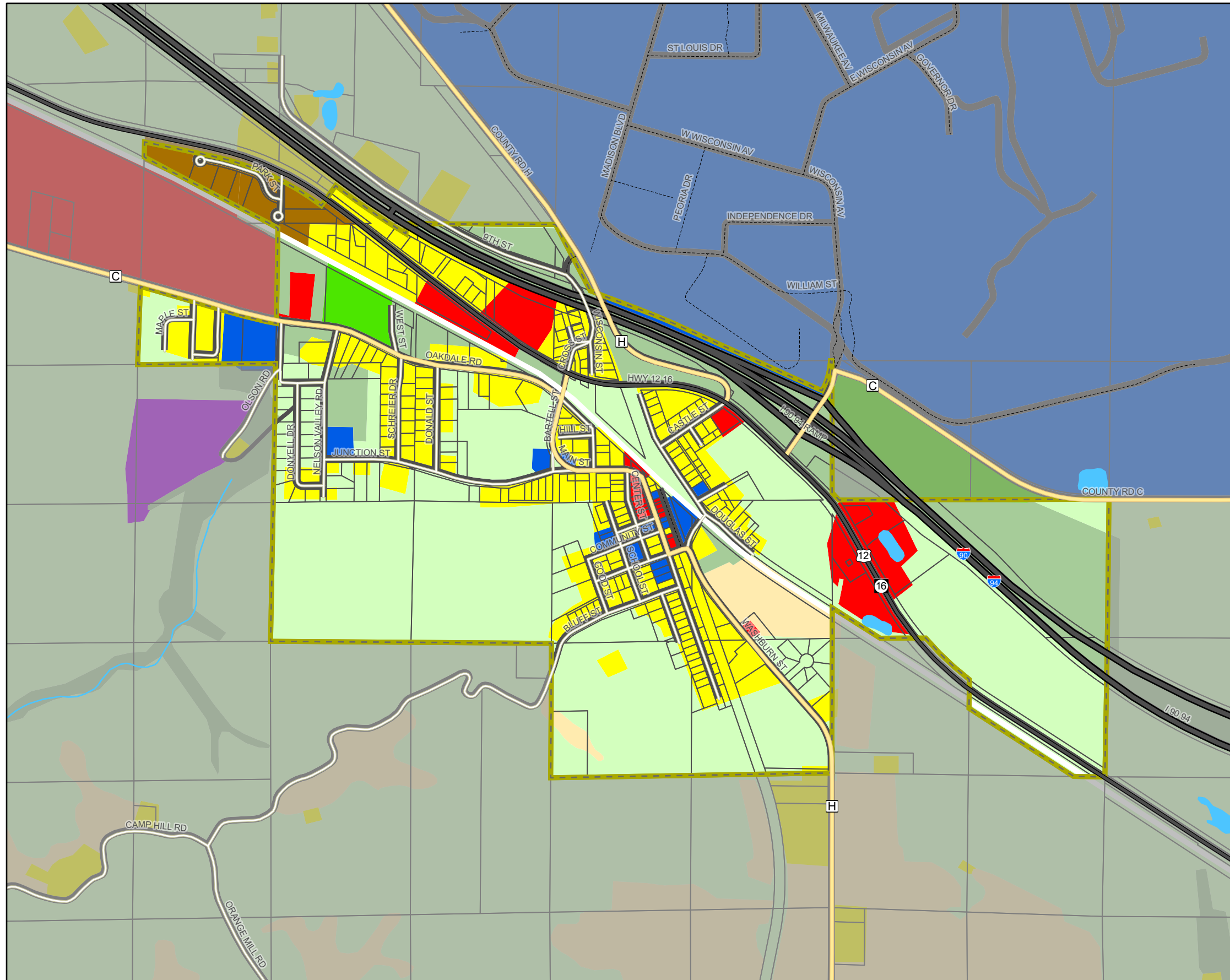


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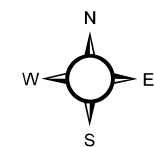
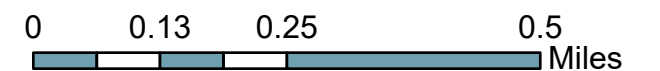
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Future Land Use

- Minor Civil Division
- Parcels
- Roads**
 - Interstate
 - U.S. Highway
 - County Highway
 - Local Road
 - Private Road
- Future Land Use**
 - Agriculture
 - Commercial
 - Governmental / Institutional
 - Industrial
 - Industrial/Commercial
 - Open Lands
 - Outdoor Recreation
 - Residential
 - Transportation
 - Woodlands
 - Water



Source: WisDOT, WI DNR, NCWRPC, Juneau Co
 This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. NCWRPC is not responsible for any inaccuracies herein contained.



Prepared By:
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Appendix A

Public Participation Plan

Village of Camp Douglas Public Participation Plan (PPP)

The Village of Camp Douglas recognizes the importance of public participation in the planning process. As such, a goal during the comprehensive planning process will be to inform and involve the public in the planning process.

I. Plan Development:

Throughout the plan process, the Plan Commission will provide oversight for the update of the Comprehensive Plan. The Plan Commission will also recommend adoption of the Public Participation Plan to the Village Board.

The public participation plan will incorporate the following:

1. All meetings for the planning process will be posted and open to the public.
2. Plan related materials will be available at the Village Hall for review by the public.
3. The draft plan and maps will be available on a website for review by the public.
4. A public hearing will be held to solicit comment from the public.
5. The Comprehensive Plan will be distributed as outlined in state statute.

The Plan Commission will review and recommend adoption of the Comprehensive Plan to the Village Board.

II. Implementation, Evaluation & Update:

The Comprehensive Plan will be used as a general guideline for development in the Village. The plan will support the existing zoning and other regulations that the Village has in place.

As with all plans, it is critical for the Comprehensive Plan to be maintained and updated on a regular basis to keep it current as things change.

Any planning process is subject to change, and this public participation plan is no different. Over the planning period the process may vary from that presented.

Appendix B
Adoption Resolution

PLAN COMMISSION RESOLUTION

RESOLUTION #2022-1

Village of Camp Douglas, Juneau County, Wisconsin

The Plan Commission of the Village of Camp Douglas, Juneau County, Wisconsin, by this resolution, adopted on proper notice with a quorum and by a roll call vote of a majority of the Village Plan Commission present and voting resolves and recommends to the Village Board of the Village of Camp Douglas as follows:

Adoption of the Village Comprehensive Plan.

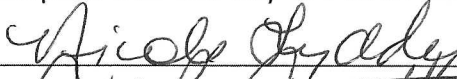
The Village of Camp Douglas Plan Commission, by this resolution, further resolves and orders as follows:


All maps and other materials noted and attached as exhibits to the Village of Camp Douglas Comprehensive Plan are incorporated into and made a part of the Village of Camp Douglas Comprehensive Plan.


The vote of the Village Plan Commission in regard to this resolution shall be recorded by the clerk of the Village Plan Commission in the official minutes of the Village of Camp Douglas Plan Commission.


The village clerk shall properly post or publish this resolution as required under s. 60.80, Wis. stats.


Adopted this 3rd day of March 2022.











Attest:



Appendix C
Adoption Ordinance

ORDINANCE FOR COMPREHENSIVE PLAN ADOPTION

ORDINANCE #2022-5

Village of Camp Douglas, Juneau County, Wisconsin

SECTION I – TITLE/PURPOSE

The title of this ordinance is the Village of Camp Douglas Comprehensive Plan Ordinance. The purpose of this ordinance is for the Village of Camp Douglas to lawfully adopt a comprehensive plan as required under s. 66.1001 (4) (c), Wis. stats.

SECTION II – AUTHORITY

The Village board of the Village of Camp Douglas has authority under its village powers under s. 60.22, Wis. stats., its power to appoint a Village plan commission under ss. 60.62 (4) and 62.23 (1), Wis. stats., and under s. 66.1001 (4), Wis. stats., to adopt this ordinance. The comprehensive plan of the Village of Camp Douglas must be in compliance with s. 66.1001 (4) (c), Wis. stats., in order for the Village board to adopt this ordinance.

SECTION III – ADOPTION OF ORDINANCE

The Village board of the Village of Camp Douglas, by this ordinance, adopted on proper notice with a quorum and roll call vote by a majority of the Village board present and voting, provides the authority for the Village of Camp Douglas to adopt its comprehensive plan under s. 66.1001 (4), Wis. stats., and provides the authority for the Village board to order its publication.

SECTION IV – PUBLIC PARTICIPATION

The Village board of the Village of Camp Douglas has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by s. 66.1001 (4) (a), Wis. stats.

SECTION V – VILLAGE PLAN COMMISSION RECOMMENDATION

The Plan Commission of the Village of Camp Douglas, by a majority vote of the entire commission, recorded in its official minutes, has adopted a resolution recommending to the Village board the adoption of the Village of Camp Douglas Comprehensive Plan, which contains all of the elements specified in s. 66.1001 (2), Wis. stats.

SECTION VI – PUBLIC HEARING

The Village of Camp Douglas has held at least one public hearing on this ordinance, with notice in compliance with the requirements of s. 66.1001 (4) (d), Wis. stats.

SECTION VII – ADOPTION OF VILLAGE COMPREHENSIVE PLAN

The Village board of the Village of Camp Douglas, by the enactment of this ordinance, formally adopts the document entitled Village of Camp Douglas Comprehensive Plan Ordinance under pursuant to s. 66.1001 (4) (c), Wis. stats.

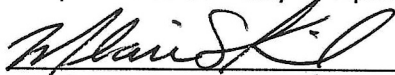
SECTION VIII – SEVERABILITY

If any provision of this ordinance or its application to any person or circumstance is held invalid, the invalidity does not affect other provisions or applications of this ordinance that can be given effect without the invalid provision of application, and to this end, the provisions of this ordinance are severable.


SECTION IX – EFFECTIVE DATE

This ordinance is effective on publication or posting.
The Village clerk shall properly post or publish this ordinance as required under s. 60.80, Wis. stats.


Adopted this 13th day of April 2022.













Village of Camp Douglas Board

Attest:



Sarah Stark, Village Clerk

**Village of Camp Douglas
Comprehensive Plan**