

"We the undersigned people of the Town of Campbell desirous of retaining our independence, requests State approval of our petition to become a Village."

	<u>Name</u>	<u>Street Address</u>	<u>Town of Campbell</u>	<u>Date Signed</u>
	Raymond F. Myers	1608 Nakomis	Campbell	2-24-02
	Phyllis McCall	1905 Cherokee Ave	Campbell	2-27-02
	Carol Abblett	1941 Nakomis	Campbell	2-27-02
	Mercades Welch	1941 Nakomis	Campbell	2-27-02
	Nina Marguardt	1937 Nakomis Av	Campbell	2-27-02
OK	Morton Marguardt	1437 Nakomis	Campbell	2-27-02
C	JERRY ERICKSON	1925 NAKOMIS AVE		2-27-02
ty	Ray L. Boyd	1931 Cherokee	Campbell	2-28-02
	David J. Matzke	1912 Cherokee	Campbell	3-9-02
	Karen Matzke	1912 Cherokee	Campbell	3-9-02
ty	James Helzer	1909 Cherokee	Campbell	3-9-02
ty	Jan M. Helzer	1909 Cherokee	Campbell	3-9-02
	Morris A. Severance	1905 Nakomis	Campbell	3-9-02
	Roberta Severance	1905 Nakomis	Campbell	3-9-02
	Carmen A. Myers	1911 Nakomis	Campbell	3-9-02
	Michael F. Myers	1911 Nakomis	Campbell	3-9-02
	Cynthia Koby	1917 Nakomis	Campbell	3-9-02
	Susan Erickson	1925 Nakomis	Campbell	3-9-02
	Stacy Rowley	1900 Nakomis	Campbell	3-9-02
	B. A.	1819 Nakomis	Campbell	3/9/02

Signature of person circulating this petition Raymond F. Myers

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<u>Name</u>	<u>Street Address</u>	<u>Town of Campbell</u>	<u>Date Signed</u>
Doris Loeffler	1406 Nakomis	yes	2/2/02
Mae E. Perry	1350 Nakomis	yes	3-1-02
Richard Saluzzi	1360 Nakomis	yes	3/2/02
Tammy Saluzzi	1360 Nakomis	yes	3/2/02
Dinora Saluzzi	1360 NAKOMIS	yes	3-2-02
J.P. Saluzzi	1360 NAKOMIS	yes	3-2-02
Mark P. Joseph	1360 NAKOMIS	yes	3-2-02
Edward E. Swanson	1515 NAKOMIS	YES	3-3-02
Robert D. Johnson	1520 NAKOMIS	Yes	3-3-02
Colleen A. Terry	1350 Nakomis	yes	3-7-02
John A. Biesen	1344 Nakomis	YES	3-7-02
Vi Terpstra	1357 Nakomis	yes	3-7-02
Cathy Schaefer	1520 Nakomis	yes	3-8-02
Julia L. Farnhof	1508 Nakomis	yes	3-8-02
Ernest H. Hovatt	1508 Nakomis	yes	3-8-02
Mr. Newman	1504 Nakomis	yes	3-8-02
W. Weller	1360 Nakomis #6	yes	3/8/02
Leslie Welden	1360 Nakomis #6	yes	3/8/02
Jacque Geschwind	1360 Nakomis #3	yes	3/9/02

Signature of person circulating this petition

Mae E. Perry

"We the undersigned people of the Town of Campbell desirous of retaining our independence, requests State approval of our petition to become a Village."

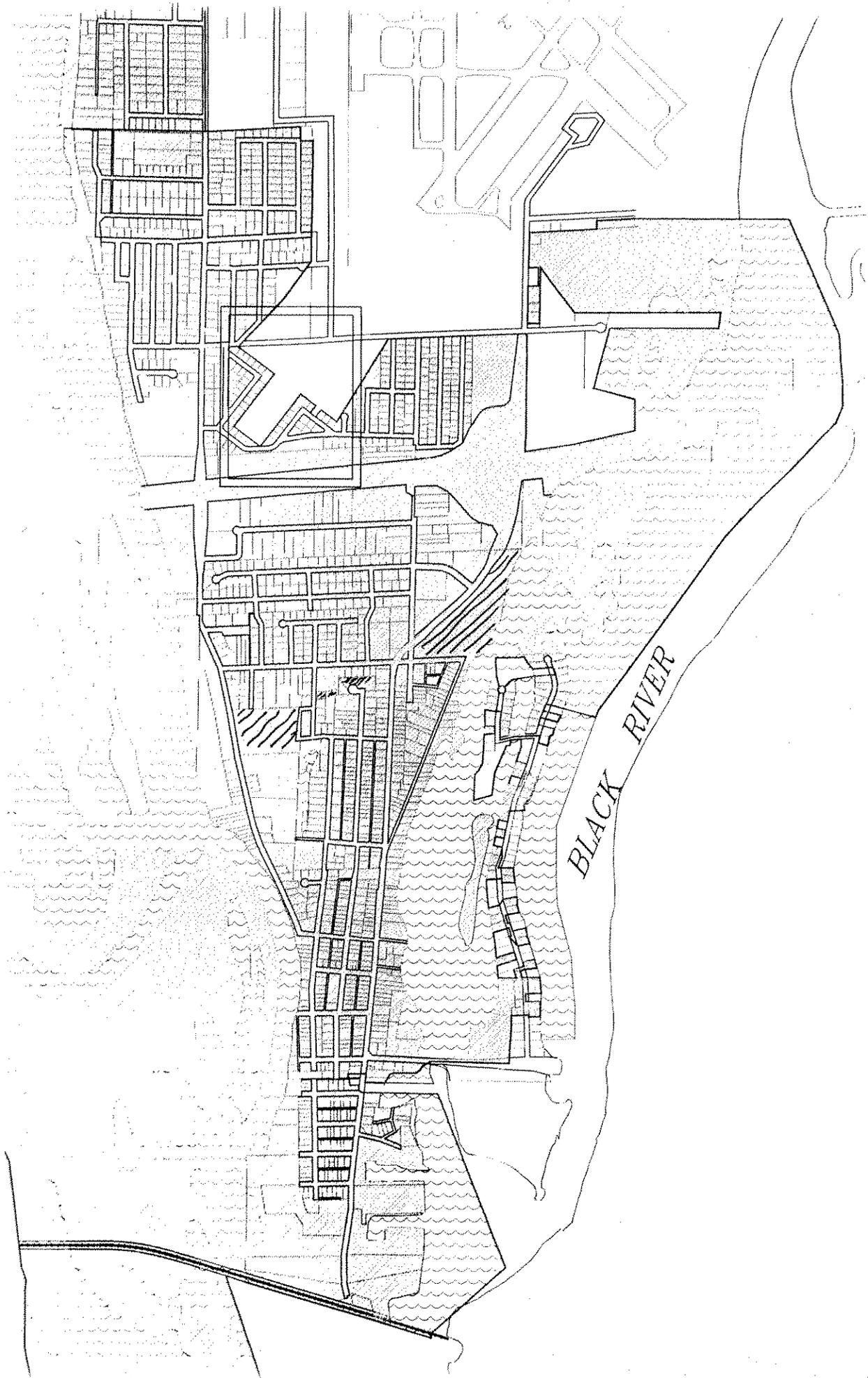
<u>Name</u>	<u>Street Address</u>	<u>Town of Campbell</u>	<u>Date Signed</u>
Michael D. Bohmer	2402 Lakeshore Dr.	Town of Campbell	3/4/02
John E. Chatterton	3003 No. Bayshore	"	3/5/02
Guyfrey Clatterton	3003 NO BAYSHORE DR	"	3/5/02
Donald Mithey	1840 Aiken Rd	"	3/5/02
Bill Paehly	2540 Bainbridge	"	3/6/02
Jeanette M. Niederman	2509 Western Ave	"	3-6-02
Henry Niederman Jr	2509 Western Ave	"	3-6-02
Neil Butinger	2556 1st Ave E	✓	3-6-02
Frank D Watson	1523 Bainbridge	"	3-6-02
Fred E Casor	118 Church Dr.	"	3-7-02
Jelly Price	917 Plainview Rd,	"	3-7-02
Merlyn Pfaff	403 Church Drive	"	3-07-02
Jeff Coelle	1321 Lakeside St	"	03/07/02
Deri Pot	322 Church Dr	"	03/08/02
Whise	1648 Bainbridge St.	"	3/8/02
Jan Thure	814 Kelly Place	"	3/8/02
Jan Thure	814 Kelly Pl	"	3/8/02
Jan Schultz	405 Church Dr	"	3-8-02
Randy D. Knadle	813 Kelly Pl	Town of Campbell	3-11-02

Signature of person circulating this petition

Town Hall

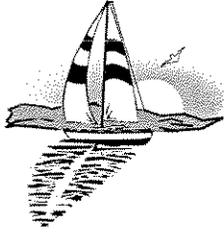
Richard D. [Signature]

Authorized and paid for by Campbell Residents for Independence, Helen Vitale Treasurer



TOWN OF CAMPBELL

La Crosse County



10/26/03
Talked with Prouce

2219 Bainbridge Street, La Crosse, WI 54603
Phone: 608/783-0050
Facsimile: 608/779-9396
Email: campbellwi@charter.net

Huggins about the reform idea

- Established 1851
- Population of 4500 puts Campbell in top 90% of the 395 Villages
- Collaborated with SkipperLiner Industries & Dept. Of Commerce on a redevelopment project in the Town. Total investment of \$5-7 Million – 1999 to present.
- Member of La Crosse Area Development Corporation
- Member of the Area MPO And La Crosse Area Planning Committee
- Only Municipal member of the La Crosse Area Chamber of Commerce
- Member of the La Crosse Area Convention and Visitors Bureau since mid 1980's –we share room tax
- We employ 5 full-time & 1 part-time Police officer
- We employ 4 full-time maintenance people & 2 full-time office staff
- Maintain a Fire Department with 25 + members.
- Maintain a First Responder Unit
- Residents voted Nov. 1996 to proceed with incorporation as a Village ~~60%~~ 60%
- Irregular annexations by La Crosse followed immediately (See map)
- Beginning June 1997 negotiated with La Crosse on a 66.023 – 4/97 Boundary Agreement.
- After 2+ years of negotiations with George Hall as facilitator Campbell unanimously approved agreement. La Crosse rejected Our 4th Petition to incorporate before George Hall. Cannot amend

petitions per State Statute.

- *
- Campbell is at 4.015 sq. miles need 4.0 square miles per State Statute
 - 1800 resident signatures for incorporation - 60 to 70% of voters. 3/02
 - Two buses to Madison for the assembly hearing on AB85
 - Village Presidents of West Salem & Holmen, & Mayor of Onalaska
- Support our petition for Incorporation.

* George Hall - ^{check on who handled this decision.} village of Lake Hallie.

November 03

→ 11/18, 19, 20, 21/03 = 9 MO.

Hobart - Budget Bill.
Fitch Aug. -
Charter Towns Bills

Campbell LaCrosse Meetings	Campbell Meetings	Campbell Closed Session	Reg. Board Mtg. - Campbell/LaCrosse Issue discussed
1-19-98	2-17-98	2-19-98	
2-4-98	Westfield/Atty	3-4-98	
3-17-98	4-8-98 Hiawatha	3-16-98	12-17-97
4-9-98	5-13-98 Davy	10-22-98	12-3-97
7-27-98	6-15-98	8-18-97	11-19-97
8-10-98	Westfield/Atty	9-30-97	10-15-97
8-19-98	6-22-98 Davy	11-3-97	10-1-97
9-2-98	4-29 -98 Citizens	8-7-97	9-17-97
12-23-98	Mtg	5-6-97	9-3-97
9-30-97	6-24-98	9-2-98	8-13-97
8-5-97	Citizens Mtg.	4-8-98	7-9-97
6-26-97 PSC	6-25-98 Atty	8-4-97	6-9-97
6-27-97 Court	6-25-98 Davy	6-3-97	5-14-97
8-13-97	7-7-98 Mayor	5-6-97	2-12-97
9-11-98	7-20-98 AirportBd.	4-19-97	12-16-98
12-9-98	8-21-98 w/residents	4-19-97	12-2-98
11-19-98	8-24-98 Atty.	1-8-97	11-18-98
12-3-98	8-29-98	12-16-98	11-4-98
12-17-97	w/Hiawatha	12-3-98	10-7-98
11-5-97	9-12-98 Residents	12-2-98	9-2-98
11-20-97	9-15-98	9-2-98	8-19-98
2-10-97	w/Hiawatha	4-8-98	8-5-98
	9-17-98 w/residents	4-8-98	7-15-98
	9-29-98 w/residents		7-1-98
	10-26-98 Citizens		6-17-98
	Mtg.		6-3-98
	7-16-97 Hiawatha		4-15-98
	7-14-98		2-4-98
	Davy/LaCrosse		
	4-20-98 Davy/Lax		
	staff		
	9-10-97 w/residents		
	7-16-97 Special		
	Town mtg.		
	6-19-97 Special		
	Town Mtg.		
	4-15-97 Annual		
	Mtg.		
	3-31-97		
	w/municipal		
	planner		
	3-31-97 w/atty.		
	2-19-97 resident		
	mtg.		
	2-10-97 w/atty.		
	11-6-98 w/residents		
	4-14-98 annual		
	mtg.		

Excluded from this list:

- 1.) Meetings between Mayor and Chairman 12-15--approximate
- 2.) Telephone calls by Campbell concerning La Crosse/Campbell issue 500-700.
Average 6 calls/week - 104 weeks

MUNICIPAL INCORPORATION-CONSOLIDATION SUMMARY

~~November, 2002~~ June 2003

Incorporation Number	Municipality	Isolated or Metropolitan	Village or City	Date of Determination	County	Population	Area-Square Miles	Approved	Referendum-yes	Referendum-no	Dismissed	Standard(s) not met
36	Hewitt	I	V	01/30/1973	Wood	1056	0.5	X	X			
37	Winter	I	V	04/20/1973	Sawyer	1009	0.55	X	X			
38	French Island	M	V	05/11/1973	La Crosse	3327	12.4				X	1a,1b,2b,2d
39	Warrens	I	V	05/21/1973	La Crosse	276	0.6	X	X			
40	Newburg	I	V	08/16/1974	Wash/Ozauk	630	0.75	X	X			
41	Crivitz	I	V	05/21/1974	Marinette	960	1.25	X	X			
42	French Island	M	V	12/27/1977	La Crosse	3288	12.4				X	1a,1b,2b,2d
43	Medary	M	V	03/01/1977	La Crosse	2643	18.8				X	1a,1b,2b,2d
44	Ashwaubenon	M	V	06/21/1977	Brown	13760	9.47	X	X			
45	Pewaukee	M	C	09/01/1977	Waukesha	8571	28.7				X	1a,1b,2d
46	Okauchee Lake	I	V	12/05/1977	Waukesha	3160	3.25	X	X			
47	Nelson	I	V	03/27/1978	Buffalo	370	1.44	X	X			
48	Arpin	I	V	07/20/1978	Wood	336	0.5	X	X			
49	Bridgeview	M	V	05/01/1978	Winnebago	11518	12.2				X	1a,1b,2b,2d
50	Lisbon	M	C	12/19/1979	Waukesha	8230	32.7				X	1a,1b,2b,2d
51	Pleasant Prairie	M	V	01/09/1980	Kenosha	12611	36				X	1a,1b,2b,2d
52	Potter	I	V	07/16/1980	Calumet	296	0.505	X	X			
53	Fitchburg	M	C	06/26/1981	Dane	11000	34.5				X	1a,1b,2b,2d
54	Chain O'Lakes	I	V	10/28/1982	Waupaca	2400	5.75	X	X			
55	Grand Chute	M	V	03/25/1985	Outagamie	7694	10.2				X	1a,1b,2b,2d
56	Ailouez	M	V	08/15/1985	Brown	15100	5.1	X	X			
57	Oakdale	I	V	01/31/1986	Monroe	197	0.7	X	X			
58	Oakdale	I	V	11/02/1987	Monroe	197	0.7	X	X			
59	Pewaukee	M	V*	09/01/1988	Waukesha	14000+	28.8				X*	1a,1b,2b,2d
60	Blue Spring Lake	I		07/17/1989	Jefferson	204					X+	
61	Delevan Lake	I	V	11/22/1989	Walworth	2098+	6.9				X	1a
62	Pewaukee City	M	C	05/31/1991	Waukesha	10000	~25				X	1a,1b,
63	Powers Lake	I	V	04/29/1992	Kenosha	1283	4.45				X	1a
64	Stone Bank	I	V	01/23/1995	Waukesha	2300	6.6				X*	1a
65	Weston	M	V	10/31/1995	Marathon	9639	13.4	X	X			
66	Pewaukee	M	C	12/11/1998	Waukesha	9621	24	X	X			
67	Bohners Lake	I	V	03/25/1999	Racine	1970	2.44	X	X			
68	Brookfield	M	V	06/04/1999	Waukesha	6243	5.53				X	1a, 2d
69	Powers Lake II	I	V	10/15/1999	Kenosha	1329	-3.5				X	1a
70	Sheboygan	M	V	02/14/2000	Sheboygan	5114	-9				X	1a,2b,2d
71	Waukesha	M	V	04/17/2000	Waukesha	8333	22.41				X	1a,2b,2d
72	Pell Lake	I	V	12/01/2000	Walworth	3000	2.75	X	X			
73	Bridgeport	I	V	11/30/2001	Crawford	946	16.88				X	1a
74	Brookfield II	M	V	11/30/2001	Waukesha	6400	5.53				X	1a,2d
75	Kronenwetter	M	V	08/19/2002	Marathon	4172	11.04	X	X			
76	Bellevue	M	V	09/03/2002	Brown	12028	14.5	X	X			
77	Lake Hallie	M	V	10/10/2002	Chippewa	4650	14.22	X	X			
78	Suamico	M	V	04/21/2003	Brown	9399	17	X	X			
79	Mount Pleasant	M	V	06/05/2003	Racine	23629	35.15	X				

STANDARDS FOR DETERMINATION (s. 66.0207)

- 1a. Characteristics of the territory
- 1b. Territory beyond the core
- 2a. Tax Revenue
- 2b. Level of service
- 2c. Impact on the remainder of the town
- 2d. Impact on the metropolitan community

DISPOSITION OF THE PETITION

X* Dismissed with recommendation to refile with altered boundaries

X+ Dismissed by request of petitioners

End of evaluation

V* Consolidation

Prepared by: Municipal Boundary Review, WI DOA

Trueblood: Petition for Direct Annexation filed 9-13-96. Ordinance passed 10-10-96; Approved 10-14-96; Pub. 10-19-96.

LAWSUIT FILED 12-30-96

Smith: Petition for Direct Annexation filed 11-14-96. Ordinance passed 12-12-96; Approved 12-17-96; Pub. 12-21-96.

Becker: Petition for Direct Annexation filed 11-14-96. Ordinance passed 12-12-96; Approved 12-17-96; Pub. 12-21-96.

McCormick: Petition for Direct Annexation filed 11-14-96. Ordinance passed 12-12-96; Approved 12-17-96; Pub. 12-21-96.

Henriksen: Petition for Direction Annexation filed 12-19-96. Ordinance passed 1-16-97; Approved 1-21-97; Pub. 1-25-97.

Dahle: Petition for Direct Annexation filed 12-20-96. Ordinance passed 1-16-97; Approved 1-21-97; Pub. 1-25-97.

Mahnke: Petition for Direct Annexation filed 12-20-96. Ordinance passed 1-16-97; Approved 1-21-97; Pub. 1-25-97.

Gallagher: Petition for Direct Annexation filed 12-20-96. Ordinance passed 1-16-97; Approved 1-21-97; Pub. 1-25-97.

Briggs: Petition for Direct Annexation filed 12-20-96. Ordinance passed 1-16-97; Approved 1-21-97; Pub. 1-25-97.

Edwards: Notice of Intent to Circulate Petition Pub. 11-15-96. Ordinance passed 1-16-97; Approved 1-21-97; Pub. 1-25-97.

LAWSUITS FILED 3-7-97

Wakeen: Petition for Direction Annexation filed 1-31-97. Ordinance passed 3-13-97; Approved 3-14-97; Pub. 3-22-97.

Schroeder: Petition for Direction Annexation filed 1-31-97. Ordinance passed 3-13-97; Approved 3-14-97; Pub. 3-22-97.

Morkwed-Riese: Petition for Direction Annexation filed 1-31-97. Ordinance passed 3-13-97; Approved 3-14-97; Pub. 3-22-97.

Hoffman-et al: Petition for Direction Annexation filed 1-31-97. Ordinance passed 3-13-97; Approved 3-14-97; Pub. 3-22-97.

Bertram: Petition for Direction Annexation filed 1-31-97. Ordinance passed 3-13-97; Approved 3-14-97; Pub. 3-22-97.

Giese: Petition for Direction Annexation filed 1-31-97. Ordinance passed 3-13-97; Approved 3-14-97; Pub. 3-22-97.

Lawsuits filed 3-7-97

Gallagher 2nd: Petition for Direct Annexation. Ordinance passed 5-8-97; Approved 5-13-97; Pub. 5-17-97

Burritt: Petition for Direct Annexation. Ordinance passed 5-8-97; Approved 5-13-97; Pub. 5-17-97

Lawsuits filed 8-6-97

Binsfield: Petition for Direct Annexation. Ordinance passed 8-14-97; Approved 8-18-97; Pub. 8-23-97

Boyd: Petition for Direct Annexation. Ordinance passed 8-14-97; Approved 8-18-97; Pub. 8-23-97

Melby: Petition for Direct Annexation. Ordinance passed 8-14-97; Approved 8-18-97; Pub. 8-23-97

Johnson: Petition for Direct Annexation. Ordinance passed 8-14-97; Approved 8-18-97; Pub. 8-23-97

Jandt: Petition for Direct Annexation. Ordinance passed 8-14-97; Approved 8-18-97; Pub. 8-23-97

Lawsuits filed 11-7-97

Plueger: Petition for Direct Annexation. Ordinance passed 9-11-97; Approved 9-15-97; Pub. 9-20-97

Lawsuit filed 11-7-97

Graf: Petition for Direct Annexation filed 10-14-99. Ordinance passed 11-11-99; Approved 11-15-99; Pub. 11-20-99

Lawsuit filed approximately 2/5/00

3431 Lakeshore Drive: Ordinance passed on July 12, 2001. Approved 7/13/01; Published 7/21/01

Lawsuit filed 9-14-01

Lakeshore 2nd Annexation: Ordinance passed 7/11/02; Approved 7/15/02; Published 7/20/02

Hetzel Annexation: Ordinance passed 7/11/02; Approved 7/15/02; Published 7/20/02

Lawsuit filed 10-7-02

Jarchow Annexation: Ordinance passed 12/12/02; Approved 12/16/02; Published: 12/21/02

Lawsuit filed 2/18/03

*Campbell - Gen 17718
10-2000 list of dates*

PETITIONS TO INCORPORATION

The first Petition for Incorporation was filed on or about March 5, 1997. Judge Montabon ruled that the Incorporation Petition met the standards of 4 square miles. LaCrosse appealed this matter to the Court of Appeals and it affirmed Montabon's Decision on April 16, 1998.

The second Petition for Incorporation was filed on or about February 13, 2001. Judge Pasell dismissed this Petition. The Town of Campbell appealed to the Court of Appeals and we are still waiting for the Court of Appeals' Decision on this case.

The third Petition for Incorporation was not filed.

The fourth Petition for Incorporation was filed on October 14, 2002. An Order forwarding this Petition to the Department of Administration was signed and the Order was sent to George Hall on March 4, 2003. A hearing is scheduled on this Petition for November 18 through 21st.

The City of LaCrosse also filed appeals with the Court of Appeals regarding many of the annexation cases and the contiguity issue. The Circuit Court had ruled in favor of the Town of Campbell and the City appealed to the Court of Appeals which overturned the Circuit Court Decisions. The Town of Campbell then filed two Petitions to Review with the Supreme Court. These were subsequently denied.

Campbell - General - 17718

History of Incorporation
Petitions

AB 85

RESOLUTION

WHEREAS, State Representative Michael Huebsch of West Salem will introduce legislation which permits the Town of Campbell to bypass the ordinary process of incorporation as a village provided for by Wisconsin's Constitution and State Statutes, including meeting the requisite standards to incorporate as a village or City, and

WHEREAS, most of what is known as French Island or the islands that compose Hiawatha and French Island is currently within the corporate boundaries of the City of La Crosse, including the City of La Crosse Municipal Airport and the City's Airport Industrial Park, and

WHEREAS, several previous attempts by the Town of Campbell to incorporate have failed because of either a referendum where the electorate voted against incorporation, the State of Wisconsin officials finding that the Town of Campbell did not meet the requirements required for incorporation and because any incorporation by the Town of Campbell would hurt the City of La Crosse and the metropolitan community, and

WHEREAS, the Town of Campbell has pending before the Wisconsin Department of Administration a sixth or seventh attempt to incorporate, and

WHEREAS, the Town of Campbell does not offer the requisite services nor does it appear that such requisite services such as municipal water will be provided by the Town of Campbell because of the April, 2001 referendum vote where 60 percent of the voters voted no to providing water, and

WHEREAS, the City of La Crosse has invested millions of dollars in the infrastructure on French Island as well as the community, which investment would be lost if Campbell is authorized to incorporate as a village without meeting the requisite standards as other villages are required to, and

WHEREAS, especially in these difficult economic times bypassing of the current standards for incorporation would further hurt the City, not only financially, but also hurt the citizens of the City as well as the citizens of the State of Wisconsin, and

WHEREAS, any such political "end run" or "special interest legislation" would set a precedence for the State of Wisconsin and hurt the needs of all of the people of the State of Wisconsin, including the peoples' need for services at a reasonable cost and it would isolate the Town of Campbell from the rest of Wisconsin, and

WHEREAS, any such decision by the State Legislature would have permanent and significant ramifications on the local government system of the State of Wisconsin and hurt the vitality and strength of the State economy.

NOW, THEREFORE, BE IT RESOLVED by the Common Council of the City of La Crosse that it hereby requests all of the Wisconsin Assembly and Wisconsin State Senate to oppose this proposed harmful legislation that is to be introduced by Representative Huebsch and others permitting Campbell and any other town to circumvent the required standards for incorporation.

BE IT FURTHER RESOLVED that the City Clerk is authorized to send a copy of this resolution to the Alliance of Cities, League of Wisconsin Municipalities, Governor James Doyle, all Assembly and Wisconsin State Senators, including State Representatives Michael Huebsch, State Representative Jennifer Schilling and State Representative Duwayne Johnsrud as well as State Senator Mark Meyer, plus Town of Campbell, Chair Person Dan Kapanke.

Talking Points – Incorporation Process (SSA to AB 85)

--Creates Incorporation Review Board

- Independent unit within Department of Administration with decision-making power
- Membership consists of 1 DOA designee, 2 Wisconsin Towns Association designees, 1 Alliance of Cities designee and 1 League of Wisconsin Municipalities designee
 - Members serve at pleasure of appointing authority
- Chaired by DOA representative
- Meets at call of chair or majority of members
- May collect fee for review of incorporation petitions
- Receives referrals of petitions deemed valid by circuit court
- Decides whether statutory requirements for incorporation are met

--Creates orderly review of incorporation and annexation proceedings by circuit court

- If annexation initiated *prior* to incorporation petition, court delays referral of petition to board until validity of annexation determined
 - Annexed territory excluded from petition referred to board
- If annexation initiated on or *within 30 days* of publication of notice to circulate incorporation petition, annexation may not proceed until validity of incorporation determined
 - Valid incorporation voids annexation
 - Invalid incorporation allows annexation to proceed
- If annexation initiated *after 30 days* from date of publication, annexation deemed void

--Sets timeline for board to act

- Board must schedule hearing in or near town if receives request from party of interest within 30 days after referral or payment of fee to board
- Board must render decision within 180 days (or date determined by court) after referral or payment of fee
- Board shall refund fee if fails to meet 180 day deadline but shall continue with determination

--Effective date

- First applies to incorporation petitions filed on publication date

Note: In accordance with current law, if board finds incorporation valid, court orders referendum. If board finds incorporation invalid, court dismisses petition.

Story originally printed in the La Crosse Tribune or online at <http://www.lacrossetribune.com>

Ad error delays Campbell hearing

By REID MAGNEY of the Tribune staff

A clerical error has delayed a long-awaited public hearing on the town of Campbell's bid to become a village.

Four days of hearings that were supposed to start today were postponed until Jan. 26, said Dan Kapanke, Campbell's town chairman.

"We've waited seven years. We can wait a couple of months," Kapanke said.

The town has petitioned to become the village of French Island, and the city of La Crosse is objecting.

The hearing, held by the state Department of Administration, would have included testimony from officials and residents of both Campbell and the city of La Crosse.

But it had to be put off because of a problem with a full-page legal ad the Department of Administration placed in the La Crosse Tribune on Nov. 5.

In the penultimate paragraph, the ad says "Village of Lake Hallie" instead of "Village of French Island."

Lake Hallie is the name of a village that recently incorporated in Eau Claire County and went through much the same process Campbell is going through.

The department paid \$1,182.25 for the ad, in line with advertising rates established by the state.

Erich Schmidtke, a planning analyst with the Department of Administration, said he doesn't really know how the error happened.

Schmidtke said the January hearings will include two days reserved for testimony of Campbell and La Crosse residents. The exact dates have yet to be determined, he said.

After the hearing, Schmidtke said, he will issue a decision about whether Campbell's incorporation petition meets state requirements.

That decision goes to back to La Crosse County Circuit Judge Dennis Montabon. If the decision is yes, Montabon would order a referendum for Campbell residents to vote on incorporation. If residents

vote yes, the village would be created; if they vote no, Campbell would remain a town.

If the department's decision is no, Montabon would dismiss the case.

Schmidtke is new to Campbell's petition, replacing George Hall, the state's director of municipal boundary review. Hall is no longer participating in the case, said Pat Farley, administrator of the Division of Intergovernmental Relations.

Farley noted Hall was involved in trying to mediate an agreement between Campbell and La Crosse, which did not work out. He said Campbell's attorneys asked for someone else because of "the appearance of a conflict."

"He was replaced so everyone would feel comfortable," Farley said.

Schmidtke worked with Hall on incorporation issues starting in 1999 but has been staffing the state Land Council for the past two years.

Reid Magney can be reached at rmagney@lacrossetribune.com or (608) 791-8211.

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LA CROSSE Tribune

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Doyle has Campbell bill: La Crosse, town still negotiating boundary issues

By TOM SHEEHAN / Tribune Capital bureau

MADISON — Gov. Jim Doyle has until midnight Dec. 18 to decide if he'll sign a bill that would allow the town of Campbell in La Crosse County to become a village without state approval.

That's the deadline for Doyle to sign or veto Assembly Bill 85, which officially was sent to Doyle's office Thursday.

Doyle hasn't said what he'll do with the bill, but if he doesn't act, the proposal automatically becomes law after the deadline.

The governor won't rush as city of La Crosse and town officials try to work out differences over proposed annexation and incorporation efforts, said Dan Leistikow, a spokesman for Doyle.

"The governor won't act in the next couple of days and remains hopeful the two sides can come together before the 18th," Leistikow said.

Legislators also delayed sending the bill to the governor until the last possible moment allowed by law.

The bill, introduced by Rep. Mike Huebsch, R-West Salem, would change state law to allow the town board and voters to decide if the town should become a village.

The bill would create an exception for Campbell to a now-required state administrative review process.

Becoming a village would help protect the town from unwanted annexation attempts from the city. The bill also would help the town, also known as French Island, protect its cultural identity, supporters say.

The bill unnaturally restricts growth of the city, which is better suited to provide municipal services, however, city officials say.

Leaders of Campbell and

La Crosse have been negotiating their boundary issues since shortly after Nov. 11, when the state Senate passed the bill.

Town Chairman Dan Kapanke and La Crosse Mayor John Medinger have asked Doyle not to take any action until the latest

possible date, and have asked him to not even indicate his intentions regarding it.

After a closed meeting Thursday, Medinger said he is optimistic. "There seems to be a very supportive environment for a negotiated settlement," he said.

Asked if there is broad council support for a boundary agreement, he answered, "There is enough support."

The council went on record favoring a document, which now goes to Campbell, Medinger said. "It's a volley back and forth, dropping and adding."

If the two municipalities do not reach agreement, and Doyle vetoes the bill, the Department of Administration is scheduled to hear Campbell's incorporation petition Jan. 26-29.

Tribune reporter Joan Kent contributed to this article.

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12/15/03

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Campbell, La Crosse reach boundary agreement

By REID MAGNEY and JOAN KENT of the Tribune staff

La Crosse and town of Campbell leaders say they have reached a boundary agreement that will be presented to Campbell residents at a meeting tonight.

"The governments of both have approved an identical agreement," La Crosse Mayor John Medinger said Monday. "We are that close."

"We're going to reveal everything at the meeting," Campbell Town Chairman Dan Kapanke said. "The town board has endorsed this plan, this agreement, subject to input from the residents of Campbell. That's the purpose of the meeting (tonight), to put the cards on the table for them and receive input and answer questions they may have."

The two municipalities have been negotiating as a bill sits on Gov. Jim Doyle's desk that would allow Campbell to vote on becoming a village without state approval. He must decide whether to sign the bill by midnight Thursday.

Kapanke said it's unclear now whether Campbell residents will be asked to vote on the new border agreement. He said whether there's a vote depends on how residents react to the proposal.

"There's nothing cut and dried or black and white," he said. "We're going to test the waters, receive input from them."

The La Crosse Common Council approved a potential agreement in a closed session after its regular meeting last Thursday. The Campbell Town Board then had a special closed meeting on it last Friday.

Campbell has made several failed attempts to incorporate as a village since the 1960s. Incorporation into the village of French Island would shield it from annexation into the city of La Crosse, which is why the city has strongly opposed the move in the past.

Negotiations are much closer than they were in 1999, when the La Crosse council rejected a border agreement, Medinger said. "We are close to having white smoke coming out of the chimney," he said.

"The (town) board unanimously thinks it's a good thing for Campbell," Kapanke said. "Hopefully they (town residents) see it that way, too. If they don't, then we have to make additional provisions and look at different options, and we'll do that (Tuesday) night."

Asked about rumors the proposal involves Campbell ending its effort to become a village, Kapanke said:

"No matter what plan we put forward, there's going to be some people that disagree with it. ... It's the board's hope that once all the cards are on the table, we can agree that maybe it's not perfect, but it's the best thing for Campbell. And for La Crosse, too."

Medinger said he is going to tonight's Campbell meeting to assure residents that La Crosse will not go back on its word.

"There is some healthy mistrust directed to the city," he said. "I am going to tell (Campbell residents) that La Crosse's word is good. Their concern is that they could drop their incorporation petition and then we would back out. I want to assure them that won't happen."

Added Kapanke, "Both sides felt there were certain risks involved in going down the same path we had been on. So, maybe we'll try this new path, and maybe there's more security there. That's why we entered into the discussions and why the plan evolved."

Campbell meeting

What: Informational meeting for town residents on proposed boundary agreement

When: 7 p.m. today

Where: Days Inn on French Island, 101 Sky Harbour Drive.

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La Crosse-Campbell 21-year border plan unveiled

By JOAN KENT / Of the Tribune staff

Town of Campbell residents did not vote Tuesday on a proposed boundary agreement with the city of La Crosse.

But 21/2 hours into a public meeting, several residents admitted it might be the best deal they could get for now.

"Everyone who knows me knows I have wanted (Campbell) to be a village," said Barbara Ball, "but if I cannot have that, I would like to protect our borders."

"I believe it might be the best-case scenario," said Larry Otto, adding that he was opposed coming into the meeting.

Town leaders and their two attorneys assured the more than 250 residents who crowded into the Days Inn that the agreement protects French Island, the heart of the town, from annexations for 21 years.

"There are 1,260 towns in this state, and I bet they'd all like to have this," Town Chairman Dan Kapanke said. "The town of Shelby is going to be drooling when they see this, but they haven't put in the years of litigation that we did."

The decision to drop the town's incorporation effort after years of legal battles was not easy, Kapanke said.

"But realistically, I have to look at the glass half empty. If we are unsuccessful, what are going to tell our kids in 21 years, that we walked away from a sure thing? With the agreement, we will still be able to prepare to be a village, and our boundaries will be secure in the meantime."

Officials at the meeting added that the town's chances for incorporation — or that Gov. Jim Doyle would sign a bill allowing the town to incorporate without state approval — were uncertain.

La Crosse Mayor John Medinger gave the bill, which the governor must decide on by midnight Thursday, a 1 percent chance. And state Rep. Mike Huebsch, R-West Salem, who authored the bill, said, "I agree its chances are not 50-50. You need to make a decision on the real possibility that the governor will veto that legislation."

Medinger and La Crosse Common Council President Mark Johnsrud assured residents the council would continue to support the agreement, and the city would honor the stipulation that the town retain four

square miles, the land necessary to incorporate as a village.

Despite the assurances, some Campbell residents said they don't trust the city.

"The bird in hand is worth two in the bush," said Doug Olson. "But if they turn around and turn this down, can we sue them for damages?"

Several spoke against the deal as the meeting opened, one calling it submission rather than compromise. Bob Wolfert said he could live with it more easily if La Crosse would agree not to challenge an incorporation after the 21 years, but Johnsrud said the council would have considered that a deal-breaker.

Some asked why water service was not part of the agreement. Answered Kapanke, "We could not put a gun to La Crosse's head to get water without annexation,"

Residents also grilled the city representatives. "I appreciate your politeness and your passion, and the fact that it's not vegetable-growing season," Medinger said as he left, noting that not one tomato was thrown.

The board plans to hold another meeting to consider the agreement further, Kapanke said.

The border pact details

La Crosse could annex properties on Hiawatha Island but not on the main French Island in the town of Campbell under a proposed boundary agreement with La Crosse.

The agreement calls for Campbell to drop its incorporation attempt. In addition, La Crosse would not be obligated to provide any services to the town without annexation. Some La Crosse leaders have adamantly opposed the city providing water without annexation, and some Campbell residents have opposed city water if they would be obligated to hook up to it.

Under an earlier proposed boundary agreement, rejected by the La Crosse Common Council in October 1999, Campbell residents would have bought water from La Crosse at city usage rates plus a 25 percent surcharge. The town would have constructed the water distribution system.

This new agreement would be for 21 years through Jan. 1, 2025. The terms:

Campbell would retain four square miles, enforceable by the circuit court.

Litigation of all annexations would be dismissed immediately.

La Crosse could accept any voluntary annexation on Hiawatha Island, and Campbell could not contest those annexations.

La Crosse could not accept or approve any annexation requests from property owners in other areas of the town of Campbell, except those the Federal Aviation Authority deems necessary for safe airport operations.

Campbell would dismiss any incorporation attempt and not endorse or financially support any further attempt.

La Crosse would not be obligated to provide any services to the town.

Campbell could seek incorporation after June 30, 2024, and the city could contest any incorporation.

The agreement differs from the earlier one in several respects. It does not include any joint economic development, while the 1999 agreement would have required the city and town to share revenue from an economic development zone.

The earlier agreement also called for Hiawatha Island to eventually go to the city and for the town to retain four square miles, the amount required to incorporate.

Joan Kent can be reached at (608) 791-8221 or jkent@lacrossetribune.com

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Representative Mike Huebsch

Vice-Chair Joint Committee on Finance

FOR IMMEDIATE RELEASE

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November 18, 2003

HUEBSCH DEFENDS CAMPBELL FROM SENATOR'S PETTY PARTISAN ATTACKS

Apparently, Senator Jon Erpenbach (D-Middleton), the Democratic leader in the State Senate, had his partisan blinders on yesterday on the Senate floor that he couldn't see the busload of residents from the town of Campbell who took the day off, made arrangements and came down to the State Capitol to make their voices heard. One can only assume his opposition to a bill that gives a community the right to decide its own future is based more on his partisan ties to the Democrat mayor of La Crosse than it has to do with public policy.

This is reinforced when you consider Senator Erpenbach's support of a 2002 Senate Democratic budget amendment which allowed the city of Madison to go around state law and consume a neighboring town without a public vote of the people who live there.

On the ceiling in the Governor's conference room, there are the words "the will of the people is the law of the land." Senator Erpenbach would do well to look up and read that someday. He would also have done himself a favor by looking up in the gallery of the State Senate yesterday to see all of the people from the town of Campbell who came down or the 1800 people who put their name on a petition to push for the right to determine their own future and the future of the community they love so much.

It's a shame that Senator Erpenbach, who did not debate the bill's merits a single time on the floor of the state Senate, would take a shot at the fine people of a fellow Senator's district. His statement in which he erroneously contends that Assembly Bill 85 makes the town of Campbell a village, calls into question whether or not the Senator even bothered to read the bill. It's clear he turned a deaf ear to the plight of a community. It is yet another example of the decline in civility that has occurred with the minority party in the State Senate.

I believe Governor Doyle will rise above the partisan attacks in the State Senate and judge the bill on its merits. I know that the people of Campbell are already calling and writing the governor to ask for his support.

###

I support this bill because:

- Resolution to a contentious issue
- Town of Campbell wishes to incorporate
- Unique situation
 - Surrounded by water
 - Provides services like village
 - Supported by several other area municipalities
 - Process gone on over 7 years
 - Border agreement reached but rejected by LaCrosse Common Council
 - Fiscal estimate by city shows no economic benefit to annexing Campbell
 - Cost hundreds of thousands of dollars to town alone
 - Some Campbell residents have changed address 4-5 times – without ever moving
- Campbell victim of broken process

Why now?

- Dwindled to just over 4 square miles
- Town needs to be able to plan for future
- Determination delayed indefinitely
 - Hearing has been delayed until January due to notification mistake by DOA
 - If Campbell wins annexation appeal, will need to start over with new petition

Gilbert, Melissa

From: Vick, Hannah
Sent: Thursday, November 06, 2003 4:29 PM
To: Gilbert, Melissa; Mnuk, Katie
Subject: FW: Assembly Bill 85

-----Original Message-----

From: ROBERT CUPP [mailto:Rcupp1@msn.com]
Sent: Thursday, November 06, 2003 3:49 PM
To: sen.brown@legis.state.wi.us; sen.zien@legis.state.wi
Subject: Assembly Bill 85

I want to thank you Senators for supporting us in our efforts to become a village. As indicated yesterday we have been working on this for the past 7 years. Its legislators like yourselves who can the the flaws in the system and attempt to fix the problem for all citizens of WI. Again thanks for your help and support. Robert L. Cupp 1417 LaCrescent St LaCrosse(French Island) WI 54603.

Gilbert, Melissa

From: Vick, Hannah
Sent: Wednesday, October 22, 2003 11:22 AM
To: Gilbert, Melissa
Subject: FW: AB-85 Village of Campbell

Just FYL..

-----Original Message-----

From: Houlem@aol.com [mailto:Houlem@aol.com]
Sent: Wednesday, October 22, 2003 11:04 AM
To: sen.brown@legis.state.wi.us; sen.zien@legis.state.wi.us; sen.fitzgerald@legis.state.wi.us;
sen.wirch@legis.state.wi.us; sen.breske@legis.state.wi.us
Subject: AB-85 Village of Campbell

Senator Brown, chairperson
Senator Zien
Senator S. Fitzgerald
Senator Wirch
Senator Breske

My appeal for allowing the Town of Campbell to become the Village of French Island is simple.

The people of the Town of Campbell voted overwhelmingly to Incorporate.

The City of LaCrosse can delay the Town of Campbell incorporation indefinitely based upon the archaic rules for Incorporation in place today. The residents of the Town of Campbell face a major financial decisions, but we cannot act, because the City of LaCrosse can delay the final decision on incorporation indefinitely.

Please help our community to resolve the incorporation question as soon as possible, so we can get on with our lives.

Thank you,

* Mike Houle * houlem@aol.com * La Crosse WI * USA *

It's great to be *alive* as the birds of autumn begin their colorful southward migration.



The Brookings Institution

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Bruce Katz, Director

**“Metropolitan Governance for a Changing Economy”
Remarks Prepared for the Michigan Future Forum
Crystal Mountain, September 11, 2003**

Introduction

Thank you for the invitation to speak today. It is a pleasure to return to the Michigan Future Forum, particularly with my close friend and colleague, Myron Orfield.

It is also a pleasure to come back to Michigan, particularly at this time of the year.

But I think now is a particularly good time to be in the state to discuss issues around regional growth, competitiveness and governance.

It's a good time to be here because of the difficult economic and fiscal environment in this state and across the country. Now more than ever, the imperative of controlling costs is making the reform of uncontrolled, unplanned and wasteful growth patterns unavoidable. In short, bad times turn out to be precisely the right time to tackle thorny issues of land use, infrastructure, urban vitality and fragmented governance.

It's also a good time to talk about these issues because of the bipartisan effort and energy that went into the preparation of the final report by the Michigan Land Use Leadership Council. I commend the Council for conducting an open and inclusive and extensive process in a very short time period. I also commend Governor Granholm and the state legislative leaders for their efforts in forming the Council.

If the Council's work is taken seriously, Michigan could be on the cusp of charting a very different course of economic growth and fiscal responsibility in the future.

I want to make three major points today.

The first point is that there is a fundamental disconnect between how we live and work in America and how we govern. That disconnect is very apparent in the state of Michigan where a tradition of home rule and localism continues amid broader patterns of population and employment decentralization.

The second point is that this disconnect has significant consequences. The mismatch between governance and the economy undermines the competitiveness of places, raises the cost of doing business and delivering services and exacerbates sprawling development trends as well as patterns of racial and class separation.

The final point is that change is possible and is already occurring. I will give five examples of things the state and its regions can do to advance regional collaboration, some of which emanate from the Land Use Leadership Council, all of which I think are politically feasible.

Let Me Start by Defining the Growing Disconnect Between the Metropolitan Nature of Economic Change and State/Local Governance

Brookings has spent the past two years examining the results of the 2000 census. What we have discovered is a nation undergoing a period of dynamic, even volatile change.

Our research shows that, first and foremost, metropolitan areas are literally where America lives. Not only do eight out of ten people in the US now reside in the nearly 300 federally defined metro areas, but these crucial places drive the economy. Together, these regions produce more than 85 percent of the nation's economic output and generate 84 percent of America's jobs. More and more these areas are where the business of American life gets carried out. They are, in short, the new competitive units in the global economy.

Our research also shows that the decentralization of economic and residential life, not the renewal of core cities and central downtowns, remains the dominant growth pattern in the United States.

From 1990 to 2000, the rate of population growth for suburbs was twice that of central cities – 8.8 percent versus 17 percent. Suburban growth outpaced city growth irrespective of whether a city's population was falling like Hartford or staying stable like Des Moines or rising rapidly like Denver.

Percentage growth only tells part of the story. The city of Grand Rapids, for example, grew by a healthy 4.6 percent during the 1990s or 8600 people; yet its metropolitan area grew by 16.1 percent or over 150,000 people. The city of Ann Arbor grew by 4 percent or 4400 people; yet its metropolitan area grew by 18.1 percent and added over 88,000 people. The city of Detroit, by contrast, continued its long slide, declining by 7.5 percent or over 76,000 people; yet its metropolitan area grew by 4.1 percent and added almost 175,000 people.

As people go, so do jobs. That is a nice cliché; it is actually true.

The suburbs now dominate employment growth and are no longer just bedroom communities for workers commuting to traditional downtowns. Rather, they are

now strong employment centers serving a variety of functions in their regional economies. The American economy is rapidly becoming an exit ramp economy, with office, commercial and retail facilities increasingly located along suburban freeways.

A new spatial geography of work and opportunity has emerged in metro America. Across the largest 100 metro areas, on average, only 22 percent of people work within three miles of the city center and a third of the jobs are located more than 10 miles away from the central business district

Detroit, not surprisingly, stands out as one of the most radically decentralized economies in the United States. Incredibly, only 22 percent of jobs in the Detroit metro are located within 10 miles of the central business district. Only five percent of the jobs in the Detroit metropolis are located within three miles of the CBD.

The shifting patterns of population and jobs in America have created a “new metropolitan reality”.

People live in one municipality, work in another, go to church or the doctor’s office or the movies in yet another.

Labor and housing markets are metropolitan wide. Supplier and distribution networks are metro-wide and beyond.

Cities and suburbs are clearly interdependent; the healthier the city, the healthier the suburbs.

Morning traffic reports describe pileups and traffic jams that stretch across a metropolitan area.

Opera companies and sports teams pull people from throughout a region.

Air or water pollution affects an entire region, because pollutants, carbon monoxide and runoff recognize no city or suburban or county boundaries.

Even homeland security is a metropolitan concern since transportation hubs – ports, airports, railways – clearly serve broad areas.

The bottomline: the challenges in metropolitan America cross many issues and policies, departments and disciplines.

Yet, whereas markets, and more importantly lives, operate in a metropolitan context, government clearly does not.

The culture of government still tends to be insular and prizes specialization and so-called “expertise”. So transportation decisions by traffic engineers are made in isolation from the communities they affect. And decisions on integrated issues like housing and land use and economic development and infrastructure are all made separately by separate bureaucracies and different levels of government.

Meanwhile, our local government structures cling to boundaries more suited to an eighteenth century township than to a 21st century metropolis.

As the Michigan Land Use Council rightly pointed out, Michigan has a long history of localism and home rule.

Michigan has over 1,850 counties, cities, villages and townships empowered to plan and zone. In addition, there are dozens of special public entities authorized to plan and use land that act independently of counties, cities, villages and townships.

The Metro Triplex region in West Michigan, for example, comprises all or part of 100 units of government – including 68 townships, 38 cities, towns or villages and the four counties of Kent, Ottawa, Muskegon and Allegan.

The Detroit metropolis has an incredible 365 local governments.

The proliferation of local governments only scratches the surface of the intense localism practiced in the state of Michigan.

In any given metropolis, governmental programs and policies are administered by a dizzying array of highly local entities.

Federal workforce programs, for example, are generally administered by local and county workforce investment boards.

The administration of federal housing programs is even more parochial. In the Detroit metropolitan area, for example, thirty one public housing agencies administer separate voucher programs.

Outside government, the tradition of localism is arguably even worse. Many nonprofit intermediaries, for example, remain highly neighborhood oriented.

Community development corporations generally focus on building housing within small neighborhoods.

Community development finance institutions generally focus on lending within low-income neighborhoods.

In short, few nonprofit organizations – including civic institutions -- take the big regional picture.

There are clearly benefits to such intense localism – particularly in tying citizens closer to government.

Yet the disconnect between how we live and work and how we govern has serious consequences for the longer sustainability and success of our metropolitan areas, the engines of our economy.

Here's what our research is showing.

First, fragmentation keeps governments weak. With the landscape chopped into 1,850 municipalities, hundreds of Michigan's governments remain tiny, nearly amateur concerns unequal to the widening challenges of suburbanization, revitalization and economic development.

Michigan's governance remains what David Rusk has called a "crazy quilt of little box governments and limited horizons". In geographical terms, Michigan's little boxes ensure that in almost every region scores of archaic boundaries artificially divide regions that otherwise represent single, interrelated social, economic and environmental communities. Such divisions will always complicate efforts to carry out cross boundary visioning, plan cooperatively or coordinate decision making across large areas.

At the same time, little boxes bring limited horizons in more practical terms. With the vast majority of municipalities essentially small towns, many if not most retain limited tax bases and struggle to provide even the most basic services.

Michigan's little boxes create a problem of scale in short. More and more, the geographical reach of Michigan's challenges exceeds the reach and capacity of its governmental machinery.

Second, fragmentation exacerbates sprawl and decentralization. Research shows that increased fragmentation resulted in decreased shares of office space for central business districts, less centrality, longer commuting times, more edge cities and more sprawl.

In this connection, fragmentation not only inhibits coordinated planning to manage growth but spawns a sprawl inducing competition among the states multiple jurisdictions for desirable commercial, industrial and residential tax base. I know that Myron Orfield will talk about this intense tax competition at greater length.

Third, fragmentation increases the cost of government. This follows from the simple fact that political fragmentation often leads competing jurisdictions to duplicate infrastructure, staffing and services that could otherwise be provided more cost effectively.

Fourth, fragmentation facilitates segregation by race, class and ethnicity. This leads to a spatial mismatch between jobs and workers as economies decentralize and minority

workers and poor workers remain concentrated in places -- central cities, older suburbs -- far from areas of growing employment.

Finally, and this may be the most important finding, sophisticated new research concludes that metropolitan fragmentation exerts a statistically significant negative impact on competitiveness and weakens long-term regional economic performance.

This is partly because decentralization is weakening the downtown cores that attract young workers and foster greater access to idea and technologies. Lets be frank. Michigan lacks the "cool", bustling urban cores that attract and retain talented knowledge workers. Not surprisingly, the state is experiencing a brain drain of its best and brightest to metro areas that have strong and vital cities -- Chicago, Minneapolis-St. Paul, Seattle, and Boston.

The negative impact on competitiveness is also due to the fact that Michigan's jurisdictions are spending their time competing against each other rather than working together to compete in the world economy. As Jerry Paytas of Carnegie Mellon University soundly argues:

"How well a region organizes and utilizes its assets and resources is the key to its ability to compete and to respond to change. Long term competitiveness requires flexibility and fragmented regions are less likely to mobilize the consensus for change. Fragmented regions divide the regional constituency, offering opponents of change more opportunities, forums and even institutional support to resist change. Unification encourages serving the regional constituency rather than parochial interests."

The implication is troubling: Michigan's fractured regions compete for growth and jobs at a deficit.

So Where Does Michigan Go From Here?

After decades of mostly academic research and debate, there is a clear rebirth of interest in metropolitan governance.

This rebirth of interest has been prompted, in part, by federal action. For example, the federal government has begun to recognize that issues that cross jurisdictional borders -- transportation, air quality -- need cross-jurisdictional solutions and entities that bring together representatives from all places to design and implement such solutions. To this end, the federal government devolved greater responsibility for transportation decision making to metropolitan entities in the so-called ISTEA and TEA-21 laws.

At the local level, there is clear evidence that the American metropolitan areas are experimenting with new forms of governance. There has been, for example, a renewed spate of city/county consolidations. Earlier the year the city of Louisville merged with Jefferson County, Kentucky to create a new Greater Louisville. Over night, Louisville catapulted from being the 64th largest city in the United States to the 16th. More

importantly, the new regional mayor has taken giant steps to consolidate duplicative city and county services and the regional corporate community is using the consolidation to market Louisville as an affordable and efficient place to do business.

Even at the private sector level, we have seen a slow but steady increase in workforce and housing and other intermediaries that think and act across borders.

So what should Michigan do to recognize the primacy of metropolitan areas in our changing economy and better align the geography of decision making on transportation, housing and other issues with the geography of regional economies, commuting patterns, and social reality.

Or, more precisely, what CAN Michigan do to achieve these objectives given its history of intense localism and local control.

Lets be real. It is unlikely -- at the outset -- that Michigan's cities and counties will go the route of Louisville and consolidate.

Yet there are steps way short of merger and consolidation which are meaningful and worth doing and, more importantly, politically feasible.

First, Michigan must change its culture of governance. Governing is too important to be left to government alone. Michigan needs to find ways in which government can make decisions on critical cross-jurisdictional issues like transportation in concert with corporate, civic and community leaders. This will require tough legislative and administrative reforms. For example, the state department of transportation must change its insular way of doing business. The department should reform its governing structure to include political, business and citizen representation from every metro area in the state and substantially expand citizen participation in the development of transportation plans.

Second, Michigan should bolster the capacity and responsibilities of its existing regional organizations. Michigan has currently created 14 planning and development regions and recognizes them for various state activities. But since the early 1980s the state has failed to establish program requirements or uniform funding for regional land use planning.

Clearly the state can and must do better. The Michigan Land Use Leadership Council, for example, has recommended that "the legislature consider amending the regional planning act to establish clearer requirements for regional planning commissions and to encourage changes in the boundaries of Michigan's 14 planning and development regions to make them more effective." That is a good start and the legislature should act on the recommendation.

The Council has also recommended that Michigan support the collection and dissemination of data and information at the regional level as well as expand the development and implementation of regional plans. The Council specifically recommended that the state contribute funding to regional planning commissions to

prepare general regional land use plans as well as plans on such issues as resource management, environmental protection, affordable housing, economic development and emergency preparedness.

Third, Michigan could particularly strengthen the metropolitan governance of transportation. Federal transportation programs return more money to state and local governments than any other federal initiative involving physical infrastructure, and do as much as any cluster of programs to influence the spatial form and social fabric of our cities and suburbs.

Fortunately, federal laws have begun to devolve more powers to metropolitan planning organizations. But these organizations are still fledgling and need to mature. The state needs to strengthen the metropolitan planning organizations. By giving them more power. By building their capacity. By giving them greater flexibility. By giving them more support.

Even with further reform, state departments of transportation will continue to oversee the largest share of federal transportation resources. For that reasons, it is critical that statewide transportation policies and practices strengthen metro economies and respond adequately to metropolitan transportation challenges.

To this end, the state DOT should allocate transportation resources in a manner that is consistent with objective needs and reflects the proportional contribution of gas tax revenues from different parts of the state.

This is a critical piece. Brookings research shows that many states continue to penalize metropolitan areas in the allocation of transportation funds. In Ohio, for example, rural counties receive much higher distributions of transportation funds than do suburban and urban counties when allocations are compared to indicators of need such as population, vehicle registrations, vehicle miles traveled and retail sales at gasoline stations.

The bottom line is that metro areas need a fair shake at transportation dollars if they are going to remain competitive.

Fourth, Michigan could promote regional cooperation on issues that clearly have multijurisdictional impacts through funding incentives and changes in program design. Again, the Land Use Leadership Council has an excellent recommendation:

“The state should require communities that are applying for grants on projects that have multijurisdictional impacts to collaborate with each other to develop integrated regional or multiauthority plans and policies as a requirement for county, state and federal government transportation, infrastructure and land acquisition activities.”

Finally corporate and civic leaders – perhaps with help from state and local government – could create institutions that not only think regionally but act in a regional context.

What kind of institutions am I talking about?

For a start, labor market intermediaries that act as bridges between neighborhoods of low income workers and employment clusters, wherever they are. That will entail identifying employers, suburban or urban, that have the right kinds of jobs for neighborhood workers; tailoring skills training efforts to the needs of employers; and working with local government and others on alternative transportation strategies and necessary work supports like child care.

How about regional housing corporations that not only produce affordable housing in areas of fast growing employment but also act as a source of regional intelligence on the growing mismatch between jobs and housing and the impact of that mismatch on firm performance?

We need, in short, to grow regional intermediaries that are nimble and entrepreneurial and act as advocates and catalysts for metropolitan change.

Conclusion

I don't pretend that these recommendations alone will change the world and resolve the pressing economic and fiscal challenges facing this state. The bottom line is that even with these changes, localism will still reign supreme in Michigan.

And there are thorny issues with metropolitan governance. What are the rules for working together at the metropolitan level? Who decides these rules? Is every place in a metropolitan area treated equally? Or are population centers given greater voting powers?

And fragmented governance is only part of the problem. As the Land Use Leadership Council correctly points out, Michigan needs to change the "rules of the development game" that currently facilitate sprawl and decentralization. The state needs to be more focused and strategic in its allocation of state resources – giving priority, first and foremost, to commerce centers in the state. The state also needs to invest more in competitive assets like transit and remove regulatory barriers to urban revitalization. Clearly, changing the rules of the development game is as if not more important than governance reform.

But these recommendations for governance reform are critical. They are necessary to help this state better match the geography of governance to the new metropolitan reality of population and employment decentralization. They are necessary to inculcate in this state a new culture of multi-municipal collaboration and metropolitan governance. The long-term benefits of this shift in thinking could be substantial – fiscally, economically, socially, environmentally. Reforms in this area will not be easy – but they are worthy of

debate and particularly worthy of the sustained attention and focus of Michigan's business and legislative leadership.



Mark Meyer

State Senator • 32nd Senate District

November 5, 2003

Chairman Norm Stoker
139 W 5th St
Black River Falls, WI 54615

Dear Chairman Stoker:

It has come to my attention recently that the Town of Brockway is currently in the process of becoming a Village.

You may be interested to know that Senator Ron Brown (R-Eau Claire) passed a bill out of his committee today that would allow the Town of Campbell to skip the current incorporation process to become a village. It would seem to reason that if he is willing to pass a bill for a town in La Crosse County that he would certainly be likely to draft a bill to help a township in his own district incorporate also.

If you have any further questions about this, I would urge you to contact Senator Brown's office at 608.266.8546.

Sincerely,

Mark Meyer
State Senator
32nd Senate District





WISCONSIN STATE REPRESENTATIVE
Jennifer Shilling
95TH ASSEMBLY DISTRICT

TO: Senate Committee on Homeland Security, Veterans and Military Affairs
and Government Reform
FROM: Rep. Jennifer Shilling
RE: Opposition to Assembly Bill 85
DATE: November 5, 2003

As the Representative from the City of La Crosse, I would like to register my opposition to Assembly Bill 85, a provision to allow the Town of Campbell to incorporate without the review of the Department of Administration. I believe that this bill is a step away from the collaborative efforts between local governments that we, in the State Legislature, have been working to establish and creates the improper precedent of legislating by exception.

With three prior unsuccessful bids for incorporation, the Town of Campbell is engaged in its forth petition for incorporation. The town, which consists of only two square miles of dry land, has experienced annexation from many of the bordering communities and now has irregular boundaries on all sides because of this annexation.

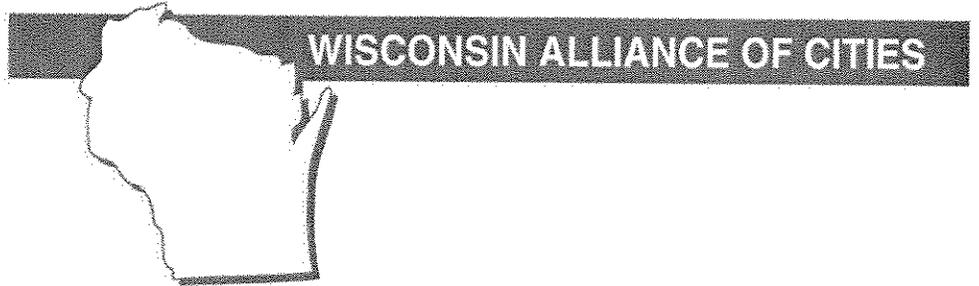
While I understand that Campbell would like to stave off encroaching annexation, there is currently an established process through the Department of Administration for incorporation. If there is concern that this incorporation process is flawed then the situation should be corrected through legislation that applies to all Wisconsin municipalities.

It may be argued that the Town of Hobart has already benefited from this special treatment by its incorporation as a village in last session's budget. Hobart, however, was able to come to consensus with the surrounding communities of Brown County. Through this collaborative process, the Town of Hobart was able to achieve its goal of becoming a Village.

Unfortunately, the Town of Campbell and the City of La Crosse do not enjoy this sort of relationship. This annexation process has been contested by the City of La Crosse for years, and the Legislature should not be in the business of playing favorites. Allowing for this sort of end run legislation has already affected these communities ability to collaborate on various projects, and will damage future negotiations.

Campbell is just one town out 1,263 in the State of Wisconsin. In State Government, it should be our focus to craft legislation that impacts all these communities, not just one. Based on the lack of merit of this bill, I respectfully ask you to oppose Assembly Bill 85.





NOV 11 2003

To: Honorable Members of the Wisconsin State Senate

From: Curt Witynski, Assistant Director, League of Wisconsin Municipalities
Ed Huck, Executive Director, Wisconsin Alliance of Cities

Date: November 10, 2003

Re: **Opposition to AB 85, Special Legislation Relating to the Incorporation of the Town of Campbell**

The League of Wisconsin Municipalities and the Wisconsin Alliance of Cities oppose Assembly Bill 85, relating to the incorporation of the Town of Campbell in La Crosse County as a village. We urge you to vote against the bill. AB 85 would allow the Town of Campbell, which abuts the City of La Crosse, to incorporate as a village if its residents pass a referendum. The town has been unable to meet the incorporation standards set out in current law. Property owners in the town have attempted to annex to the City of La Crosse in the past. The town has challenged such annexation attempts in court.

Enactment of this special legislation would establish a bad precedent. Many towns in similar situations and desirous of protecting their borders would flood the legislature with requests for the same treatment. We urge you to rely on the process for municipal incorporation that is currently in place in this state and not create special exceptions.

Recently, both the Senate and the Assembly passed AB 130, a bill supported by the League, the Alliance, and the Towns Association, which creates an easier process for a town and a city or village to consolidate. AB 130 offers a better alternative for cooperatively resolving territorial disputes over the long-term than special legislation like AB 85.

Please vote "no" on AB 85. Thanks for considering our comments on this legislation of concern to municipalities.



CITY PLANNING DEPARTMENT

CITY OF LA CROSSE, WISCONSIN

November 13, 2003

State Senator Mark Meyer
State Capital
PO Box 7882
Madison, WI 53707-7883

Dear Senator Meyer,

I concur with City of La Crosse Attorney Pat Houlihan's letter of November 12, 2003. As I testified before the Senate Committee last week, it is my opinion that the proposal by Senator Brown and Representative Huebsch would politicize the incorporation process. On the surface it would appear that having two representatives from the Township Association, one representative from the League of Wisconsin Municipalities, and one representative from the Wisconsin Alliance of Cities provides a balanced approach. However, having a political appointee as the likely swing vote in such a system could affect the outcome of incorporations.

While reform may be necessary in the incorporation process, in my opinion the make up of the proposed Incorporation Commission would not enable an objective process of whether incorporation criteria are met.

Thank you for the opportunity to comment.

Sincerely,


Lawrence J. Kirch, Director
La Crosse City Planning Dept.

cc: Governor James Doyle
Representative Jennifer Shilling
Representative Michael Huebsch
State Senator Ron Brown
Mayor John D. Medinger
Council President Mark Johnsrud
Pat Houlihan, City Attorney
Ed Huck – Wisconsin Alliance of Cities
Curt Witinski – League of Wisconsin Municipalities
George Smith
Robert Swanson
Larry Denison
Dick Graw
Mel Jarchow

Vote Record
Committee on Homeland Security, Veterans and Military Affairs and Government Reform

Date: 11/5/03

Moved by: Quinn

Seconded by: Fitzgerald

AB 85 SB _____ Clearinghouse Rule _____
 AJR _____ SJR _____ Appointment _____
 AR _____ SR _____ Other _____

A/S Amdt _____
 A/S Amdt _____ to A/S Amdt _____
 A/S Sub Amdt _____
 A/S Amdt _____ to A/S Sub Amdt _____
 A/S Amdt _____ to A/S Amdt _____ to A/S Sub Amdt _____

Be recommended for:

- Passage Adoption Confirmation Concurrence Indefinite Postponement
 Introduction Rejection Tabling Nonconcurrence

<u>Committee Member</u>	<u>Aye</u>	<u>No</u>	<u>Absent</u>	<u>Not Voting</u>
Senator Ronald Brown, Chair	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Senator David Zien	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Senator Scott Fitzgerald	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Senator Robert Wirch	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Senator Roger Breske	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Totals:	<u>3</u>	<u>0</u>	<u>0</u>	<u>0</u>

Motion Carried

Motion Failed

