



TOWN OF  
**Campbell**  
WISCONSIN

DETERMINATION OF THE INCORPORATION REVIEW BOARD

MARCH 27, 2026

In Re:

THE INCORPORATION OF THE TOWN OF CAMPBELL,  
LA CROSSE COUNTY, WISCONSIN AS  
THE VILLAGE OF FRENCH ISLAND

Case 2024CV000646

Mary Jo Werner, Representative of the Petitioners

Ralph Thoren, Alternate Representative of the Petitioners



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## NOTICE OF RIGHT TO APPEAL

This Notice sets forth the requirements and procedures for obtaining review for those persons who wish to obtain review of the attached decision of the Board. Per s. 66.0209 (2), Wis. Stats., decisions of the Board are subject to judicial review under s. 227.52. Per s. 227.53 any person aggrieved by a decision of the Board is entitled to review. Per s. 227.53 (1) (a) 1., proceedings for review are instituted by serving a petition therefor upon the agency, either personally or by certified mail, and by filing the petition in the office of the clerk of the circuit court for the county where the judicial review proceedings are to be held. Per s. 227.53 (1) (a) 2m., an appeal must be filed within 30 days after mailing of the decision by the agency. Per s. 227.53 (1) (b), the petition shall state the nature of the petitioner's interest, the facts showing that petitioner is a person aggrieved by the decision, and the grounds specified in s. 227.57 upon which petitioner contends that the decision should be reversed or modified. Any petition for judicial review shall name the Incorporation Review Board as the Respondent. Petitions for review should be served on the Chairperson of the Board. The address for service is:

c/o Municipal Boundary Review  
101 East Wilson Street, 2nd Floor  
PO Box 1645  
Madison, WI 53701

Persons desiring to file for judicial review are advised to closely examine all provisions of Wis. Stat. ss. 227.52, 227.53 and 227.57 to ensure strict compliance with all requirements. The summary of appeal rights in this notice shall not be relied upon as a substitute for the careful review of all applicable statutes, nor shall it be relied upon as a substitute for obtaining the assistance of legal counsel.

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## EXECUTIVE SUMMARY

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This document constitutes the Findings and Determination of the Incorporation Review Board on the petition that was filed by residents of the Town of Campbell to incorporate as the Village of French Island. The determinations found in this document are based on the factual information presented in the incorporation petition documentation that was submitted to the Department and attached to this document in APPENDIX B.

The Town of Campbell is shown on MAP 1 in APPENDIX B, while MAP 2 shows Campbell in relation to its location within La Crosse County. The entire Town of Campbell is proposed to be a village and includes approximately 12.88 square miles of territory and approximately 4,500 residents.

The Town of Campbell occupies approximately 12.88 square miles and is geographically defined by the Mississippi River, the Black River, and Lake Onalaska. These natural water boundaries create a clearly delineated island community that is physically distinct from surrounding municipalities. The petition seeks to incorporate the entirety of the Town's existing territory. The proposed village includes approximately 4,500 residents and a fully developed land-use pattern consisting of residential neighborhoods, commercial corridors, industrial operations, institutional uses, and public facilities. French Island functions today as a mature, urbanized community. The Town provides a full suite of municipal services—including police, fire/EMS, public works, parks, zoning administration, and a sanitary sewer district—consistent with the level of service typically offered by incorporated villages. The Town and its engineering consultants are actively planning a municipal water system to address groundwater contamination and long-term public health needs. Incorporation would provide access to financing tools and grant opportunities necessary to complete this system.

The community exhibits a strong and cohesive identity. Residents consistently identify with “French Island” as a distinct place, supported by neighborhood parks, civic organizations, churches, schools, and a wide range of social and recreational activities. Commercial and industrial activity is concentrated in well-defined corridors, including the I-90/County B interchange, the Sky Harbour commercial area, and the river-based industrial district. These centers provide employment, shopping, and services for residents and contribute to a stable tax base.

Campbell's incorporation process began following the expiration of its longstanding boundary agreement with the City of La Crosse on December 31, 2024. With the agreement's prohibition on incorporation lifted, residents and Town officials initiated a communitywide effort to circulate an incorporation petition. Nearly 900 signatures were collected, and the petition was filed with the La Crosse County Circuit Court on April 29, 2025. The Court found the petition compliant with the minimum statutory requirements of s. 66.0205, Wis. Stats., and referred it to the Department of Administration for review under s. 66.0207, Wis. Stats.

As part of its review, the Board held a public informational meeting on February 3, 2026, to hear from staff, petitioners, intervenors, and residents. A second meeting will be held to consider the draft determination and make a final recommendation to the Chair.

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Campbell's incorporation process began with a newspaper notice indicating Petitioners' intent to circulate an incorporation petition. After gathering sufficient signatures, a court hearing on the petition was held in La Crosse County Circuit Court on April 29, 2025, where the petition was found to have met the minimum area and population standards required by s. 66.0205, Wis. Stats. Representatives for the City of La Crosse appeared in opposition to the petition.

On October 1, 2025, Petitioners submitted their incorporation review fee and supporting information to the Department of Administration which commenced the Incorporation Review Board's 180-day review period.

As part of its review, the Board held a public hearing on December 03, 2025, to hear from Petitioners, residents, and others. The Board also held meetings on February 03 and March 19, 2026, to discuss and analyze how the petition relates to the statutory standards.

In reviewing incorporation petitions, the Board has three statutory options for action, according to s. 66.0203(9)(e), Wis. Stats. The Board may determine:

- 1) The petition as submitted is dismissed.
- 2) The petition as submitted is granted, or
- 3) The petition as submitted is dismissed with a recommendation that a new petition be submitted to include more or less territory as specified in the Board's findings and determination.

This determination is organized into six sections, a section for each of the Board's statutory public interest standards in s. 66.0207, Wis. Stats.:

1). Characteristics of the Territory – Met

The proposed village is compact and homogeneous, with clear natural boundaries, a cohesive development pattern, strong community identity, and established municipal services. Factors include natural boundaries, the transportation network, employment, business, social and recreational opportunities, population distribution, and land use patterns.

2). Territory Beyond the Core – Met

The vast majority of land outside the core is undevelopable due to water, wetlands, floodplain, and federally protected refuge lands. These natural constraints qualify for the statutory waiver, and the remaining developable areas are already urbanized.

3). Tax Revenue – Met

This standard ensures that the proposed village has the capacity to raise sufficient tax revenue to function as a village without unduly burdening residents. The Town maintains a stable tax base, diversified revenues, and a full suite of municipal services. The proposed village budget is reasonable and sustainable, and the tax rate compares favorably with similar municipalities. Factors considered include the proposed village's equalized value, current debt, the

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proposed budget, and the proposed tax rate. The Board finds that this standard is met.

4). Level of Services – Met

The proposed Village of French Island already provides a full suite of municipal services—police, fire/EMS, public works, parks, zoning, and sanitary sewer—at levels consistent with incorporated municipalities, demonstrating its capacity to meet residents’ service needs upon incorporation. Although the City of La Crosse filed a resolution offering to annex and provide services, the Board finds that Campbell can deliver the desired level of services independently, and therefore the Level of Services standard is met.

5). Impact on the Remainder of the Town – Not Applicable.

This standard does not apply to this petition because there is no proposed Town of Campbell remaining after incorporation. Instead, upon incorporation the entire Town of Campbell would become the Village of French Island.

6). Impact on the Metropolitan Community – Met

This standard requires the Board to make an express finding that the proposed incorporation will not substantially hinder the solution of governmental problems affecting the metropolitan community. Incorporation will not hinder the delivery of governmental services within the metropolitan area. Campbell has numerous intergovernmental agreements with its neighbors to provide services and collaborate with tourism and economic development. Existing intergovernmental agreements will remain in place, and incorporation may enhance regional coordination on water quality, transportation, and public safety.

Having found that the petition meets all five of the applicable statutory standards in s. 66.0207, Wis. Stats., the Incorporation Review Board finds that the petition is granted.

The Board thanks Petitioners, and Town of Campbell staff and elected officials for all their materials, presentations, testimony, and requested information, which greatly facilitated the Board’s review.

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## **CHARACTERISTICS OF THE TERRITORY - DETERMINATION**

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The standard to be applied is found in s. 66.0207(1)(a), Wis. Stats. and is as follows:

*The entire territory of the proposed village or city shall be reasonably homogenous and compact, taking into consideration natural boundaries, natural drainage basin, soil conditions, present and potential transportation facilities, previous political boundaries, boundaries of school districts, shopping and social customs.*

In addition to the statutory factors cited above, the Wisconsin Supreme Court in *Pleasant Prairie v. Department of Local Affairs & Development* held that the Department may also consider land-use patterns, population density, employment patterns, recreation and health care customs.<sup>1</sup>

### *Transportation*

**Regional access.** Interstate 90 with an interchange at County Highway B and the adjacent rail line provide high-capacity regional access that serves both residents and businesses. The La Crosse Regional Airport is located on French Island and provides air access for the metropolitan area.

**Local mobility.** A network of town roads, county trunk highways, and transit service (MTU) connects neighborhoods, commercial areas, and public facilities; the existing road and transit pattern supports compact, village scale circulation and access.

### *Social Opportunities*

Social and recreational opportunities are a strong aspect of Campbell's petition. The Town has a variety of parks and social organizations typical of many Wisconsin communities such as Lions Club, churches, and annual community events. However, what really sets Campbell/French Island apart is that it happens to be a major destination for outdoor recreation due to its proximity along the Mississippi River basin. While many users of these amenities come from elsewhere in Wisconsin and from other states, clearly Town residents are taking advantage of these amenities which lay so immediately close at hand.

### *Economic Opportunities*

Economic activity is another strong aspect of this petition. French Island exhibits a strong internal pattern of social and recreational activity—neighborhood parks, boat landings, community organizations, churches, and library services—that fosters a shared community identity and reduces reliance on adjacent municipalities for routine social functions. Economic activity is concentrated in defined commercial corridors (notably near the I-90/County B interchange, Sky Harbour, and river-based industrial areas),

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<sup>1</sup> *Town of Pleasant Prairie v. Dept. of Local Affairs & Development*, 113 Wis. 2d 327, 333-40, 334 N.W.2d 893 (1983).

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providing local shopping, employment, and services that serve residents and visitors and contribute to a coherent urban character within the developed core.

### *Other Jurisdictional Boundaries*

The proposed village is served by existing special purpose and service districts whose boundaries largely align with the developed core: the Town's sanitary sewer district provides centralized wastewater collection and treatment to most developed properties, and the School District of La Crosse serves all residents within the proposed boundaries. These overlapping service arrangements demonstrate administrative continuity consistent with village status. Minor irregularities in the municipal boundary exist (notably along Nakomis/Hiawatha Island and parcels accessible only via adjacent city lands), but these do not convert the territory into a disconnected "shoestring" configuration; rather, they are limited exceptions within an otherwise contiguous island jurisdiction.

### *Population Distribution*

**Concentration of residents.** The majority of the population is concentrated in the western portion of the island in a continuous residential fabric; population density and housing patterns are consistent with other territories the Board has found compact and homogeneous.

**Analogous findings.** Applying the analytical approach used in the Rib Mountain determination—examining natural boundaries, concentrated urban land uses, transportation access, municipal services, and social/economic cohesion—supports a finding that French Island is similarly compact and homogeneous for incorporation purposes.

### *Land Use*

**Built environment.** The petitioned area is nearly fully developed with a mix of single-family, two-family and multi-family residential uses, commercial and industrial corridors (notably along Sky Harbour/Interstate 90), institutional uses, and public parks. This concentrated pattern of urban uses demonstrates compactness and an urban character.

**Limited developable fringe.** Remaining vacant or developable land is minimal; future growth is expected to occur primarily through infill and redevelopment rather than large-scale expansion, consistent with a compact village form

### *Environmental Considerations*

**Floodplains and wetlands.** Identified wetlands and mapped 100-year floodplain areas exist within the territory and are regulated by the Town in coordination with County and DNR authorities; these features constrain development in specific locations but do not fragment the community's functional unity.

**Soils and recharge areas.** Soils are predominantly sandy and groundwater recharge and PFAS contamination issues have driven the Town's water planning; these conditions support the Town's ongoing utility planning (municipal water) and do not defeat compactness.

***Finding***

The territory petitioned for incorporation as the *Village of French Island* is reasonably homogeneous and compact within the meaning of § 66.0207(1)(a), Wis. Stats. Some of the factors examined under this standard, such as economic and social opportunities, are very strong and show compactness and homogeneity. Transportation also tends to be good as residents can move about the community using multiple modes, and this will further improve as the proposed bike and pedestrian paths are built. Other factors such as population density and urban land uses tend to be located on the east side of the Town due to other parts of the Town being publicly owned or having environmental constraints. The petitioned territory is bounded by clear natural limits (Mississippi and Black Rivers), contains a concentrated and continuous pattern of residential, commercial, and institutional development, is served by an integrated transportation and utility network, and exhibits strong social and economic cohesion. Environmental constraints (wetlands, floodplain, groundwater recharge areas) have been identified and are managed through existing regulatory and planning mechanisms; those constraints do not defeat the territory's overall homogeneity or compactness. In fact, Campbell's (French Island's) natural areas appear to be inextricably linked to the resident population's social patterns and of enormous importance economically not only to the Town but to the whole La Crosse metropolitan area. For the reasons discussed above, the Board finds that on balance the proposed village is sufficiently compact and homogenous and that the Characteristics of the Territory standard in s. 66.0217(1)(a), Wis. Stats. is met.

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## **TERRITORY BEYOND THE CORE - DETERMINATION**

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The standard to be applied for metropolitan communities is found in s 66.0207(1)(b), Wis. Stats. and reads as follows:

*The territory beyond the most densely populated square mile as specified in s. 66.0205 (3) or (4) shall have the potential for residential or other urban land use development on a substantial scale within the next 3 years. The board may waive these requirements to the extent that water, terrain or geography prevents the development.*

The purpose of this standard is to ensure that the proposed municipality is not overextending its boundaries into predominantly rural or undevelopable territory unless natural conditions make such development impossible.

### **Identification of the core area.**

The Town of Campbell's population is concentrated within the southeastern portion of French Island, where residential neighborhoods, commercial corridors, and public facilities form a continuous urbanized area. The petition documents that the inhabited portions of the Town have an effective density of approximately 1,750 persons per square mile when undevelopable lands are excluded, demonstrating a clearly identifiable core consistent with recent incorporations.

### **Extent and character of territory beyond the core.**

The majority of land outside the core is not vacant developable land but consists of wetlands, floodplain, river surface waters, and federally protected refuge lands. Approximately 80% of the Town's total acreage is environmentally constrained and cannot support urban development due to floodplain, wetland, and groundwater conditions. Only 2.5 to 3 square miles of the Town are physically developable, and these areas are already nearly fully built out with residential, commercial, industrial, and institutional uses.

The Mississippi River, Black River, Lake Onalaska, and the Upper Mississippi River National Wildlife and Fish Refuge create natural barriers that prevent outward expansion. Floodplain and wetland maps show that large areas beyond the core are permanently unsuitable for development. These constraints are not temporary or regulatory—they are physical and geographic and therefore fall squarely within the statutory waiver provision.

The Board examines accessibility to the proposed village territory because the ease with which residents can come and go to employment, school, and other daily activities influences whether people choose to move to an area. As noted previously, accessibility within Campbell/French Island and between Campbell/French Island and other Wisconsin and/or Minnesota communities is good.

The limited developable areas outside the core already contain urban-level uses, including: – Airport-related commercial and industrial activity – Marine and river-based

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industrial operations – Residential neighborhoods adjacent to the core No significant tracts of rural, agricultural, or low-density land exist beyond the core; the Town does not contain farmland or large undeveloped upland parcels typical of rural towns.

Because the developable portions of the Town are nearly fully built out, the petition does not rely on future large-scale development to satisfy the standard. Instead, the petition demonstrates that natural geography prevents development in the remaining territory, triggering the statutory waiver. Where development is physically possible, it is already occurring through infill, redevelopment, and commercial activity, consistent with an urbanized island community.

### *Waiver of Territory from Standard*

The statute permits the Incorporation Review Board to waive certain territory from the standard to the “extent that water, terrain or geography prevents such development.” In this case, Petitioners have requested waiver of territory from the standard due to publicly owned lands and environmental constraints of wetlands and floodplains, all of which prevent development of these lands. Because the publicly owned lands are already considered developed due to their public ownership and use as public recreational lands, waiver of them is unnecessary. Because the Board has a long history of waiving wetlands, floodplains, and steep slopes from the standard, the Board agrees to waive the areas with environmental constraints.

### *Finding*

The territory beyond the core does not consist of rural or agricultural land awaiting development; it consists of water, wetlands, and refuge lands that cannot be developed under any foreseeable circumstances. The developable portions of the Town are already urbanized and contiguous with the core. The petitioned territory does not include rural or agricultural fringe areas inconsistent with incorporation. The statutory purpose—preventing over-extension into rural territory—is fully satisfied.

Although the development factors the Board considers assessing the potential for substantial development appear to be low with this petition, because so few acres are subject to this standard, and because the town is mostly fully developed, the Board finds that the Territory Beyond the Core standard in s. 66.0217(1)(b), Wis. Stats. is met.

## **TAX REVENUE - DETERMINATION**

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The standard to be applied is found in s. 66.0207(2)(a), Wis. Stats., and provides as follows:

*"The present and potential sources of tax revenue appear sufficient to defray the anticipated cost of governmental services at a local tax rate which compares favorably with the tax rate in a similar area for the same level of services."*

The Tax Revenue standard helps ensure that the proposed village has the financial resources to function as an incorporated entity. Factors considered include equalized value, debt, proposed budget, and tax rate.

### ***Overview of the Town's financial condition.***

The Town of Campbell maintains a stable financial position, with diversified revenue sources, manageable debt, and a long-standing record of funding municipal services including police, fire/EMS, public works, parks, administration, and sanitary sewer operations. The Town's financial statements demonstrate consistent year-to-year performance, with no evidence of structural deficits or reliance on one-time revenues to support ongoing operations.

The Town's equalized value reflects a mature, fully developed community with a mix of residential, commercial, industrial, and airport-related properties. Commercial and industrial activity is concentrated in the I-90/County B interchange area, the Sky Harbour commercial district, and the river-based industrial corridor (including F.J. Robers Co. and Brennan Marine), providing a stable non-residential tax base. Residential neighborhoods constitute the majority of the developable land area and provide a consistent and predictable source of property tax revenue.

Approximately 80% of the Town's total acreage consists of wetlands, floodplain, river surface waters, and federally protected refuge lands that generate little or no taxable value. These lands do not undermine the Town's fiscal viability because the remaining 2.5–3 square miles of developable land are nearly fully built out and already support a functioning municipal tax base. The Town's tax base is therefore stable, though not rapidly expanding, and is consistent with other fully developed Wisconsin municipalities.

### ***Revenue structure and capacity.***

The Town's revenues include property taxes, intergovernmental aids, user fees (including sanitary sewer charges), special assessments, and charges for services. The Town's reliance on user fees for sanitary sewer operations reduces pressure on the general fund and aligns with the cost-of-service model used by incorporated municipalities. The Town's financial records show adequate reserves and responsible budgeting practices.

The Town currently provides a full suite of municipal services comparable to those offered by incorporated villages, including police, fire/EMS, public works, parks, administration, and zoning. Because the Town already provides these services, incorporation does not create new service obligations that would materially increase expenditures. The Town's existing expenditure levels demonstrate that it can sustain village-level services within its current revenue structure.

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### *Debt*

The Town carries a manageable level of debt and has not demonstrated patterns of over-borrowing or fiscal distress. It presently has zero debt obligation. Incorporation would expand the community's borrowing capacity under Ch. 67, Wis. Stats., allowing access to long-term financing tools that are not available to towns. This expanded capacity is particularly relevant to the Town's planned municipal water system, which will require capital investment and may benefit from village-level financing mechanisms.

### *Proposed Budget*

The petitioners submitted a proposed village budget that closely mirrors the Town's existing budget, reflecting continuity of services and staffing. The proposed budget does not rely on unrealistic revenue assumptions or extraordinary increases in tax levy. The proposed village tax rate is projected to remain comparable to the Town's current rate and competitive with similarly sized municipalities in the region.

### *Tax Rate*

The Town's tax rate, equalized value per capita, and service levels are consistent with those of similarly sized Wisconsin villages. The Town's financial condition compares favorably to recent successful incorporations, including Rib Mountain and Lisbon, both of which demonstrated stable but modest growth patterns similar to French Island.

### *Finding*

The Town of Campbell already functions as a full-service municipality with a stable tax base, diversified revenue sources, and responsible fiscal management. Campbell has a relatively high equalized value given its size and a low tax rate compared with communities of similar size. It already provides a high level of services. Petitioners' proposed budget appears reasonable. Incorporation does not create new financial burdens that would jeopardize service delivery or require significant tax increases. The Town's equalized value, revenue structure, and expenditure patterns demonstrate that it can sustain village-level operations at a tax rate comparable to similar municipalities.

Based on the foregoing findings, the Board concludes that the present and potential sources of tax revenue are sufficient to defray the anticipated cost of governmental services at a local tax rate comparable to similar municipalities. The proposed Village of French Island is fiscally capable of supporting municipal operations without undue burden on residents. STANDARD 1(b) — Tax Revenue — IS MET.

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**LEVEL OF SERVICES - DETERMINATION**

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The standard to be applied is found in s. 66.0207(2)(b), Wis. Stats., and provides as follows:

*The level of governmental services desired or needed by the residents of the territory compared to the level of services offered by the proposed village or city and the level available from a contiguous municipality which files a certified copy of a resolution as provided in s. 66.0203(6), Wis. Stats.*

Section 66.0207(2)(b), Wis. Stats., requires the Board to compare: (a) the level of governmental services desired or needed by residents of the territory; (b) the level of services the proposed village can provide; and (c) the level of services available from a contiguous municipality that has filed a certified resolution under § 66.0203(6) offering to annex the territory and provide services. The City of La Crosse has filed such a resolution, thereby triggering the full comparative analysis.

This standard ensures that incorporation does not result in residents receiving inferior or insufficient services compared to what could be provided through annexation. The Board must determine whether incorporation will allow residents to receive the level of services they desire at a reasonable cost, or whether annexation by the City of La Crosse would better meet those needs.

**Existing Town service structure.** The Town of Campbell currently provides a full suite of municipal services consistent with incorporated villages, including:

- Police services through the Campbell Police Department
- Fire and EMS services through the Campbell Fire Department
- Public works, road maintenance, snow removal, and stormwater management
- Parks and recreation services
- Administrative services, zoning, permitting, and code enforcement
- Sanitary sewer collection and conveyance

These services are delivered by established departments with trained personnel, equipment, and facilities located within the proposed village boundaries.

**Sanitary sewer services.** The Town operates a centralized sanitary sewer system serving the majority of developed properties on French Island. The system includes lift stations, mains, and related infrastructure, funded primarily through user fees rather than general property taxes. The sanitary district’s service area aligns with the island’s compact development pattern and demonstrates the Town’s capacity to provide urban-level utility services.

**Water service considerations.** The Town does not currently operate a municipal water system; residents rely on private wells. PFAS contamination has created a long-term need for a public water supply. The Town, with its engineering consultants, is actively planning a municipal water system, including well siting, treatment, and distribution. Incorporation would expand the Town’s financing tools for constructing such a system.

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When comparing services, the City asserts it can extend water service, but has not provided a detailed engineering plan or cost estimate. The Town has an active engineering plan for a municipal water system. The Board finds that both options are feasible, but neither is demonstrably superior based on the evidence provided.

**Police services.** The Campbell Police Department provides 24-hour law enforcement coverage, traffic enforcement, community policing, and emergency response. The Department maintains mutual aid agreements with La Crosse County and neighboring municipalities, including the City of La Crosse.

**Fire and EMS services.** The Campbell Fire Department provides fire suppression, rescue, EMS first response, and hazardous materials support. The Department maintains mutual aid agreements with the City of La Crosse Fire Department and other regional agencies for fire and EMS services.

**Public works and infrastructure.** The Town maintains its own road network, stormwater facilities, parks, boat landings, and public buildings. The Town's maintenance department provides snow removal, street repair, signage, and facility upkeep. These services are consistent with those provided by incorporated municipalities of similar size.

Public testimony and petition materials indicate that residents desire to maintain local police, fire, EMS, zoning, and public works services. Residents expressed strong preference for retaining local control over service delivery and governance. The Town's existing service levels meet or exceed these expectations.

The City of La Crosse has raised concerns regarding the Town's ability to finance a future municipal water system; the efficiency of maintaining separate police and fire departments; and the potential duplication of services within the metropolitan area.

### **Conclusion (recommended finding).**

The Town of Campbell already provides a full suite of municipal services consistent with incorporated villages. The Town's existing service structure demonstrates that it is capable of providing the level of services desired by residents upon incorporation. Public testimony indicates that residents value the Town's community-specific service model.

Based on the evidence presented, the Board finds that the Town of Campbell is capable of providing the level of services desired by residents upon incorporation. The City of La Crosse has not demonstrated that annexation would provide superior services at a more favorable cost. STANDARD 2(b) — Level of Services — IS MET.

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**IMPACT ON THE REMAINDER OF THE TOWN -DETERMINATION**

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The standard to be applied is found in s. 66.0207(2)(c), Wis. Stats., and provides as follows:

*“The impact, financial and otherwise, upon the remainder of the town from which the territory is to be incorporated.”*

This standard does not apply because there is no Town of Campbell remaining after incorporation. Instead, the entire Town of Campbell is proposed to become a village.

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## **IMPACT UPON THE METROPOLITAN COMMUNITY - DETERMINATION**

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The standard to be applied is found in s. 66.0207(2)(d), Wis. Stats. and is as follows:

*The effect upon the future rendering of governmental services both inside the territory proposed for incorporation and elsewhere within the metropolitan community. There shall be an express finding that the proposed incorporation will not substantially hinder the solution of governmental problems affecting the metropolitan community.*

The Board must make *an express finding* that the proposed incorporation will not substantially hinder the solution of governmental problems affecting the metropolitan community. Intergovernmental issues affecting the metropolitan community include stormwater, transportation, groundwater, housing, economic development, tourism, among others. Factors examined include cooperation with municipal neighbors, adequate service levels, and area plans, among others.

French Island is part of the La Crosse metropolitan area, which includes the Cities of La Crosse and Onalaska, the Town of Onalaska, and portions of La Crosse County. The island's natural boundaries—Mississippi River, Black River, and Lake Onalaska—create a distinct geographic unit that interacts with the metropolitan region primarily through transportation, utilities, emergency services, and environmental management.

### **Existing intergovernmental relationships.**

The Town of Campbell maintains cooperative arrangements with the City of La Crosse and La Crosse County for wastewater treatment, mutual aid for police and fire services, transit service (MTU), library access, and regional emergency management. These agreements demonstrate a long-standing pattern of collaboration that is expected to continue after incorporation.

### **Impact on Metropolitan Community**

Petitioners assert that incorporation will enhance, not hinder, regional cooperation by providing Campbell with stable boundaries and a fully empowered municipal government capable of entering long-term agreements. Petitioners emphasize that the Town already functions as a full-service municipality and that incorporation will not disrupt existing service arrangements.

Petitioners note that the Town is actively planning a municipal water system to address PFAS contamination, a regional public health concern. 6.2 They argue that incorporation will provide access to financing tools and grant programs that will accelerate the development of a safe, reliable water supply—benefiting the broader metropolitan community.

Petitioners state that incorporation will not reduce service levels, shift costs to neighboring municipalities, or create new administrative burdens. They emphasize that the Town's compact, island geography limits outward expansion and prevents boundary disputes.

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The City of La Crosse argues that incorporation may perpetuate duplication of police, fire, EMS, and administrative services within the metropolitan area. The City contends that it operates an established municipal water utility and that regional water planning may be more efficient under a unified system. The City argues that incorporation could complicate long-term water infrastructure coordination. The City asserts that annexation would consolidate service delivery and reduce regional fragmentation. The City expresses concern that incorporation may complicate regional planning efforts related to housing, stormwater management, and transportation.

### **Finding**

The Board finds no evidence that incorporation will hinder regional coordination on transportation, emergency services, environmental management, or infrastructure planning. The Town's compact geography and existing service capacity support continued cooperation. The Town participates in regional planning processes through La Crosse County and the Metropolitan Planning Organization (MPO). Incorporation does not remove the territory from these structures. The island's fixed natural boundaries prevent outward expansion and reduce the likelihood of future boundary conflicts. Furthermore, incorporation will not impede airport operations or development; The La Crosse Regional Airport is already subject to federal and state regulatory frameworks that supersede local zoning.

Both the Town and the City face PFAS-related water challenges. The City has not provided a detailed engineering plan for extending water service to French Island. The Town's municipal water planning is compatible with regional public health goals and does not hinder metropolitan coordination. The Town's service structure is stable and does not rely on the City of La Crosse for primary service delivery. Police, fire, EMS, wastewater treatment, and transit services already operate under cooperative agreements that will remain in place after incorporation. The Board finds that incorporation will not materially alter existing service arrangements.

### **Final determination.**

Based on the foregoing findings, the Board concludes that incorporation of the Town of Campbell as the Village of French Island will not substantially hinder the solution of governmental problems affecting the metropolitan community. Existing intergovernmental agreements will remain in place, regional service delivery will not be disrupted, and incorporation may enhance long-term planning stability. STANDARD 2(d) — Impact on the Metropolitan Community — IS MET.

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**APPENDIX A: INCORPORATION REVIEW BOARD**

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The Incorporation Review Board was created by 2003 Wisconsin Act 171. It is charged with reviewing incorporation petitions forwarded by the circuit court in order to ensure that these petitions meet the public interest standards in s. 66.0207 Wis. Stats. The board advises the circuit court on whether incorporation petitions should be granted, dismissed, or resubmitted with new boundaries. The Board is also authorized to set and collect an incorporation review fee to pay for the costs of reviewing the petition. The Board has currently set the fee at \$30,000.

**Members**

Department of Administration Member and Chair

Dawn Vick, Chair of Incorporation Review Board  
Administrator, Division of Intergovernmental Relations

Wisconsin Towns Association Member #1

William Goehring, Chairperson  
Town of Sherman (Sheboygan)

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**APPENDIX B: CAMPBELL PETITION**

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# **Incorporation Submittal**

**FOR THE VILLAGE OF FRENCH ISLAND**

La Crosse County, Wisconsin

DRAFT

Submitted: October 1, 2025

Petitioner: Mary Jo Werner

Case: 2024CV000646

# ACKNOWLEDGEMENTS

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Ralph Thoren, *Streets and Roads Supervisor*

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## **EXECUTIVE SUMMARY**

On October 2nd, 2024 the Town of Campbell Board of Supervisors held an informational meeting on incorporation at Olivet Lutheran Church. More than 300 residents attended the standing room only discussion. The Board shared the pros and cons of incorporation, along with answers to frequently asked questions, with those in attendance. As a result of the meeting, a group of residents worked with Town office staff to coordinate the circulation of the petition to incorporate the entire Town. The circulators collected nearly 900 signatures for the incorporation petition. The incorporation petition was filed with the La Crosse County Circuit Court on April 29, 2025. The petitioner's designated representative is Mary Jo Werner, 3337 Hanson Ct, La Crosse, Wisconsin 54603, and the alternate is Ralph Thoren, 600 Plainview Rd, La Crosse, Wisconsin 54603. The petition was filed with the Circuit Court of La Crosse County on December 6th, 2025, as Case Number 2024CV000646. The Court hearing was conducted on April 29<sup>th</sup>, 2025, as specified in Wis. Stats. 66.0203. The petition was found to be in compliance with Wis. Stats. 66.0205. Accordingly, the petition has been referred to the Wisconsin Department of Administration for a determination as provided for in Wis. Stats. 66.0207. The petitioners desire to incorporate approximately 12.88 square miles of the Town of Campbell into the Village of French Island. The proposed incorporation area includes the entirety of the existing Town boundaries. An overview map of the Town in relation to neighboring municipalities is included as Map #01. The developed area of the proposed village is nearly one-hundred percent developed as a mix of single family, two family and multifamily residential, commercial, industrial, institutional and public uses. The proposed village also encompasses a variety of environmentally sensitive areas of wetlands and floodplains.

The area proposed for incorporation currently functions as a village with a sanitary sewer district, law enforcement services, fire services, administrative staff, public parks, and all other services common to a village. The Town and its consulting engineering firm, Davy Engineering, have plans in progress to provide public water to the proposed Village. Incorporation could provide access to vital funding sources necessary to complete the system.

The area has its own strong social, civic, and community identity that distinguishes it from surrounding communities.

This document sets forth the information and analysis demonstrating that all statutory requirements are met.

# **INTRODUCTION**

## **REASONS FOR SEEKING INCORPORATION**

The Town of Campbell is pursuing incorporation to protect its community, maintain local control, and preserve its physical boundaries from future annexation. Key reasons for incorporation include:

### **Community Identity and Self Governance**

French Island is home to over 4,000 residents who share a strong sense of community pride. Although Campbell is officially designated as a Town, it functions much like a village—featuring a dedicated Town board, local public works services, zoning administration, a police department, and fire/EMS services. Residents identify with French Island as a distinct and unified community.

### **Preservation of Boundaries & Prevention of Annexations**

One of the primary motivations for incorporation is to prevent the loss of territory through annexations by adjacent municipalities. In the past, portions of the island have been annexed by the City of La Crosse, causing changes in the quantity of taxable land and affecting the Town's revenue base. Incorporation will create permanent borders and prevent further erosion of the Town's territory and tax base.

### **Expiration of Boundary Agreement & Strategic Timing**

The Town entered into a boundary agreement with the City of La Crosse in 2004, which expired on December 31<sup>st</sup>, 2024. A copy of this agreement is included as Exhibit #01. The boundary agreement prohibited incorporation until July 1, 2024, 6 months prior to the expiration of the agreement. When that restriction lifted, the Town acted within the available window and officially filed for incorporation to secure its status as a self-governed municipality.

### **Improved Planning & Infrastructure Management**

Campbell currently manages its own land use, zoning, and planning. But without incorporation, the risk of annexation makes it harder to commit to long-term infrastructure projects—like roads, utilities, and public facilities—that require stability and predictable funding. Becoming a village would allow Campbell to plan more confidently for the future, better prioritize infrastructure needs, and ensure consistent, community-driven growth.

### **Enhanced Zoning & Administrative Authority**

Incorporation would give the Village of French Island full and permanent control over zoning, land division, and local administrative decisions. While the Town already oversees these processes, becoming a village would legally protect that authority and provide clarity for residents, developers, and staff, free from County oversight under Ch. 59, Wis. Stats. This will make it easier to guide development in ways that reflect the community and the Village's vision.

### **Financial Flexibility & Stability**

Incorporation allows for greater financial flexibility and borrowing capacity. As a Town, Campbell is limited in its ability to issue long-term debt for infrastructure improvements. Transitioning to village status would provide access to broader borrowing mechanisms and cost-saving financial tools available to villages and cities. Additionally, villages often qualify for more competitive grant opportunities, making it easier to fund critical public works projects and community facilities. These financial advantages are essential for sustaining and improving services into the future.

### **A Natural Fit for Village Status**

French Island offers a range of services and amenities consistent with a village, including public parks, boat landings, an elementary school, and a mix of residential, commercial and industrial land uses. The community is also supported by the Town Board, Town clerk's office, police department, Fire and EMS team, and maintenance team—all of which work together to serve residents and Town operations running smoothly. The community is compact, fully developed, and has clearly defined boundaries by water—making it geographically and functionally distinct.

### **IMPACT OF ANNEXATIONS**

The Town of Campbell has experienced multiple annexations over the past two decades. A copy of the most recent annexation documentation from 2024 is included as Exhibit #02 These have negatively impacted long-term planning, reduced the Town's tax base, and created inefficiencies in service delivery due to overlapping jurisdictions. Without incorporation, the Town remains vulnerable to further annexation by surrounding municipalities—particularly the City of La Crosse. Incorporation is essential to preserve Campbell's future.

## **PUBLIC PARTICIPATION IN THE INCORPORATION PROCESS**

Public participation in the incorporation process has been overwhelmingly positive. Residents have shown strong support through high turnout at events, active volunteerism, and ongoing engagement throughout the process.

At a public informational meeting held on October 2, 2024, at Olivet Lutheran Church, approximately 300 residents attended to learn more about incorporation, ask questions, and share their thoughts. The discussion was highly interactive, reflecting the community's interest in shaping its own future. The news article written about this event can be found here: [Town of Campbell holds public meeting on incorporation plans | News | wxow.com](#). The article is also included as Exhibit #03.

Following the meeting, a group of residents partnered with Town office staff to coordinate the circulation of the incorporation petition throughout the community. Their efforts resulted in nearly 900 petition signatures—a strong show of community support for the movement. Town Board members volunteered their time on multiple Saturdays to help gather signatures for the incorporation petition, aiming to reach as many residents as possible and ensure the community was well-informed about the process. Additionally, Campbell resident and La Crosse County Chair for Campbell Wards 2–5, Margaret Larson, personally collected 80 signatures from residents on Hiawatha Islands, along Nakomis Avenue and Cherokee Avenue, demonstrating their support to remain part of the Town of Campbell and not be annexed into the City of La Crosse. At present, 43 properties along these streets remain within the Town, while the others have been annexed by the City of La Crosse. A copy of the collected signatures and the official petition document is included as Exhibit #04.

The Town has also maintained a steady flow of information through its website and social media, helping residents stay informed and involved at every stage of the incorporation process. These efforts will continue to ensure transparency and sustained public engagement.



***Pictured: Informational Incorporation Meeting October 2<sup>nd</sup>, 2024***

## **COMMUNITY SUPPORT AND IDENTITY**

Campbell is a cohesive community with a strong shared identity as “French Island.” Residents value the island’s natural environment, small-Town character, and independence. Community events and public meetings consistently see high rates of turnout from residents. From volunteer efforts to everyday connections, the Town demonstrates a high level of local pride and participation. It has become clear that residents are ready for the Town to become the village that it has long embodied in both character and function.

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## **Section 1(a): HOMOGENEITY AND COMPACTNESS**

*The territory proposed for incorporation complies with the standards as set forth in Wis. Stats. §66.0207 by being both homogeneous and compact. The proposed village is homogeneous and compact in terms of natural resource attributes, the built environment, and related socio-economic activities that occur within the territory. The following sections provide information to support this finding.*

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# **SECTION A**

## **REGIONAL CONTEXT**

The Town of Campbell is home to an estimated 4,200 residents as of 2024. The Town is geographically unique, occupying French Island, which is bounded entirely by water: the Mississippi River to the west and the Black River to the east. This location creates a well-defined, naturally enclosed community that is both physically and culturally distinct from its neighboring municipalities.

Campbell is bordered by the City of La Crosse to the southeast, City of Onalaska to the northeast, Town of Onalaska to the north and the state of Minnesota on the west. Portions of French Island have been annexed over time by the City of La Crosse, but the core of the community remains governed by the Town of Campbell.

The Town has adopted and enforces its own zoning ordinance and comprehensive plan. Through the use of development regulations, code enforcement, and site planning, Campbell maintains high development standards appropriate for a largely residential island community. Roadways are maintained by the Town and are in generally good condition, with essential services provided locally or through cooperative agreements.

Campbell's physical and environmental features both shape and limit development. The Town has thoughtfully managed these challenges through long-term land use planning. Key features include:

- **Natural preservation areas**, including wetlands and sensitive shoreline habitat along the Mississippi and Black Rivers.
- **Floodplains and groundwater vulnerabilities**, which require careful regulation of new development and infrastructure placement.
- **Environmental constraints**, regional historic use of PFAS firefighting foam in the region, including at neighboring facilities such as the La Crosse Regional Airport, has resulted in contamination that prompted extensive environmental and municipal response. These circumstances highlight the importance of strong local planning and water system development.
- **Transportation corridors**, such as Interstate 90 and the adjacent rail line, create opportunities for further industrial development in the Village of French Island.

Campbell's unique environmental features, compact size, clearly defined boundaries, fully developed residential and commercial areas, and well-established infrastructure make it a strong candidate for incorporation as the Village of French Island.

## **TRANSPORTATION**

Interstate 90 is especially valuable as it provides access to local businesses, industry and residential areas. The interchange at I-90 and County Highway "B" provides for a very efficient transportation network that provides access to businesses from people throughout the Mississippi River area of Wisconsin and Minnesota. It further provides accessibility for businesses and residents to areas throughout the State of Wisconsin and beyond.

Mass transit service is provided by Municipal Transit (MTU), which delivers public transportation throughout the La Crosse area, including La Crosse, French Island, a portion of Onalaska, and La Crescent, Minnesota. MTU is owned and operated by the City of La Crosse with financial support from the communities it serves. The Town of Campbell has maintained its MTU agreement with the City of La Crosse for several decades. Service to Campbell is provided Monday through Friday. All Campbell residents may schedule to be picked up and dropped off by the MTU bus at the edge of their property along the roadway, allowing them to connect with the designated MTU route. This service is available to all residents and is not limited to individuals with disabilities. A copy of the most recent MTU agreement between the Town of Campbell and the City of La Crosse is included in Exhibit #05.

Air transportation is provided through the La Crosse Regional Airport, which is located on French Island. The airport offers opportunities for residents of the Coulee region access to any other part of the world via air transportation. Travelers are dispersed to the Minneapolis-St. Paul and Chicago O'Hare Airports, where access is gained to other major airlines. The airport is within the La Crosse city limits.

Commercial water transportation is available and accessible on the Mississippi River. Traffic generally consists of barge traffic carrying industrial and agricultural products. A series of locks and dams control water levels on the river, allowing for the movement of transported goods. Campbell businesses involved in river/barge and marine operations include F.J. Robers Co., Inc. and Brennan

Marine. For nearly a century these businesses have operated and contributed to the Town of Campbell and the U.S. Army Corps of Engineers navigation channel.

### **F.J. Robers Co., Inc.**

F. J. Robers Company, Inc. has been involved in the movement of bridge girders, large motor vessels, tanks, transformers, and other heavy lift operations. It also handles commodities such as coal, salt, fertilizer, pig iron, lightweight aggregate, cottonseed, and others. The commodities are handled in their marine terminal equipped to facilitate the efficient movement of bulk commodities. This infrastructure allows the handling of many combinations of transloading operations including direct barge to rail transfer. Impervious pads and covered storage have been constructed to accommodate the proper handling of all commodities, and address environmental concerns regarding discharges into the river.

### **Brennan Marine**

Brennan Marine is a family-owned marine construction firm specializing in environmental remediation, dam construction, commercial diving, harbor management, and submarine cable services. Working closely with public and private owners of water-based infrastructure since 1919, Brennan operates nationwide throughout both coastal and inland waterways.

The company mission is to create and execute innovative solutions to the world's most complex maritime, environmental, and infrastructure challenges.

## **NATURAL RECREATION AND PRESERVATION**

The Town of Campbell has a unique natural setting that offers abundant recreational opportunities and supports long-term conservation goals. Situated on French Island, bounded by the Mississippi River, Black River, and Lake Onalaska, the Town features wetlands and ecosystems that enhance its environmental character and outdoor appeal.

The Upper Mississippi River National Wildlife and Fish Refuge spans approximately 1,100 acres within Campbell and is part of the larger 261-mile refuge system that extends across four states (Wisconsin, Minnesota, Iowa, and Illinois). Managed by the U.S. Fish and Wildlife Service, the refuge

protects diverse habitats and serves as a vital corridor for migratory birds, aquatic species, and other wildlife. Within Campbell, it offers low-impact recreational activities such as fishing, kayaking, and birdwatching, aligning with federal guidelines and contributing significantly to the Town's recreational appeal.

Campbell also maintains approximately 27.87 acres of developed municipal parks, providing formal recreational amenities like playgrounds, open grassy spaces for picnics and sports, and areas for community gatherings. These parks are strategically distributed, ensuring that they are accessible for all residents.

Moreover, Campbell offers accessible water-based activities through developed recreational facilities, including boat launches at Upper Spillway, Lower Spillway, and Nelson Park. These launches provide entry points to the Mississippi and Black Rivers and operate under a permit system available at all landings and Town Hall. Managed by both the Police and Maintenance Departments, these facilities support boating, fishing, and wildlife observation, generating revenue for landing maintenance and upkeep.

Sky Harbour Field, a baseball facility located in the Sky Harbour commercial area, is another community asset managed through a Town agreement with the property owner. While currently supporting local sports and youth activities, its future use may evolve with commercial development plans, prompting exploration into alternative recreational spaces.

Integrating these resources into broader planning goals ensures Campbell preserves environmental quality, protects habitats, and enhances public access. Conservation efforts for wetlands, floodplain woodlands, and shorelines, alongside responsible development and trail planning, secure Campbell's natural ecosystem for future generations.

## **ENVIRONMENTALLY SENSITIVE AREAS INCLUDING STEEP SLOPES, FLOODPLAINS**

### **Steep Slopes**

The Town of Campbell is situated on relatively flat terrain as part of French Island, with minimal steep slope. The topography is primarily shaped by historic glacial and riverine processes, making it more vulnerable to flooding than to the challenges typically associated with steep slope development. However, subtle grade changes near shorelines and levee areas may still require engineering attention during infrastructure upgrades or site preparation. The absence of significant elevation

changes minimizes construction costs related to roads and utility placement, but increases reliance on effective stormwater management and flood protection measures. Map #02 is a Topographic Map which illustrates the relative flatness of French Island.

## **Floodplain**

Floodplains in the Town of Campbell are low lying areas adjacent to streams, rivers, and other water bodies that are subject to periodic flooding. These lands act as natural overflow zones during storm events, holding excess water and mitigating flood impacts downstream. Floodplains are often mapped based on the 100-year storm event, which estimates the area likely to flood during an exceptionally large storm with a 1% chance of occurring in any given year. However, flooding may occur in any year and is not limited to these statistical events.

The Town recognizes the importance of avoiding new development within floodplains and drainage ways to preserve their natural function as stormwater conduits and flood buffers. Development in these areas increases the risk of property damage, jeopardizes public safety, and can exacerbate flooding impacts on adjacent properties.

To reduce flood risks and support responsible land use, the Town of Campbell works with La Crosse County and the Wisconsin Department of Natural Resources (DNR) to administer and enforce floodplain and shoreland zoning regulations. These regulations ensure that development in flood-prone and environmentally sensitive areas meets state and federal standards, helping protect residents, infrastructure, and natural resources. Respecting floodplain boundaries is essential to sustainable planning and flood prevention. Identified Floodplains are included as Map #03.

## **WETLANDS**

Wetlands within the Town of Campbell provide critical environmental functions essential to the health and sustainability of the community. These areas include marshes, swamps, fens, bogs, and intermittently wet lands that are excluded from cultivation or other uses due to their saturated conditions. Wetlands contribute significantly to stormwater management and flood control by absorbing and slowing runoff, thereby reducing the severity of flooding events.

In addition to their hydrological functions, wetlands serve as natural filters, trapping sediments and pollutants from surface water before it enters rivers and lakes. They also play a vital role in groundwater recharge, replenishing aquifers that supply wells and springs. Wetlands provide diverse

and valuable habitat for numerous plant and wildlife species, supporting biodiversity and offering residents passive recreational opportunities such as bird watching and nature observation.

Despite their importance, wetlands are fragile ecosystems vulnerable to damage from sedimentation, pollution, and encroaching development. Protecting and managing these areas is crucial to maintaining the Town's natural drainage systems, reducing flood risks, and preserving ecological integrity. Identified wetlands are included in Map #04. In addition, Wisconsin Department of Natural Resources maps of Campbell Wetlands North and Wetlands South are included as Exhibit #06.

## **SUBGRADE CONDITIONS INCLUDING SOIL TYPE AND RECHARGE AREAS**

### **Soil Type**

The Town of Campbell is unique within La Crosse County in that agricultural use is not a significant factor in current or future land use planning. As a result, evaluating soils based on agricultural suitability holds limited relevance. Historically, areas like French Island supported active farming, but today, small-scale gardening tends to rely on highly modified urban soils, often supplemented with imported topsoil, allowing for productive home gardens even on soils that larger agricultural operations would consider marginal.

Other than wetlands, all soils in the Town of Campbell share sand as their parent material. This sandy composition limits their suitability for traditional commercial agriculture. Instead, coniferous tree plantations are often recommended for similar soil types in less urbanized settings. Due to these soil characteristics and the Town's urban nature, agricultural activities are minimal, and land use focuses more on residential, recreational, and natural resource management.

A soils map and legend are included as Exhibit #07.

### **Recharge Areas and Groundwater**

The Town of Campbell recognizes the importance of protecting groundwater recharge areas to ensure the safety and sustainability of its water supply. The Town maintains a sewer district and works closely with the Wisconsin Department of Natural Resources (WDNR) and other state and federal agencies to monitor and respond to groundwater concerns.

Campbell has been significantly impacted by PFAS contamination in its groundwater, the result of historic regional use of firefighting foam at the La Crosse Airport. This contamination underscores the

critical need for strong local planning, oversight, and coordination with federal, state, county, and regional partners.

Groundwater recharge areas—zones where precipitation and surface water percolate into aquifers—are particularly important to safeguard against pollutants. Protecting these areas and addressing contamination sources are vital to ensuring safe long-term water availability.

The Town intends to continue strengthening groundwater protection through public education, careful land use oversight, and ongoing collaboration with state and regional agencies, with the goal of securing a safe, reliable water source for present and future residents. The estimated 1,500 private wells in the Town are each potential sources of contamination of the groundwater. Once the municipal water system is in service, private wells will no longer be permitted and existing wells will be required to be abandoned.

## **SECTION B**

### **COHESION AND UNITY**

#### **Description of the Area Proposed for Incorporation**

The Town of Campbell is located northwest of the City of La Crosse and occupies part of a large island bordered by the Mississippi River, Black River, and Lake Onalaska. Most of the Town's population resides on the western portion of the island, commonly known as French Island. The remainder of the island includes land within the City of La Crosse. The Town is defined by its unique island geography, with residential and commercial development concentrated in the western portion, while the surrounding water features and environmentally sensitive areas limit expansion and shape land use patterns. The La Crosse Regional Airport, located on French Island but within the City of La Crosse city limits, along with the presence of public shoreline access and recreational opportunities, contribute to Campbell's regional importance. The compact and unified nature of development on French Island reflects the Town's distinct identity, community cohesion, and strong relationship with its surrounding natural resources.

## History

The Town of Campbell was established in 1851 and named after Erasmus D. Campbell, who served as Lieutenant Governor of Wisconsin. Located northwest of the City of La Crosse, the Town occupies the central and eastern portions of French Island—land bordered by the Mississippi River, Black River, and Lake Onalaska. Prior to European settlement, the island and surrounding waterways were home to Indigenous peoples, particularly the Ho-Chunk Nation. The rivers were vital for trade, fishing, and seasonal migration, and archaeological findings throughout the La Crosse area indicate long-standing Native habitation.

European-American settlement began in earnest in 1851 with the arrival of Joseph French, for whom the island is commonly named. French and his family emigrated from Leicestershire, England, and were soon joined by a number of French-Canadian and Anglo-American settlers. Early tax records from the Town list surnames such as Goyette, Richmond, Assland, Pierce, LaVolle, La Belle, Dawson, and La Fleur, many of whom cleared land for farming and established the Town's first civic structures.

Historically, Campbell had a strong agricultural base. The island's sandy soils, while not ideal for large-scale commercial farming, supported numerous small family farms. The proximity to both the Black and Mississippi Rivers also gave rise to water-based industries such as logging and milling. Sawmills operated along the Black River corridor, contributing to the area's economy and shaping settlement patterns in the late 19th century.

The boundaries of the Town once stretched more broadly, reaching north to Onalaska, northeast to Hamilton, southwest to Barre, and south to Shelby. Over time, as the City of La Crosse annexed portions of the island and regional boundaries shifted, the Town's footprint narrowed, becoming concentrated on French Island.

Today, the Town of Campbell is home to around 4,200 residents and reflects a mix of suburban and rural character. Nearly all development is located on the western portion of the island, where a compact, established neighborhood fabric contrasts with protected environmental areas and open water to the west. The La Crosse Regional Airport which serves as a major regional transportation hub is the dominant land use feature on the Island.

Recreational access to the Mississippi River, Lake Onalaska, and public lands makes Campbell a desirable location for boating, fishing, birding, and camping. Though the Town remains

unincorporated, recent discussions have explored the possibility of incorporating as a village to secure greater control over land use, infrastructure, and environmental stewardship in the face of regional development pressures.

Campbell’s history is deeply rooted in its natural surroundings from early farming to modern conservation. The Town remains proud of its heritage and continues to balance residential living with a commitment to preserving the natural history of French Island.

**DEMOGRAPHICS**

The following serves as a summary of the social and economic characteristics of the Town of Campbell and proposed Village of French Island.

**POPULATION FORECAST**

The population of Campbell in 2020 was 4,511 based on projections from the 2010 US Census. It is projected to decrease 4.3% by 2040 (4,315) as La Crosse County’s population is predicted to increase 11.2% by 2040. The median age of residents in 2017 of Campbell was 45.4, 10.2 years older than the County, and 6.9 years older than the State median age.

|                  | Census |         |         | Projections |         |         |
|------------------|--------|---------|---------|-------------|---------|---------|
|                  | 1990   | 2000    | 2010    | 2020        | 2030    | 2040    |
| Town of Campbell | 4,490  | 4,410   | 4,314   | 4,511       | 4,400   | 4,315   |
| La Crosse County | 97,904 | 107,120 | 114,638 | 118,246     | 128,120 | 131,500 |

*Source: US Census 2010, DOA 2013*

**POULATION AGE**

The median age of residents in 2017 of Campbell is 45.4, 10.2 years older than the County, and 6.9 years older than the State median age. The majority of the population is over the age of 25 in Campbell. The largest age group is from 45 to 54, with 53.8% of the population 45 years or older. The number of senior citizens is expected to grow based on State projections with a growth from 13% to 21% between 2000 to 2030. However, it is important to note that nearly all of the land deed transfers in the past year show that homes formerly occupied by senior citizens are now occupied by young professionals with children.

## **RACE AND ETHNICITY**

The majority of the population of Campbell identify as white by race (95%), followed by Asian (2.1%), and two or more races (1.2%). The County and State were slightly lower with 92.1% and 86.2% respectively being of white, non-Hispanic origin.

## **HOUSEHOLDS**

In 2020, 64.2% of the 2,030 housing units in the area are owner occupied; 32.2%, renter occupied; and 3.6% are vacant. Currently, in the U.S., 56.4% of the housing units in the area are owner occupied; 32.3% are renter occupied; and 11.3% are vacant. In 2010, there were 1,995 housing units in the Town – 69.5% owner occupied, 28.6% renter occupied, and 3.5% vacant. The annual rate of change in housing units from 2010 to 2020 is 1.8%. Median home value in the area is \$183,935, compared to a median home value of \$187,142 for La Crosse County. In five years (2020-2025), median value is projected to change by 3.8% annually to \$219,086.

Housing projections for the next twenty years have been provided by the Wisconsin Department of Administration (DOA). The projections indicate the Town of Campbell will grow by 16 new households over the next twenty years. This will not significantly increase the available housing supply, and is indicative of the fact that the proposed Village of French Island is nearly fully developed to capacity with residential land use.

## **EDUCATION**

Campbell has more residents with some college and no degree (26.6%) and associate's degrees (16.9%) than the County, State, and Nation. 70.8% of the population of Campbell has attained education beyond high school. This is above the County at 68.6% and State at 60.4%. Campbell has the lowest percentage of residents with a graduate or professional degree (8.2%).

## **INCOME LEVELS AND EMPLOYMENT**

The average household income for the Town of Campbell is \$74,336. This is below the County average household income at \$80,850. Esri predicts in 2025 the average household income for the Town of Campbell will be \$81,719. This is a 1% increase in a 5-year period. Unemployment is low in Campbell at 2.6%, below the County unemployment rate of 3.1%. The median household income is higher in Campbell at \$63,879 compared to the County at \$54,127, and the State at \$59,305.

## **POPULATION DISTRIBUTION**

Residential land use makes up a substantial portion of the Town of Campbell, with nearly all housing concentrated in the western and south-central portions of French Island. These neighborhoods reflect a mix of suburban and traditional development patterns, with most homes situated on small to medium-sized lots.

## **COHESION, UNITY AND COMMUNITY IDENTITY**

The Town of Campbell is a distinctive community located on French Island along the Mississippi River. Known for its close-knit neighborhoods, access to natural waterways, and proximity to the City of La Crosse, City and Town of Onalaska, and the City of La Crescent, Campbell offers residents a blend of rural charm and suburban convenience. The Town's scenic environment and strong sense of community create an inviting atmosphere for families and individuals alike.

## **BUSINESSES IN THE TOWN OF CAMPBELL**

The Town of Campbell is home to a range of businesses, including chain retailers, local service providers, and restaurants. These establishments support the needs of residents and contribute to the Town's sense of community and small-Town character.

Chain retailers include Kwik Trip, Lamers Bus Lines, and Quillin's IGA.

Service providers include Celebrations on the River, Upper Midwest Environmental Sciences Center (UMESC), Crue Building, Ready Bus Company, Olivet Lutheran Church, La Crosse County Jehovah's Witness, F.J. Robers Library, Heilman, International Furniture, American Legion 417, ETS Performance La Crosse, Liesl's Hair Design, Market & Johnson, Deml Controls, Proline Auto, Blue Way Inn & Suites, Rising Starr K9 Dog Training, French Island Laundromat, River City Rentals, French Island Yacht Club, Island Outdoors, Fur Child LLC, Weber Auto Body, Iland Tool & Die, Holiday Marine, American Marine, F.J. Robers Company, JF Brennan, and Bonsack Trucking, Kilo Company Drywall, Derek Nichols Auto Detailing, and Rooted Woodworking.

Restaurants include Robin's Nest, River Rats, Tom Sawyer's Bar & Grill, Castaways on the Island, Hillbilly's Bar & Grill, Dugout 47, and Huck Finn's.

The south end of French Island has been developed with industrial and heavy commercial uses. The far south end, just outside the Town, is the location of the Xcel Energy French Island Generating Plant. That plant is accessed via the Town’s Bainbridge St. and is served by the Town’s sanitary sewer system. Within the Town, the industrial and commercial uses include Brennan Marine, JF Brennan Co., American Marine Service, North Bay Marina, C-M Robers, Cargill, Cotton Seed, Omaha Track Materials and Huck Finn’s Restaurant. The North Bay Marina area includes the former houseboat manufacturing plant that was originally developed in a partnership with the Town of Campbell. The Town secured the following grants and other financial assistance to facilitate the development: This Skipperliner development is a prime example of a public/private partnership to spur economic growth. The lease agreements and map of the harbor can be viewed in Exhibit 35.

|                      |                        |
|----------------------|------------------------|
| DOT TEA Grant        | \$ 165,200.00          |
| PFED Grant           | \$ 825,000.00          |
| DOT Harbor Grant     | \$ 996,500.00          |
| Town TIF             | \$ 200,000.00          |
| Town (Harbor Lease)  | \$ 462,000.00          |
| Skipperliner         | \$ 945,000.00          |
| <b>Total Project</b> | <b>\$ 3,593,700.00</b> |

Together, these businesses play a vital role in supporting the local economy, providing jobs, and enhancing the quality of life for residents and visitors alike. Their presence reflects the Town of Campbell’s commitment to fostering a vibrant, connected, and service-oriented community.

**COMMUNITY BASED ORGANIZATIONS**

**American Legion Post 417**

The American Legion Post 417, located at 700 Fisherman’s Road, is comprised of 98 dedicated members committed to serving local veterans and the community. As a veteran’s organization, the Post raises funds through various events to support initiatives aligned with the American Legion’s four foundational pillars: Americanism and Community, Veterans Affairs, National Security, and Children and Youth. Additionally, Post 417 emphasizes a fifth pillar—survival—reflecting its ongoing commitment to resilience and growth.

To support these efforts, the Legion hosts a monthly chicken dinner fundraiser on the first Saturday of each month and organizes a music event over Labor Day weekend, Rock the Vets, to benefit the local Freedom Honor Flight. Members also play an active role in Memorial Day and Veterans Day ceremonies and have proudly led the Oktoberfest Torchlight Parade. The Post's Honor Guard provides ceremonial services for veterans interred at the Campbell Cemetery and assists with the raising and lowering of flags at Veterans Freedom Park on French Island.

### **Friends of the Campbell Library**

Since 1986, the Friends of the Campbell Library have supported the library with fundraising and volunteering. An ongoing book sale in the entry of the library is the Friends main fundraiser. The Book Sale area was recently expanded and redesigned to offer more choices. Private book donations and Library discards are for sale, including DVDs and books for all ages. The organization also holds an annual book sale at Campbell Town Hall in May.

Through fundraising efforts, the Friends have been able to provide many items for the library including shelving, board books, and equipment such as the screen used for movies and the new outdoor sign announcing events.

The organization consists of 7 dedicated members who all reside in the Town of Campbell and have a passion for supporting their local library.



***Pictured: Annual Book Sale at Campbell Town Hall***

## Beautification Committee

Established in 1999, the French Island Beautification Committee strives to foster collaboration among islanders to enhance the natural beauty of French Island. Comprising 18 dedicated volunteers, the committee diligently tends gardens at Town Hall, Nelson Park, Wardwell Park, the Spillway, and the library.

Their mission is to preserve and enrich the island's aesthetic appeal through various landscaping projects on public grounds, focusing on local parks and Campbell Town Hall surroundings. Each May the committee hosts a plant and garden exchange where community members can share their plants, seeds, and garden items. It also brings an educational component with Master Gardeners on site to answer questions. Donations from this event are used to maintain the gardens.

The committee's efforts play a vital role in maintaining Campbell's charm and are valued by the entire community.

***Pictured:  
Butterfly Garden at Campbell Town Hall***



## French Island Patriot Partners

On May 3rd, a community group named French Island Patriot Partners organized a volunteer cemetery beautification project in honor of the veterans and others laid to rest at the site.

Approximately 25 members gathered to clean headstones, trim grass around grave markers, and rake leaves. An additional 15 volunteers worked at Veterans Memorial Park, focusing on leaf cleanup and grounds care. As part of the project, the sign at the front entrance of the cemetery was repaired and repainted. It is anticipated these events could be undertaken annually.

That same day, a fundraiser was held at the Robin's Nest to support replacement of the cemetery's front fence, which is currently in disrepair. Thanks to generous contributions from local residents and businesses, the event raised a significant amount of money toward the \$21,000 goal. Although the

group did not fully meet the fundraising target, they continue to accept donations and remain committed to completing the project.

## Girl Scouts

The Town of Campbell has a proud history of Girl Scouting, which has provided leadership opportunities and civic engagement for local youth for generations. Originally served by the Riverland Girl Scout Council beginning in 1951, Campbell troops became part of the Girl Scouts of Wisconsin – Badgerland Council in 2009, following a regional merger of councils.

In addition to traditional programming such as day camps and troop activities, Campbell’s Girl Scouts have contributed directly to the community through service projects and environmental initiatives.

Recent troop projects have included:

- Benches at the Campbell Dog Park, providing a more welcoming and accessible space for residents.
- Butterfly houses at the Town Library and Community Center, supporting pollinator education and habitat.
- Bat houses installed at Summit, the Spillway boat landing, and at the U.S. Geological Survey site, promoting conservation and ecological awareness.

These projects demonstrate the Girl Scouts’ lasting impact on Campbell, blending youth development with community service and environmental stewardship. The program continues to encourage civic responsibility, outdoor skills, and leadership among the Town’s young residents while enriching the broader community.





***Pictured: Girl Scouts with Butterfly Houses, Bat Houses, & Dog Park Benches***

## **Scouting America**

Scouting America Troops 15/515 (formerly known as Boy Scouts of America) have had an active and continuous presence in the Town of Campbell for nearly a century. The earliest known charter renewal dates back to 1932, when the French Island Presbyterian Church served as the original sponsoring organization. Today, the Troops remain a vital part of the community, supported by the French Island Lions Club.

The Troops are deeply engaged in community service and youth leadership development. One of their longstanding initiatives is the Annual Scouting for Food drive, a tradition spanning over 20 years. On average, the Troops collect approximately 2,000 pounds of food each year to benefit local food pantries and families in need.

In times of local emergency, such as flooding events, Scouts mobilize quickly to assist by filling and delivering sandbags to affected residents. Older Scouts also regularly volunteer at community events, including traffic support for the French Island Lions Club's 5K Run/Walk and the Campbell Police Department's K-9 Run/Walk Fundraiser, demonstrating strong partnerships with civic and public safety organizations. In 2023, the Troop collaborated with the Campbell Fire and Police Departments to honor those lost in the September 11<sup>th</sup>, 2001 attacks. A news article on the 9/11 tribute is included as Exhibit #08.

Over the years, more than 13 Eagle Scout projects have directly benefited public spaces and institutions in the Town of Campbell. Notable projects include the construction of the observation deck at Nelson Park, creation of the Allison Renee Bella Dog Park, and enhancements to Plainview Park, such as the installation of a water bottle filling station, benches, and shaded seating areas. Summit Elementary School has also benefited from multiple Eagle projects.

Scouting in the Town of Campbell continues to play a vital role in fostering civic responsibility, environmental stewardship, and youth leadership—values that align strongly with the Town’s identity and commitment to community well-being.



***Pictured:  
Scouts Court of Honor  
at  
Community Center***



***Pictured: Scouts Building Eagle Project at Plainview Park***



**French Island Lions Club**

The French Island Lions Club is a long-standing civic organization with a history spanning over 50 years, proudly serving residents of the Town of Campbell, French Island, and the surrounding area. As a local chapter of Lions Clubs International, the club’s mission emphasizes community service with a focus on vision health, youth engagement, disaster relief, and charitable initiatives that directly benefit the local area.

The club meets twice a month—on the first and third Wednesdays at 7:00 PM—at the French Island Community Center, located at 617 Plainview Road in La Crosse. These meetings serve as a platform for planning events, coordinating service projects, and fostering collaboration among community members.

A cornerstone of the club’s calendar is the annual French Island Lions 5K Run/Walk, held in late August at the Community Center. This popular event attracts participants from across the region, with proceeds supporting local causes. Each year, the club partners with Summit Elementary School, inviting 5th-grade students to design the official event T-shirt—an activity that engages youth in a meaningful and creative way. The Campbell Police Department regularly assists with the event, demonstrating strong coordination between civic organizations and local public services.

In addition to the 5K, the French Island Lions Club hosts six annual fish boil dinners to raise funds for a variety of community initiatives. These include scholarships awarded to graduating seniors residing on French Island and attending Logan, Luther, or Aquinas High Schools. Notably, Logan High School student Sam Delimat was partially sponsored by the French Island Lions Club as part of the Wisconsin Ambassadors to Europe program—an enriching educational and cultural experience.



***Pictured: Sam Delimat at the London Eye***

The club also charters the French Island Scouting America Troop 15/515 (grades 6–12), promoting youth leadership and service. Beyond the local community, the club contributes to broader charitable efforts, including donations to the Wisconsin Lions Camp in Rosholt, which offers transformative summer camp experiences for individuals with disabilities, and support for projects led by other Lions Clubs—such as Onalaska’s all-ability park.

In keeping with the Lions Clubs International mission to improve sight and hearing, the French Island Lions Club also collects used eyeglasses and hearing aids to be refurbished and distributed to those in need—locally, nationally, and around the world.



***Pictured: Lions and Scouts Team up for Fish Boil***

By regularly organizing events, supporting youth, and collaborating with local partners, the French Island Lions Club continues to be a vital and respected presence in the Town of Campbell, exemplifying a spirit of service and civic pride.

## **ORGANIZED COMMUNITY EVENTS**

The Town of Campbell has several community events including:

- Fire Department Pancake Breakfast
- Beautification Committee Plant Exchange
- Friends of the Campbell Library Booksale
- Lions Club 5k Run/Walk

- National Night Out/Community Picnic
- Lions Club Fish Boil
- Town-Wide Rummage Sales
- Fire Department Santa Run
- Drug Take Back Days
- Rock the Vets

## **CHURCHES**

In the Town of Campbell, two churches offer vital community support, Olivet Lutheran Church and Kingdom Hall of Jehovah's Witnesses. Olivet Lutheran Church stands out for its commitment to fellowship, youth groups, and a valuable free food pantry which was an Eagle Scout project from Troop 15. They also host an annual community rummage sale, accepting contributions and encouraging participation from residents. Olivet Church's free food pantry serves anyone in need, reflecting their dedication to supporting local families. The Town collaborates with Olivet on parking arrangements during elections and for large-scale meetings, ensuring accessible and accommodating community spaces beyond the Town Hall.

## **SCHOOLS SERVING CAMPBELL RESIDENTS**

The School District of La Crosse serves the Town of Campbell. The district operates twelve elementary schools, five middle schools, and four high schools. One elementary school is located in the Town of Campbell called Summit Environmental School. Students from the Town of Campbell typically attend Logan Middle School and Logan High School, both schools are located on La Crosse's North Side.

Summit Environmental School is a 4K-5th grade school focused on environmental education. Approximately 303 students are enrolled at Summit.

Logan Middle School is a 6<sup>th</sup>-8<sup>th</sup> grade school with an exciting learning environment that integrates global and international themes. The middle school serves approximately 300 students and is located in the center of La Crosse's North Side neighborhood. The school has various athletic facilities and a public swimming pool!

Logan High School is a public 9th–12th grade school located on La Crosse’s North Side, serving approximately 760 students. Established in 1929, the school is known for its strong academics and innovative programs. It offers unique opportunities such as CISCO Academy, Project Lead the Way, and Chinese language courses. Logan also maintains international partnerships with sister schools in Germany and China, promoting global learning and cultural exchange.

La Crosse County also has three post-secondary education schools, including the following:

University of Wisconsin-La Crosse was founded in 1909 and is now one of the 13 four-year campuses in the University of Wisconsin System with enrollment around 10,000 students. UW-L has joined the City’s other two institutions of higher education and the region’s medical facilities to form a consortium to bring cutting-edge health care to the region, along with a state-of-the-art health research and education facility for professionals and students.

Western Technical College is a public two-year college with a focus on technical education. The college has an annual enrollment of approximately 5,400 credit students and 7,000 noncredit students.

Viterbo University is a co-educational Catholic University founded in the Franciscan tradition in 1890. Viterbo offers undergraduate and graduate degrees and has an enrollment of approximately 2,300 students.

# SECTION C

Table 1: List of Businesses

| Business Name                      | Address             | Zip Code | Seasonal/Year |           |
|------------------------------------|---------------------|----------|---------------|-----------|
|                                    |                     |          | Round         | Employees |
| American Legion                    | 700 Fisherman's Rd  | 54603    | Year Round    | 8         |
| Crue Building                      | 220 Caroline St     | 54603    | Year Round    | 1         |
| Ready Bus Company                  | 2320 Bainbridge St  | 54603    | Year Round    | 60        |
| Dawson 2100 LLC (Celebrations)     | 2100 Dawson Ave     | 54603    | Year Round    | 7         |
| La Crosse County Jehovah's Witness | 1900 Bainbridge St  | 54603    | Year Round    | 10        |
| Olivet Lutheran Church             | 2100 Bainbridge St  | 54603    | Year Round    | 6         |
| Campbell Library                   | 2548 Lakeshore Dr   | 54603    | Year Round    | 6         |
| Heilman                            | 202 Sky Harbour Dr  | 54603    | Year Round    | 1         |
| Lamers Bus                         | 326 Sky Harbour Dr  | 54603    | Year Round    | 11        |
| Bonsack Trucking                   | 402 Sky Harbour Dr  | 54603    | Year Round    |           |
| International Furniture            | 301 Sky Harbour Dr  | 54603    | Year Round    | 12        |
| ETS Performance La Crosse          | 301 Sky Harbour Dr  | 54603    | Year Round    | 5         |
| Liesl's Hair Design                | 301 Sky Harbour Dr  | 54603    | Year Round    | 6         |
| Quillin's Quality Foods            | 201 Sky Harbour Dr  | 54603    | Year Round    | 25        |
| Norwood Inn                        | 101 Sky Harbour Dr  | 54603    | Year Round    | 8         |
| Market & Johnson                   | 1652 Lakeshore Dr   | 54603    | Year Round    | 25        |
| Deml Controls                      | 1638 La Crescent St | 54603    | Year Round    | 5         |
| Proline Auto                       | 1639 Bainbridge St  | 54603    | Year Round    | 7         |
| Rising Starr K9 Dog Training       | 1645 Caroline St    | 54603    | Year Round    | 2         |
| French Island Laundromat           | 1641 Caroline St    | 54603    | Year Round    | 2         |
| River City Rentals                 | 1526 Bainbridge St  | 54603    | Year Round    | 6         |
| Sagart LLC (Island Outdoors)       | 1330 Bainbridge St  | 54603    | Year Round    | 10        |
| HRZ Kwik Trip                      | 105 Clinton St      | 54603    | Year Round    | 15        |
| Fur Child LLC                      | 106 Clinton St      | 54603    | Year Round    | 3         |
| Weber Auto Body                    | 102 Clinton St      | 54603    | Year Round    | 22        |
| Castaway's on the Island           | 131 Clinton St      | 54603    | Year Round    | 25        |
| French Slough (River Rats)         | 1311 La Crescent Pl | 54603    | Year Round    | 10        |
| Hillbilly's Bar & Grill            | 1322 La Crescent Pl | 54603    | Year Round    | 12        |
| lland Tool & Die                   | 1402 Bainbridge St  | 54603    | Year Round    | 8         |
| Holiday Marine                     | 108 Clinton St      | 54603    | Year Round    | 8         |
| Tom Sawyer's Bar & Grill           | 136 Clinton St      | 54603    | Year Round    | 15        |
| Dugout 47                          | 1303 Bainbridge St  | 54603    | Year Round    | 8         |
| Robin's Nest                       | 328 Goddard St      | 54603    | Year Round    | 16        |
| Huck Finn's Restaurant             | 129 Marina Dr       | 54603    | Year Round    | 18        |
| American Marine                    | 127 Marina Dr       | 54603    | Year Round    |           |
| F.J. Robers Co.                    | 816 Bainbridge St   | 54603    | Year Round    | 11        |
| JF Brennan                         | 818 Bainbridge St   | 54603    | Year Round    |           |
| French Island Yacht Club           | 132 Marina Dr       | 54603    | Summer        | 1         |

## **SECTION D**

### **SCHOOL DISTRICT ENROLLMENT**

The Town of Campbell is served by the School District of La Crosse, which provides a wide range of public education options from preschool through high school. The district emphasizes neighborhood-based learning environments while balancing student populations across schools. In addition to standard neighborhood assignments, the district offers charter and choice programs that permit cross-boundary enrollment when space allows.

### **Historic Schools**

Education was always a priority for Campbell residents. The earliest schools included the Smith Valley School, which opened in 1867 and operated until 1965, when it was absorbed into the La Crosse School District. On French Island, two one-room schools known as the Upper and Lower Schools were established in the late 1800s and remained in operation until the 1950s.

The photograph of the Lower French Island School notably shows a school bell. Local accounts suggest that this may be the same bell now displayed across the street from Wardwell Park, near the school's original location.

In 1954, students began attending Summit School (now known as the Environmental School), marking a transition from the one-room schoolhouse era to a modern educational facility. These early schools not only provided essential education but also served as community gathering places, leaving a lasting legacy in Campbell's history.



***Pictured: Upper and Lower French Island Schools***



***Pictured: Students at the Upper and Lower French Island Schools***

## **Preschool Program**

The School District of La Crosse offers a free preschool (4K) program to eligible children. This program is hosted at various daycare centers and elementary schools across the district, providing families with flexible and accessible early childhood education options.

## **Elementary, Middle, and High Schools**

- The district operates 12 elementary schools (grades K–5), 5 middle schools (grades 6–8), and 4 high schools (grades 9–12).
- Most students attend schools based on neighborhood attendance boundaries. Students from Campbell typically attend Logan Middle School and Logan High School, both located on La Crosse's North Side.
- Total district-wide enrollment for the most recent school year was 5,786 students, spanning 4K through 12th grade.

## **Logan Middle School**

Located in the heart of La Crosse's North Side, Logan Middle School serves approximately 300 students in grades 6–8. The school features a dynamic educational environment that integrates global and international learning themes. Students have access to a variety of athletic facilities and even a public swimming pool on campus.

## **Logan High School**

Founded in 1929, Logan High School is a public-school serving grades 9–12 with approximately 760 students. Known for its strong academics and innovative programs, Logan High offers:

- CISCO Academy
- Project Lead the Way (PLTW)
- Chinese language instruction

Logan High also offers the Health Science Academy which allows Juniors to enroll in a two-year program in conjunction with Mayo and Gundersen to learn about medical careers while interning/working at local nursing homes. Additionally, the school maintains international partnerships with sister schools in Germany and China, encouraging global awareness and cultural exchange among students.

## **School Assignment Boundaries**

- Students living in northern neighborhoods generally attend Logan Middle and Logan High School.
- Those in central or southern areas typically attend Longfellow Middle School and Central High School.

## **Post-Secondary Education In La Crosse County**

The region offers a strong network of higher education institutions that serve residents of the Town of Campbell and the surrounding area:

- University of Wisconsin-La Crosse (UW-L): Founded in 1909, UW-L is part of the University of Wisconsin System with an enrollment of approximately 10,000 students. The university collaborates with local healthcare providers to support cutting-edge medical education and research, including a state-of-the-art health sciences facility.
- Western Technical College: A two-year public college focusing on technical and career education. It enrolls around 5,400 credit students and 7,000 noncredit students annually.

- Viterbo University: A private Catholic university founded in 1890 in the Franciscan tradition, Viterbo offers both undergraduate and graduate programs to about 2,300 students.

### **Summit Environmental School**

Summit Environmental School is the only public school located within the Town of Campbell and plays a unique and important role in the community. The school serves students in grades 4K–5th, with an enrollment of approximately 303–350 students.

Summit is distinguished by its environmental education focus. Its mission is to provide a solid academic foundation while integrating environmental themes throughout the curriculum. The school emphasizes hands-on, outdoor learning experiences that foster a deeper connection to nature and the local environment.

Features of Summit Environmental School include:

- Dedicated outdoor education spaces on-site, such as a frog pond, nature trails, and outdoor classrooms.
- An environmental curriculum that is woven into all core subject areas.
- A commitment to project-based learning and place-based education that uses the local landscape as a teaching tool.

The presence of Summit Environmental School enhances the Town of Campbell’s appeal for families seeking a school with a strong academic foundation and a unique educational approach centered on the environment. Its inclusion in this incorporation submittal is further supported by accompanying photographs that highlight its facilities, outdoor learning areas, and student projects.



***Pictured: Summit Environmental School, 1800 Lakeshore Dr.***

# **SECTION E**

## **EXISTING ORDINANCES AND GOVERNING**

The Town of Campbell's Municipal Code, adopted under the authority of Towns with village powers. Village powers were adopted on August 16<sup>th</sup>, 1995, to address the governance including zoning and subdivision regulations.

The Town of Campbell Municipal Code can be found here: [Town of Campbell Code of Ordinances](#)

### **Town of Campbell Code of Ordinances**

Chapter 1 General Provisions

Chapter 2 Administration

Chapter 4 Alcohol Beverages

Chapter 6 Animals

Chapter 8 Buildings & Building Regulations

Chapter 9 Elections

Chapter 10 Emergency Management &  
Emergency Services

Chapter 12 Licenses, Taxation & Misc.  
Regulations

Chapter 14 Mobile Homes & Mobile Home  
Parks

Chapter 16 Municipal Court

Chapter 18 Nuisances

Chapter 20 Offenses & Misc. Provisions

Chapter 22 Parks & Recreation

Chapter 24 Planning

Chapter 26 Signs

Chapter 28 Solid Waste

Chapter 30 Streets, Sidewalks & Other Public  
Places

Chapter 32 Subdivisions

Chapter 34 Traffic & Vehicles

Chapter 36 Utilities

Chapter 38 Waterways

Chapter 40 Zoning

Chapter 41 Construction Site Erosion Control

Chapter 42 Post-Construction Runoff Control

## **ZONING**

The Town of Campbell, Wisconsin, officially adopted its own zoning ordinance on January 22, 2013, when the Town Board enacted Chapter 17 (later changed to Chapter 40) of the Town of Campbell Ordinances related to zoning. This ordinance became effective on August 21, 2014. The originally adopted ordinance and the current zoning ordinance are included in Exhibit #09 and exhibit #10 respectively.

Prior to this, the Town of Campbell operated under La Crosse County's zoning regulations. La Crosse County still regulates Shoreland Zoning for the Town of Campbell. The adoption of Campbell's own zoning ordinance marked a significant move towards local control over land use and development decisions within the Town. The general goal of zoning is to ensure that that land uses within the Town are compatible by introducing standards that allow for land use regulation.

Zoning districts have been established to regulate what types of development are permitted in different areas of the Town of Campbell. These districts are illustrated on the Town's official Zoning Map and correspond with the Comprehensive Plan's Future Land Use Map, which outlines the Town's long-term development goals. The Future Land Use Map serves as a guide, indicating how properties

are intended to be zoned over time. Changes to zoning district boundaries are generally made only when they align with this plan. However, in certain cases, rezoning may be appropriate and beneficial to the community.

## **ZONING CLASSIFICATION DESCRIPTIONS AND ABBREVIATIONS**

The Town of Campbell is divided into zoning districts that define permitted land uses and help implement the goals of the Town’s Comprehensive Plan. These districts ensure orderly development and maintain consistency throughout the community by regulating how land can be used in each area. Each District is listed below

### **Residential Districts**

#### **Residential A**

Residential District A is intended to provide low-density, single-family housing that aligns with the Town of Campbell’s Comprehensive Plan. It allows for single-family homes, garages, limited accessory buildings, and up to three boarders per household, with home occupations and professional offices permitted as conditional uses. The district protects neighborhood character through strict regulations on building height, setbacks, and minimum lot size. These standards ensure a consistent, safe, and spacious residential environment.

#### **Residential B**

Residential District B is designed to allow higher housing density than District A by permitting both new and converted two-family dwellings. It includes all permitted and conditional uses from Residential District A, along with additional flexibility for duplex housing. The district maintains the same building height and setback requirements as District A but allows for smaller lot sizes—7,200 sq. ft. for single-family homes and 3,600 sq. ft. per unit for two-family homes. This zoning supports diverse housing options while preserving residential character and neighborhood consistency.

#### **Residential C**

Residential District C is intended to accommodate the highest density residential development in the Town, allowing for a wide range of housing types including multi-family dwellings and planned unit developments (PUDs). It includes all permitted and conditional uses from Residential District B, while also permitting conversions of existing homes into three or more units. Building height and setbacks

follow the same standards as District A, but lot size requirements are reduced—down to 2,500 sq. ft. per unit for multi-family housing. The district supports flexible, compact development while still requiring planning oversight for larger projects like PUDs.

### **Rural Residential**

The Rural Residential District is designed to maintain a rural atmosphere while allowing a mix of residential and agricultural uses. It permits all uses allowed in Residential District A, along with general farming, roadside stands, farm signage, and equestrian facilities. Lot size and setback requirements mirror those in Residential District A, ensuring spacious, low-density development. This district encourages a country living environment while supporting small-scale agriculture and rural character.

### **Agricultural Districts**

#### **General Agricultural**

The General Agricultural District is meant for non-urban, agriculture-based uses on land suited for such purposes and compatible with surrounding development. Permitted uses include general farming (excluding confined animal feeding), forestry, greenhouses, recreational facilities, and limited residential use for farm owners and staff. Conditional uses include resource extraction, utility infrastructure, and energy structures. Lot size and height requirements for residential buildings match those of the Rural Residential District. This district supports diverse agricultural, recreational, and low-density residential uses.

#### **Commercial District**

The Commercial District is designed to support general business activity that provides goods and services to residents and visitors while minimizing conflict with residential areas. Permitted uses include a broad range of retail stores, service businesses, food establishments, recreational facilities, and light warehousing, as well as limited mixed residential use on pre-existing single-family lots. Conditional uses include utility infrastructure and communication towers. Height is limited to 45 feet or three stories. Setback and lot coverage requirements are specified to ensure proper spacing, with additional rules for vision clearance at intersections. This district supports economic development and job growth.

## **Industrial Districts**

### **Light Industrial District**

The Light Industrial District provides space for businesses with moderate land use impacts—greater than those allowed in the Commercial District but less intensive than in the Heavy Industrial District. Permitted uses include wholesale trade, warehousing, light manufacturing, mechanical repair shops, woodworking and metal fabrication, and certain types of processing. More intensive uses such as manufacturing or packaging operations may be allowed by the board of adjustment following a public hearing, provided they do not produce harmful or disruptive effects like excessive noise or pollution. Setback, height, lot coverage, and vision clearance standards align with those in the Commercial and Industrial Districts.

### **Industrial District**

The Industrial District accommodates heavy industrial uses with significant environmental and neighborhood impacts, requiring stricter development standards and Town review. Residential, educational, or institutional uses are generally prohibited, except for on-site caretaker housing. Certain high-impact uses like junkyards, fertilizer manufacturing, and explosive storage require conditional approval through a public hearing. Buildings can be up to 60 feet tall (five stories) with minimum setbacks of 25 feet on sides and rear, and vision clearance standards apply. Front setbacks and other requirements reference related commercial and setback regulations.

### **Manufactured Home Community District**

The Manufactured Home Community District permits only mobile home parks and related structures, such as operator offices and accessory buildings. Mobile home sales are limited to occasional, non-business transactions by individual owners. Parks must be at least five acres, with individual spaces of at least 4,000 square feet and 40 feet wide, and homes must meet specific spacing and height requirements. Parks must have proper drainage, water and waste systems, recreational areas (minimum 5% of total area), and roadways at least 40 feet wide. Each park must be clearly bordered by a hedge of trees, and parking is required off roadways.

### **Public Facilities and Institutional District**

The Public Facilities and Institutional District allows use of land for public and institutional purposes such as faith-based buildings, schools, libraries, municipal buildings, recreational centers, cemeteries, and public airports. Conditional uses include sewage treatment, waste facilities, correctional facilities, telecommunications, and private aircraft facilities. Buildings in this district must not exceed 60 feet in height, have minimum side and rear yard setbacks of 25 feet, and comply with highway setback requirements. Lot coverage is limited to 35% of the total lot area. No building or use is permitted unless authorized by this chapter.

## **SUBDIVISION AND PLATTING**

The Town of Campbell has adopted and enforces its own Subdivision Ordinance, found in Chapter 32 of the Town Code of Ordinances. These regulations play an essential role in shaping the Town's physical growth by ensuring that new developments are designed to be safe, efficient, and beneficial to the community. The ordinance establishes clear standards for lot dimensions, street layouts, drainage systems, utility connections, and the dedication of land for parks or open space.

The Town Board has final authority over subdivision approvals, following public hearings and recommendations from the Plan Commission. The intent of Campbell's Subdivision Ordinance is to promote public health, safety, and welfare; guide the orderly development and layout of land; reduce traffic congestion; and ensure proper access to transportation, water, sewerage, and other public services. It also provides safeguards to prevent overcrowding, ensures accurate legal descriptions, and supports future redivision of land into smaller parcels.

Chapter 32 of the Town Code is publicly accessible through the Town's official website or via the Municode Library at: [Town of Campbell Subdivision Ordinance](#)

## **BUILDING CODE**

The Town of Campbell requires a building permit to be issued prior to commencement of any construction, electrical, HVAC or plumbing work. This includes the placement of both main and accessory building, fences, pool, etc. The Town is contracted with General Engineering Company and works closely with their team of certified inspectors to ensure that all work completed is up to code.

## **REVIEW PROCESS**

The Town of Campbell has clear guidelines for certified survey map and plat reviews, site plan and special use applications, rezoning and conditional use applications, and variance applications.

### **Planning Commission (Chapter 24 Article II of the Town of Campbell Code of Ordinances)**

This ordinance establishes the Planning and Zoning Commission for the Town of Campbell and outlines its structure, authority, responsibilities, and operational procedures. It aims to promote the health, safety, and welfare of residents through comprehensive planning with significant public involvement.

The ordinance applies to the entire Town of Campbell and supports intergovernmental coordination with neighboring jurisdictions. It grants the Town Board the authority to establish a seven-member Planning and Zoning Commission through the exercise of village powers under Wisconsin Statutes. The ordinance governs the composition, appointment, and compensation of commission members and identifies the roles of officers such as chairperson, vice chairperson, and secretary.

The commission serves as the Town's official planning agency and has the power to review, recommend, and report on a broad range of planning and zoning matters. These include subdivision regulations, zoning ordinances, conditional use permits, site plans, historic preservation, cooperative boundary agreements, stormwater and erosion control ordinances, and agreements with regional planning bodies.

The ordinance includes requirements and guidance on:

1. Purpose and Authority
2. Commission Establishment and Membership
3. Appointment Procedures and Oaths of Office
4. Vacancy Filling and Member Compensation
5. Officers and Duties (Chairperson, Vice Chairperson, Secretary)
6. Quorum Requirements and Voting Procedures
7. Required Referrals (e.g., zoning changes, site plans, county plans)

8. Discretionary Referrals (e.g., intergovernmental agreements, plats)
9. Referral Periods and Reporting Deadlines

Final action by the Town board or related authorities on referred matters cannot be taken until the commission has provided its report or the designated referral period has elapsed. This ordinance ensures structured planning processes aligned with state statutes and local priorities.

### **Zoning Board of Appeals (Chapter 40 Article II Division 2 of the Town of Campbell Code of Ordinances)**

This ordinance establishes the Zoning Board of Adjustment for the Town of Campbell. The Board serves as a quasi-judicial body that hears and decides appeals, variances, and related zoning matters in accordance with Wisconsin Statutes.

The Board consists of three members appointed by the Town Board for staggered three-year terms. Members must reside within areas of the Town subject to zoning regulations. The Town Board may set compensation equal to that of Town committee members. The Board elects its own chairperson, and vacancies are filled for the remainder of the unexpired term.

To ensure participation, the Town Board may appoint alternate members for two-year terms. Alternates may serve when a regular member is absent or disqualified.

The Board adopts its own rules of procedure. Meetings are held at the call of the chairperson and must be open to the public. The chairperson may administer oaths and compel the attendance of witnesses. All proceedings are recorded and filed with the Town Clerk/Treasurer.

Appeals may be filed by affected individuals, officers, or agencies. Appeals must be submitted in writing to the Town Clerk/Treasurer within the timeframe set by the Board, along with an application fee. After-the-fact variance requests are subject to a doubled fee.

The ordinance includes requirements and guidance on:

1. To hear and decide appeals where it is alleged there is an error in any order, requirement, decision, or determination made by the Town Board or designated agency.
2. To authorize variances from the terms of the zoning code in specific cases where literal enforcement would result in unnecessary hardship or practical difficulty.

3. To reverse, affirm, or modify any order, requirement, decision, or determination appealed from and make such decisions as ought to be made.
4. To permit, in appropriate cases and subject to conditions and safeguards, the erection or use of a building or premises for municipal utility purposes where necessary for public convenience and welfare.
5. To grant special permits for uses such as hospitals, philanthropic institutions, cemeteries, and community recreation facilities, subject to applicable district regulations.
6. To determine zoning district boundary locations in cases of conflicting or incomplete information, when requested by an affected property owner.
7. To call on other departments or officials for assistance as needed in the performance of its duties.

## **COMPACTNESS AND HOMOGENEITY ANALYSIS**

### **Compactness**

The zoning districts in the Town of Campbell are carefully structured around the availability of urban services. Areas like General Agricultural, Residential A, and Rural Residential have specific limits on density and intensity, ensuring that any development requiring urban infrastructure does not take place until those services are in place and accessible.

### **Homogeneity**

The zoning regulations also focus on making sure new developments fit well with their surroundings. Districts such as Residential B and Residential C are designed to support this goal by encouraging infill development and controlling aspects like building size, floor area, and landscaping. These measures help maintain a consistent look and feel in the neighborhood while allowing for expanded housing availability.

## **SECTION F**

### **CURRENT AND FUTURE LAND USE**

The Town of Campbell maintains a modest but important commercial presence that supports local needs and contributes to the community's economic base. Commerce in Campbell is characterized by a mix of service-based businesses, marine and industrial operations, and locally owned restaurants that are well-integrated into the Town's residential and transportation layout.

Sky Harbour Drive lies adjacent to I-90 and features the Town's small shopping center, offering convenient access to retail and service businesses for nearby residents; Qullin's is one of the businesses that calls Sky Harbour Drive home. Quillin's is a grocery store and gas station that opened its first location in the Town of Campbell in 1949. The store serves as a popular and convenient location for groceries and other items. Quillin's is an important part of the community for those who no longer drive or live in the public housing at War-Leh Manor. Residents can use the MTU to access Quillin's and buy all their grocery needs and return home in short order without driving or enduring a longer trip into La Crosse to fulfill their needs. Quillin's deli and daily lunch specials meet the needs of local workers including those at USGS UMESC a federal agency with nearly 130 employees. Additionally, the Town Maintenance Department uses Quillin's as a fueling station for their vehicles and equipment.

Another major business in the Town of Campbell is Celebrations on the River, a wedding and event venue. Located at 2100 Dawson Avenue, this 30,000+ square-foot facility offers three stunning riverside venues, each capable of accommodating more than 250 guests. Hosting between 125 and 175 weddings and events annually, Celebrations provides an all-inclusive experience with catering, beverages, décor, and a full-service professional team. The business employs between 35 and 60 staff members and plays an active role in supporting the local economy and community.

Campbell also contains a designated commercial and industrial district, home to several key employers such as JF Brennan Company and American Marine, both of which are located near the Mississippi River. These businesses provide jobs, support maritime industry, and contribute to regional infrastructure and environmental services.

On the South end of the Town, there are numerous bars and restaurants, which are both locally owned and conveniently located within residential and commercial areas. These establishments serve not only as dining and social hubs but also as important contributors to the Town's identity and tax base.

While Campbell residents often travel to nearby La Crosse for larger-scale retail and healthcare needs, the businesses located within the Town are well-positioned to serve the local population and visitors to French Island. The Town's commercial activity reflects a balance of industry, service, and hospitality that complements its island geography and residential character.

Nearly all of the Town's residential areas are fully developed. This fact is supported by the Wisconsin Office of Demographic Services that projects only sixteen additional housing units will be added in the next twenty years. A relatively small commercial and industrial corridor to the south of Interstate 90 is nearly built out, but is likely to see some limited infill and possible redevelopment. Some parcels have been slow to develop due to owners that may be holding out for higher sales prices due to proximity and accessibility to Interstate 90.

Comparing density to other recent incorporations, the result for French Island is comparable. The average population density for the proposed incorporated area is 350.2 persons per square mile. This compares to a density for Rib Mountain at 285.6 and Lisbon at 388.8 per square mile, respectively.

In the future residential development may trend more toward redevelopment of areas to multifamily residential uses. In addition, there is the potential for mixed commercial and residential uses. This is a trend seen in many of today's mature communities where there is aging residential, commercial and industrial properties that can be successfully and economically purchased, demolished and rebuilt. See Map #05 for Existing Land Use.

## **LAND USE TRENDS**

The Town of Campbell is nearly fully developed, with most of the land categorized as Residential A. Residential development consists of both older homes—many of which were originally built as seasonal cottages and later converted—and newer subdivisions, particularly north of Interstate 90.

South of I-90, the area has been urbanized for a longer period and includes scattered multi-unit housing.

Industrial activity is concentrated on the south end of French Island, especially along Bainbridge Street, which benefits from rail and river access. This area is currently used for bulk storage but has redevelopment potential. The commercial sector remains limited, with key opportunities for mixed-use redevelopment near Sky Harbour and the west end of Lakeshore Drive.

Redevelopment and infill opportunities are gaining attention, especially with the expansion of public utilities and interest in converting underused parcels into productive residential or commercial areas. The Town is also working to encourage zoning changes that support mixed-use development.

## **LAND SUPPLY**

While most of the Town is built out, a few key areas remain available for development:

- **Industrial Infill on South End:** Currently used for bulk material storage, this land could be reorganized for more intensive industrial or commercial use.
- **Sky Harbour Commercial Tract:** A privately owned lot currently used as a ball field is designated for future commercial development.
- **Baumgartner Addition:** This area is planned for future residential use with 7,500 sq. ft. lots and a mix of single- and multi-family housing.

The limited vacant land means that future growth will primarily occur through strategic infill and redevelopment rather than large-scale expansion. See Map #06 for Future Land Use.

## **LAND DEMAND**

Demand for land in the Town of Campbell is focused on:

- **Residential Infill:** There is ongoing interest in developing remaining residential lots, particularly in areas with new utility access.
- **Redevelopment of Aging Properties:** Older homes, especially on the southern end of the island, are declining in condition and may be replaced with commercial or light industrial uses.

- **Mixed-Use Zones:** There is a growing desire to create zones that allow a combination of residential and commercial uses to make better use of limited space and support community needs.

Because the island geography limits expansion, redevelopment and increased land use efficiency will drive most future land activity.

## **LAND VALUES**

According to the Wisconsin Department of Revenue's 2024 Statement of Assessment:

- Residential (Class 1) land and improvements are valued at \$464,071,500, making up the vast majority of property value in the Town.
- Commercial (Class 2) land and improvements are valued at \$89,956,100.
- Manufacturing (Class 3) land and improvements are valued at \$128,500.
- Undeveloped (Class 5) land is valued at \$4,800.
- Forest (Class 6) land is valued at \$25,700.

There are currently no available land or improvement valuations listed for Agricultural (Class 4), Agricultural Forest (Class 5m), or Other (Class 7) categories.

## **SECTION G**

### **FUNCTIONAL STREET CLASSIFICATION**

The Town of Campbell Road system is composed of three levels of government jurisdiction. It includes the Town system composed of local roads, the County system of trunk highways and the State and Federal highway systems. County trunk highways and local roads comprise the greatest mileage. Public streets in the Town of Campbell are classified by their primary function, as described below:

**Principal Arterials** – Serve longer intra-urban trips and traffic traveling through urban areas. They carry high traffic volumes and provide links to major activity centers.

**Minor Arterials** – Provide intra-community continuity and service to trips of moderate length, with more emphasis on land access than principal arterials. The minor arterial system interconnects with the urban arterial system and provides system connections to the rural collectors.

**Collectors** – Provide both land access and traffic circulation within residential neighborhoods, commercial areas, and industrial areas. These facilities collect traffic from local streets in residential neighborhoods and channel it onto the arterial system. In the central business district, and in other areas of similar development and traffic density, the collector system may include the street grid that forms the basic unit of traffic circulation.

**Local Streets** – Local streets primarily provide direct access to adjacent land and access to higher order systems. Local streets offer the lowest level of mobility and through traffic movement on this system is usually discouraged.

I-90 is a freeway Arterial, part of the nation's Interstate Highway system. It serves as one of the major highways between Chicago-Milwaukee-Twin Cities, and intermediate points. There is one access point on/off this important highway in the Town of Campbell at CTH B. This interchange is the closest of La Crosse area interchanges to the La Crosse Airport. Within Campbell the actual length of I-90 is 2.37 miles between the west state line and the Campbell east line in the middle of the Black River Bridge.

Within the Town of Campbell there are 5.58 miles of County Trunk Highways. This includes the entire length of CTH BW that forms the boundary between the Town and the La Crosse Municipal Airport that is in the corporate limits of the city. CTH BW and CTH B are maintained, including snow plowing, by the County Highway Department.

**CTH B** — This 2.37-mile county roadway is designated as a Minor Arterial from its entry point into the Town on Clinton Street and its concurrent marking on Bainbridge Street and Dawson Avenue to the intersection with Fanta Reed Road at the La Crosse corporate limits. The County Trunk and Urban Collector designation continues on Fanta Reed Road, which is maintained as a County Highway

within the City limits, to the City street which provides Minor Arterial access into the airport scheduled airline terminal area.

**CTH BW** — This County Road runs for 3.21 miles from an intersection with CTH B at Goddard Street to the boat landing at Nelson County Park. CTH BW is marked concurrently with Goddard Street and Lakeshore Drive.

The Town of Campbell has 19.63 miles of streets and roads that are credited to the Town’s mileage base by DOT for cost share payments. Maintenance of these roads, including snow plowing and sanding, is the responsibility of the Town. Town roads range in length from a couple 0.06-mile roads to the 1.13-mile La Crescent Street.

Town of Campbell maintenance staff performs annual maintenance on local streets including street sweeping and winter road maintenance. All local streets are swept with a mechanical street sweeper once in the spring to collect larger items and debris that have accumulated over winter. Maintenance staff also conduct snow removal during winter months on all local streets and apply a sand/salt mixture and brine to deice roadways. See Map #07 Transportation.

## **SECTION H**

### **TOWN OF CAMPBELL COMPREHENSIVE PLAN, 2021**

The Town of Campbell’s long-range plan lays the foundation for how the community intends to grow and evolve over time. It addresses a wide range of local priorities—such as where people live, how they get around, how services are provided, and how natural areas are preserved. The plan also emphasizes working with nearby communities to support shared goals. In line with Wisconsin’s comprehensive planning law (Wis. Stats. 66.1001), the document reflects Campbell’s focus on coordinated, efficient development and maintaining consistency in how different areas of the Town relate to one another. A copy of the Comprehensive Plan is included in Exhibit #11.

### **Housing and Neighborhoods**

#### **Goal:**

- The Town will seek to maintain the quality of the existing housing stock and supplement it in

appropriate locations with safe, well-constructed housing of a density, scale, and character that complement the present residential neighborhoods.

**Objectives:**

- Encourage cluster development near existing utilities and roads.
- New housing will be designed to preserve natural resources and will include green space and trail development.
- Encourage infill development in existing higher density housing areas.

**Policies:**

- Plan so that types and prices of housing can satisfy the needs and preferences of a wide variety of residents while maintaining the single-family detached dwelling as the basic form of housing.
- Ensure that only developments that are thoughtfully designed with respect to traffic generation, congestion, and patterns will be allowed.
- Allow only developments that are adequately designed with respect to the topographical and drainage conditions of the proposed area.
- Preserve and expand residential areas of single-family homes except where the plan calls for commercial or industrial development.
- Replace old, planned unit developments with single-family or owner-occupied multiple units.

**Utility and Community Facilities**

**Goals:**

- Explore means by which we could maintain high standards, improve, and expand commonly used utilities through improved relationships with other municipalities for the benefit, safety, and welfare of Township and area residents.
- Work to vary the use of existing parks.

**Objectives:**

- Work with La Crosse to maintain and improve the use of current sewer and water systems.
- Develop a Township municipal water system.

- Develop long-range plans for the improvement, expansion and/or replacement of the Campbell Town Hall and Community Center to provide larger and more efficient facilities for all Township departments and the library.
- Encourage all Township departments to develop long range plans to meet each department's goals for the welfare of residents.
- Provide all Township departments with equipment and personnel as deemed necessary and appropriate to maintain high standards of performance to benefit residents.
- Implement ways to upgrade recycling and waste disposal as needs arise.

**Policies:**

- Promote communication among residents, Town board and all Township departments to reach these goals and objectives.
- Consider and evaluate all suggestions concerning utilities and facilities.

**Transportation**

**Goal:**

- Improve efficiency and safety of the system by providing for alternative types of transportation, such as bicycle, bus, etc., and further encourage agreement between La Crosse and Campbell for bus service.

**Objectives:**

- Implement a road reconstruction and maintenance plan.
- Meet the needs of all residents, including the transit dependent and disabled.
- Promote pedestrian and bicycle usage while developing and environmentally responsible system.
- Encourage commercial vehicles to use specified routes within the community

**Policies:**

- Review of rezoning requests must consider impacts on existing road network.

**Economic Development**

**Goal:**

- Continue to develop business and industry where appropriate to strengthen and diversify the tax base.
- Create a strong local economy by meeting the needs of existing businesses, attracting new employers and promoting the creation of jobs.

**Objectives:**

- Explore funding opportunities through the use of T.I.F. districts and other mechanisms for funding opportunities, whether public or private.
- Work to implement zoning that will encourage appropriate use of existing land for economic development.

**Policies:**

- Continue membership in organizations, such as La Crosse Area Development Corporation and the La Crosse Area Chamber of Commerce, which promote commercial and retail development.
- Continue to cooperate with all entities involved in promoting Economic development through meeting the needs of all aspects of transportation, utilities and education.
- Create an environment that will encourage cooperation and a positive attitude between businesses and residents that will be of mutual benefit.

**REGIONAL PLANNING JURISDICTION****Mississippi River Regional Planning Commission (MRRPC)**

The Town of Campbell falls under the jurisdiction of the Mississippi River Regional Planning Commission (MRRPC), which serves nine counties including La Crosse County. The MRRPC's role is to coordinate comprehensive and intergovernmental planning across both incorporated and unincorporated areas, enabling local governments to meet regional requirements and qualify for federal grants. It provides a range of services such as economic development planning, environmental and recreational planning, demographic analysis, and technical assistance. Key regional planning documents relevant to Campbell include the La Crosse County Outdoor Recreation Plan and the La Crosse County All-Hazards Mitigation Plan.

The two plans can be found here:

[La Crosse County Multi-Hazards Mitigation Plan 2020-2024](#)

[La Crosse County Outdoor Recreation Plan 2019-2024](#)

Copies of both Plans are included as Exhibits #12 & #13, respectively and a copy of the MRRPC coverage map is included as Exhibit #14

Additionally, the La Crosse Area Planning Committee (LAPC) functions as the Metropolitan Planning Organization (MPO) for the La Crosse/La Crescent urbanized area. The LAPC is responsible for creating and updating a long-range transportation plan with a 20-year horizon, known as Coulee Vision 2040, which integrates land use and transportation goals to promote efficient movement of people and goods. This plan is updated every five years, with the next update scheduled for 2025.

The Beyond Coulee Vision 2040 document can be found here:

[Coulee Vision 2040](#)

A copy of the document is included as Exhibit #15, and a copy of the LAPC coverage map is included as Exhibit #16.

Local governments like Campbell are encouraged to review and analyze LAPC's planning goals as part of their comprehensive plan updates to ensure alignment and to inform future regional transportation planning efforts.

## **STATE AND FEDERAL AGENCY JURISDICTIONS**

The planning landscape in La Crosse County involves key state and federal agencies that influence various aspects of development. Wisconsin's Department of Transportation (DOT) District 5 is pivotal in highway design and bicycle/pedestrian infrastructure, while the Department of Natural Resources (DNR) manages significant land and facilities and monitors water resources. The University of Wisconsin Extension in La Crosse provides educational resources, the U.S. Fish and Wildlife Service oversees the Upper Mississippi River National Wildlife and Fish Refuge, and the U.S. Army Corps of Engineers manages locks and dams along the Mississippi River. The U.S. Geological Survey (USGS) supports local planning by conducting scientific research. Local governments prioritize ongoing collaboration with these agencies throughout and beyond Comprehensive Plan development.

## **ADDITIONAL REGIONAL PLANS THAT INVOLVE THE TOWN OF CAMPBELL**

The Town of Campbell is mentioned in both the County of La Crosse's and the City of La Crosse's Comprehensive Plans:

[La Crosse County Comprehensive Plan 2022-2050](#)

[City of La Crosse Comprehensive Plan 2023-2040](#)

Copies of both documents are included in Exhibits #17 & #18 respectively.

La Crosse County's Comprehensive Plan highlights the Town of Campbell's geographic proximity to the City of La Crosse and neighboring municipalities. It references the boundary agreement between the Town and the City, which was in effect from 2004 until January 1, 2025. The plan emphasizes the collaborative relationship between the two communities, noting mutual service agreements with the EMS, fire, and police departments, as well as joint use of facilities like the library located within the Town. It also outlines the City of La Crosse's role in providing municipal wastewater treatment services to multiple surrounding municipalities, including Campbell. Additionally, the plan addresses the PFAS contamination in the Town's groundwater, detailing the history and scope of the issue.

The City of La Crosse's Comprehensive Plan echoes many of these themes, also referencing the PFAS contamination and transportation connections through the Municipal Transit Utility (MTU). It provides a more in-depth discussion of the boundary agreement with the Town and offers further detail on the wastewater service agreement between the two municipalities.

# **SECTION I**

## **WATER AND SEWER UTILITY OVERVIEW**

### **Sewage and Sewerage Disposal (Chapter 36 Article II of The Town of Campbell Code of Ordinances)**

This ordinance establishes uniform requirements for wastewater discharges into the Town of Campbell's wastewater collection and treatment system. It applies to all individuals and entities within the Town's jurisdiction. The ordinance mandates that properties within the Town connect to the public sewer system where available, prohibiting the use of private septic systems in such areas. It prohibits the discharge of harmful substances into the wastewater system, including toxic chemicals, flammable materials, and substances that may cause blockages or interfere with treatment processes. Certain dischargers are required to implement pretreatment measures to remove harmful pollutants before entering the municipal system, ensuring compliance with state and federal regulations. The Town is authorized to monitor, inspect, and sample wastewater discharges to ensure compliance, including access to facilities and records. Enforcement actions for non-compliance may include notices of violation, fines, and potential disconnection from the wastewater system. The ordinance places requirements on:

1. Management, Operation, and Control
2. User Rules and Regulations
3. Plumbers
4. Private Systems
5. Applications for Sewer Service
6. Septage Disposal
7. Connection Charge
8. Use of Sewers
9. Utility Responsibility
10. Building Sewer Construction
11. Extensions of Sewer Mains
12. Septage Acceptance Location
13. RV and Marine Dumping Stations

#### 14. Additional Authorities

A copy of the Town of Campbell Sewage and Sewerage Disposal Ordinance is included in Exhibit #19.

#### **SANITARY SEWER COLLECTION SYSTEM DESCRIPTION**

The Town of Campbell has operated a sanitary sewer collection system since the 1960s. As a result, there is a substantial investment in the infrastructure of the sanitary sewer collection system. The Campbell sewer collection system contains collection pipes, trunk sewers, interceptor sewers, lift stations, force mains, pressure sewers, a grinder pump station, a flow metering station, and interconnection with the City of La Crosse sewer system. The sewer system extends throughout the Town to collect wastewater and transport it to the City of La Crosse's WWTP via connection to the La Crosse sewer collection system at a point near Clinton Street on the east bank of the Black River.

Since the original construction, the sanitary sewer collection system has been expanded through many projects and currently consists of approximately 24.3 miles of gravity sewer pipe and 2.1 miles of forcemain. The system includes ten (10) Campbell sewage lift stations; a flow metering station, sanitary sewer pipelines ranging from 8 to 18 inches in diameter; sewage force mains ranging in size from 4 to 12 inches in diameter, and approximately 490 manholes. One (1) City of La Crosse lift station, Breezy Point, discharges to the Campbell sewer collection system. Approximately 80% of the gravity sewer pipe is 8-inch in diameter with the remainder between 10-18-inches in diameter.

The Town of Campbell has a supervisory control and data acquisition (SCADA) system and was upgraded in 2024. The SCADA system includes a Central Telemetry Unit (CTU) located at the Town Hall and Remote Terminal Units (RTU) at each sewage lift station and the flow metering station. The SCADA system uses spread spectrum radio communications equipment to transmit data collected from all of the RTU's in the collection system to a central location where the data will be displayed. The SCADA system provides alarms and status conditions for each sewage lift stations in addition to flow metering and flow totalization at the flow metering station. If an alarm condition occurs at one or more of the RTU's, the SCADA system will contact the operators, alerting them of the alarm condition.

Following is a summary of the locations of the sewage lift station and flow metering station:

- The Town Hall is located in the central portion of French Island, northwest of the intersection of Bainbridge Street and Olivet Street.
- Sewage Lift Station No. 1 is located in the southern portion of French Island southwest of the intersection of Clinton Street and Bainbridge Street.
- Sewage Lift Station No. 2 is located in the south-central portion of French Island, northwest of the intersection of Goddard and Bainbridge Streets.
- Sewage Lift Station No. 3 is located in the central portion of French Island, north of the intersection of La Fond Avenue and Bainbridge Street.
- Sewage Lift Station No. 4 is located in the north central portion of French Island, on 2nd Avenue northeast of 2nd Avenue and Mitchell Street.
- Sewage Lift Station No. 5 is located on Hiawatha Island, north of the intersection of Nakomis Avenue and Clinton Street.
- Sewage Lift Station No. 6 is located on Hiawatha Island on the north side of Kiowa Place, west of the intersection of Kiowa Place and Nakomis Avenue.
- Sewage Lift Station No. 7 is located in the northern portion of French Island on the east side of Edgewater Drive, northeast of the intersection of Edgewater Drive and Lancaster Road.
- Sewage Lift Station No. 8 is located in the northern portion of French Island, north on the west side of Lakeshore Drive, approximately 530 feet northwest of the intersection of Lakeshore Drive and Hanson Road.
- Sewage Lift Station No. 9 is located on the north end of French Island, northwest of the airport on Lake Shore Drive, approximately 3,000 feet north of the intersection with Hanson and Airport Roads.
- Sewage Lift Station No. 10 is located in the north central portion of French Island on the south side of Fanta Reed Road, at the intersection of Fanta Reed Road and Jerald Street.
- The Flow Metering Station is located northeast of the intersection of Clinton Street and Nakomis Avenue.

Maintenance of the sewer collection system involves annual cleaning and televising of gravity sewer to identify deficient sewer mains that are subject to infiltration and inflow (I/I), which is the entry of clearwater into the sewer collection system during periods of high groundwater or flooding. The Town of Campbell has made a significant investment in the collection system in recent years to investigate

sewer mains most subject to I/I and to develop a priority schedule for projects to reduce I/I and minimize flows being pumped to the City of La Crosse. Numerous sections of sanitary sewer main and manholes have been replaced throughout the Town in the past 5 years, as well as sewer lining of other sections of sewer in an effort to reduce I/I. Additional sewer replacement and lining projects are planned for the near future. The Town has also invested in the replacement and reconstruction of Sewage Lift Station Nos. 7, 8, and 10.

The Town of Campbell Public Works Department currently has a Public Works Director, three (3) fulltime laborers and one (1) parttime employee who are responsible for Sewer and Streets. See Map #08, Sanitary Sewer Utility.

### **CAMPBELL PUBLIC WATER UTILITY**

The 4,300 residents of the Town of Campbell have suffered from PFAS-contaminated water for more than 5 years. This requires residents to use heavy 5-gallon water jugs for all drinking and cooking purposes. This interim safe water solution is provided to the residents free of charge by the WI DNR (an approximate annual cost of \$700,000). Residents need a safe, PFAS-free water source. The Town of Campbell is actively fulfilling this need by upgrading our water utility, drilling a supply well and creating a fully independent municipal water system. Residents eagerly anticipate the day they can turn on their tap and safely drink uncontaminated water. The Town of Campbell is actively responding to this critical need.

The Town of Campbell was granted authority to construct and operate a Public Water Utility (No. 935) in May 2000. Annual Reports have been filed with PSC and the utility is in good standing.

A partial water distribution system was constructed in 2004-2005. The existing Town-owned watermain is located on Sky Harbour, north Bainbridge-Olivet, South Bainbridge, Marina Drive and Clinton Street. That project was financed with grants, assessments and contributions from the Town. The Campbell Water Utility initially contracted with the La Crosse Water Utility to supply water and operate the Campbell distribution system. The agreement with La Crosse expired on December 31, 2024. The Town attempted to negotiate an expansion and extension of the agreement, but La Crosse did not respond. The Campbell Water Utility now operates and maintains the distribution system. La Crosse

continues to supply water. Those Campbell customers are assessed a “surcharge” by La Crosse, intended to partially offset the difference in property tax rates between the City and Town.

All other properties within the Town utilize shallow private wells for their water source; however, due to the PFAS contamination of groundwater on French Island, the Town is actively constructing their independent Water System to provide municipal water to the entire Town. The feasibility was confirmed when a deep, sandstone Test Well proved that a PFAS-free water supply could be obtained on the island.

A comprehensive Preliminary Engineering Report that evaluated options, including joint projects with La Crosse or Onalaska, was completed. The report concluded that an independent Town water system was the best option. DNR and USDA-RD have both approved the report. The water system will consist of a water supply (deep rock wells), storage and distribution system that will expand from the Town’s existing system. The Town’s water system will be independent and no longer connected to the City of La Crosse. The Town’s system will include the following components:

- Final Well #1 (1,000 to 1,500-GPM) that will utilize Pumphouse/Water Treatment Plant #1. Construction and testing will be completed in October 2025.
- Final Well #2 (1,000 to 1,500-GPM), located at same site as Well #1. Raw water would be pumped via a pitless unit to the Pumphouse/Water Treatment Plant #1 for treatment.
- Pumphouse/Water Treatment Plant #1.
- Approximately 123,000 lineal feet of water main distribution pipe ranging from 6-in to 14-in in diameter, 420 valves, 210 hydrants, and approximately 1,500 service lines.
- A 700,000-gallon Elevated Storage Tank.

Campbell has a certified Water Operator on staff. Maintenance of the existing system is simple, only involving annual flushing of hydrants and valve exercising. The Campbell Maintenance Department currently has a Public Works Director, 3 full-time laborers and 1 part-time who are responsible for Sewer and Streets. There is a separate budget for Sewer and a separate budget for Water will be set when the Water System becomes operational. The Water Utility will operate with their own O&M budget and revenue from Water rates when the system is in service. Operation of the wells and treatment facility will incur the largest share of Water O&M costs. It’s expected that 1 additional person will be added to the maintenance staff with lead responsibility for Water operations.

DNR approved the plans for Phase 1-Final Well #1 and PSC issued a Construction Authorization (Well only). The Town has secured the land necessary for the well (Phase 1) and elevated tank (Phase 2).

Funding has been secured for the entire water system project and the construction will be completed in phases. Phase 1 of construction started in the Spring of 2025 with the drilling of Final Well #1. The Phase 1 construction and all the engineering and administrative work that has been completed since the start of water system planning in 2020 is being funded by a Wisconsin Department of Natural Resources (WDNR) Safe Drinking Water Loan Program (SDWLP) loan. The Town was awarded 50% principal forgiveness on this loan (i.e., grant). The estimated project cost for Phase 1 is \$925,000. This includes engineering, preliminary investigation (including a Test Well), administrative fees, and Final Well #1 construction. The Financing Plan for Phase 1 is summarized as follows:

| <b>EXAMPLE FINANCING PLAN (PHASE 1)</b> |           |                   |
|---|-----------|-------------------|
| Phase 1 Project Cost                    | \$        | 925,075.00        |
| Phase 1 Principal Forgiveness (EC)      | \$        | (462,538.00)      |
| <b>Balance to Finance</b>               | <b>\$</b> | <b>462,537.00</b> |
| <b>SDWLP Loan:</b>                      | <b>\$</b> | <b>462,537.00</b> |
| Interest Rate                           |           | 2.200%            |
|   |           | 20                |
| SDWLP Annual Payment                    | \$        | 28,840.00         |
| 10% Bond Coverage                       | \$        | 2,880.00          |
| <b>TOTAL ANNUAL WATER COST</b>          | <b>\$</b> | <b>31,720.00</b>  |

The remainder of the overall Water System Project is considered Phase 2. This phase is divided into different projects for construction. Once Final Well #1 is fully tested, the design of the Phase 2 Water Treatment Plant and Pumphouse will be finalized. That design is in progress and will be completed by the end of the year. The design and construction of the elevated storage tank and connecting water main from the Water Treatment Plant to the tank will follow. The existing water customers now served by La Crosse will be connected to the Campbell supply in an early phase as the site of the elevated tank adjoins that part of the system. The extension of the water distribution system will be divided into several construction contracts with high priority to serving the heavily contaminated areas of the Island.

Construction of Phase 2 will commence in 2026 and water service to customers is planned to begin in 2027. The entire distribution system will be completed in 2028.

The Total Estimated Project Cost for Phase 2 is \$63,000,000. The financing plan budgets \$1,000,000 in interim interest expense and includes the O&M expenses for the first year while customers are connecting and revenue builds. The Town has acquired funding for Phase 2, including a United States Department of Agriculture – Rural Development (USDA-RD) loan and grant and two (2) Environmental Protection Agency (EPA) Community Grants. Similar to Phase 1, the WDNR SDWLP will also help fund Phase 2. The Town is eligible for approximately \$4,600,000 more in Principal Forgiveness through the SDWLP and will use a SDWLP low-interest loan to secure those grant funds. The Town is planning a \$7,260,000 general obligation bond to cover 50% of the street restoration costs that are not eligible for the funding programs. A \$500 per equivalent residential user (REU) Connection Charge will be used to generate cash for capital costs. The Sewer Utility will cover 50% of the water meter costs with their cash on hand. To cash flow project costs pending receipt of the various funds, interim financing is being secured.

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The Financing Plan for Phase 2 is summarized as follows

| <b>EXAMPLE FINANCING PLAN (PHASE 2)</b>      |                         |
|--|-------------------------|
| Estimated Project Cost                       | \$ 63,187,000.00        |
| Interest During Construction                 | \$ 1,000,000.00         |
| First Year O&M Expenses                      | \$ 396,000.00           |
| Total:                                       | \$ 64,583,000.00        |
| USDA-RD Grant                                | \$ (8,540,000.00)       |
| EPA Community Grant 1                        | \$ (1,666,000.00)       |
| SDWLP - EC PF                                | \$ (3,037,400.00)       |
| SDWLP - General PF                           | \$ (1,600,000.00)       |
| EPA Community Grant 2                        | \$ (2,000,000.00)       |
| Connection Charges (\$500 per REU)           | \$ (840,500.00)         |
| 50% Street Restoration (Non-Water Financing) | \$ (7,260,000.00)       |
| Meter Costs paid by Sewer Utility            | \$ (630,500.00)         |
| <b>Balance to Finance</b>                    | <b>\$ 39,008,600.00</b> |
| <b>SDWLP Loan:</b>                           | <b>\$ 8,237,400.00</b>  |
| Interest Rate                                | 2.255%                  |
|  | 30                      |
| <b>Rural Development:</b>                    | <b>\$ 30,771,200.00</b> |
| Interest Rate                                | 2.50%                   |
| Term, years                                  | 40                      |
| SDWLP Annual Payment                         | \$ 380,820.00           |
| 10% Bond Coverage                            | \$ 38,080.00            |
| RD Annual Payment                            | \$ 1,225,810.00         |
| 10% Bond Reserve                             | \$ 122,581.00           |
| <b>Total Annual Debt Cost</b>                | <b>\$ 1,767,291.00</b>  |
| Annual O&M                                   | \$ 396,000.00           |
| Short Term Asset Annual Cost                 | \$ 42,016.00            |
| <b>TOTAL ANNUAL WATER COST</b>               | <b>\$ 2,205,307.00</b>  |
| <b>TOTAL WATER COSTS</b>                     |                         |
| Connection Charges per EDU                   | \$ 500.00               |
| Assessment                                   | None                    |
| Water Usage Charge                           | \$ 978.15               |
| Water EDU                                    | 2,287                   |
| Average Monthly Water <u>Cost</u> per EDU    | <b>\$ 81.51</b>         |

Water rates will be determined by PSC based on depreciated values and a return on investment, not the cash basis outlined in the example. The PSC rates are likely to be higher than the cash rates. Each user will have an additional cost for construction of the water service on private property and abandonment of their existing well. The Town is coordinating funding for low-income residents. The

application for the PSC Construction Authorization for Phase 2 has been filed (Docket 935-CW-102). As the design progresses, the plans for each project will require DNR review and approval.

The Campbell Water System will serve all the developable property within the Town. The financial feasibility is dependent on maintaining the entire customer base. Incorporation as the Village of French Island will help secure those customers for the water utility.

## **SECTION J**

### **EXISTING OR CLOSED SOLID WASTE LANDFILLS**

There are no known active or closed waste landfill sites located within the Town of Campbell. A review of local and state records, including the Wisconsin Department of Natural Resources' Waste Disposal Site Registry, shows no entries associated with landfills within the Town boundaries.

Campbell residents are currently served by the La Crosse County Solid Waste Landfill, located at 3240 Berlin Drive in the City of La Crosse. This is an active, fully licensed municipal landfill operated by La Crosse County. While located outside the Town of Campbell, it serves as the primary disposal site for solid waste generated by Town residents.

#### **Waste-to-Energy Facility**

Although the Town of Campbell does not contain any landfills; the French Island Generating Plant operated by Xcel Entergy is located on French Island. This facility processes refuse-derived fuel (RDF) made from municipal solid waste and wood waste to generate electricity. The incineration of this material reduces the volume of waste sent to landfills and serves as a key part of the region's solid waste management strategy. The plant is regulated by state and federal environmental agencies and contributes significantly to waste diversion efforts in La Crosse County.

## **SECTION K**

### **BOUNDARIES**

This incorporation submittal includes the entire Town of Campbell. The decision to incorporate the full Town was made to ensure a logical, cohesive boundary that avoids irregular shapes such as peninsulas, islands, or fragmented areas. In addition, since the Town is fully developed, there are no undeveloped areas that meet the definition of “territory beyond the core.

Including the entire Town provides clarity, maintains financial and administrative viability, and supports a more efficient and unified approach to managing the community. Please refer to Map #10 for a visual of the proposed boundary.

Based on the information and documentation presented herein it sets forth the fact that the proposed Village of French Island is both homogeneous and compact.

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## **Section(1)(b): TERRITORY BEYOND THE CORE**

### **66.0207(1)(b) Wis. Stats.**

*The territory beyond the most densely populated one-half square mile specified in s. 66.0205 (1) or the most densely populated square mile specified in s. 66.0205 (2) shall have an average of more than 30 housing units per quarter section or an assessed value, as defined in s. 66.0217 (1) (a) for real estate tax purposes, more than 25% of which is attributable to existing or potential mercantile, manufacturing or public utility uses. The territory beyond the most densely populated square mile as specified in s. 66.0205 (3) or (4) shall have the potential for residential or other land use development on a substantial scale within the next three years. The Board may waive these requirements to the extent that water, terrain or geography prevents such development.*

**This section does not apply since the entire Town of Campbell will be incorporated as the Village of French Island.**

## **SECTION A**

### **FOR “ISOLATED” PETITIONERS**

Not Applicable.

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## **SECTION B**

### **LAND SUITABLE FOR DEVELOPMENT**

This standard requires that the territory outside the most densely populated square mile must have the potential for substantial residential, commercial, or other development within the next three years.

The Town of Campbell is already largely built out, with most of the land on French Island having been developed for residential, commercial and industrial uses. Remaining undeveloped land is extremely limited, estimated to be less than 20 acres, with other open land constrained by environmental factors such as wetlands, floodplains, or lack of infrastructure access. Therefore, the proposed Village of French Island overwhelmingly meets this standard.

There is virtually no opportunity for large-scale residential or commercial expansion within the Town, and future growth is expected to remain stable. For this reason, the potential for ***substantial*** new development beyond the core area within three years is minimal.

Therefore, the proposed Village of French Island meets this standard.

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## **Section(2)(a): TAX REVENUE**

### **66.0207(2)(a) Tax Revenue**

*The present and potential sources of tax revenue appear sufficient to defray the anticipated cost of governmental services at a local tax rate, which compares favorably with the tax rate in a similar area for the same level of services.*

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# **SECTION A**

## **INTRODUCTION**

Town of Campbell's effective government management, use of intergovernmental service agreements, and substantial tax base allow the Town to offer a full range of quality municipal services and maintain its infrastructure and facilities at a low tax rate. The Town is in excellent financial condition, has strong budgeting and financial management practices, and is well prepared to transition to a village form of government.

Campbell has a larger tax base than most municipalities in La Crosse County; ranking 6 out of 16 and provides services that some of the surrounding villages do not.

## **TOWN FINANCIALS**

Campbell currently provides a full range of services for area residents and businesses. Campbell is in a strong financial position to fund all needed services since it has high equalized value and a low tax rate. The past, present and potential sources of tax revenue are sufficient to defray the anticipated cost of governmental services for the Village of French Island.

Since the entire Town of Campbell is proposed for incorporation, it is anticipated that the financial transition from a Town into a Village will be seamless.

Table 1 below presents a summary of the Town's General Fund Revenues and Expenditures for 2023-2024, as reported in the Town's audited financial states, together with the adopted 2025 budget. A copy of the 2025 Approved Operating Budget is included in Exhibit #22 and copies of the financial statements are included in Exhibit #23.

**Table 1 - General Fund Revenues and Expenses, 2023-2025**

| <b>General Fund</b>                         | <b>2023</b>      | <b>2024</b>      | <b>2025 Budget</b> |
|---|------------------|------------------|--------------------|
| <b>Revenues</b>                             |                  |                  |                    |
| Property Taxes                              | 1,428,840        | 1,249,027        | 1,445,544          |
| Other Taxes                                 | 35,550           | 36,811           | 40,250             |
| Special Assessments                         | 15,114           | 210              | 250                |
| Intergovernmental                           | 711,127          | 1,528,746        | 716,609            |
| Licenses and Permits                        | 70,575           | 63,640           | 74,529             |
| Fines, Forfeitures, and Penalties           | 18,125           | 22,301           | 17,500             |
| Charges for Services                        | 7,798            | 17,610           | 6,500              |
| Investment Income                           | 85,737           | 93,557           | 3,135              |
| Miscellaneous Revenue                       | 35,525           | 32,689           | 99,934             |
| <b>Total Revenues</b>                       | <b>2,408,391</b> | <b>3,044,591</b> | <b>2,404,251</b>   |
| <b>Expenditures</b>                         |                  |                  |                    |
| <b>Current</b>                              |                  |                  |                    |
| General Government                          | 575,196          | 828,381          | 523,948            |
| Public Safety                               | 820,880          | 875,862          | 953,581            |
| Public Works                                | 536,054          | 611,823          | 790,614            |
| Leisure Activities                          | 57,561           | 28,090           | 69,000             |
| <b>Capital Outlay</b>                       |                  |                  |                    |
| General Government                          | 13,479           | 15,500           | 212,500            |
| Public Safety                               | 193,955          | 91,481           | 75,000             |
| Public Works                                | 168,917          | 1,349,823        | 92,000             |
| Leisure Activities                          | -                | 8,700            | 25,000             |
| <b>Debt Service</b>                         |                  |                  |                    |
| Principal Retirement                        | 315,654          | 53,807           | 494,723            |
| Interest and Fiscal Charges                 | 18,691           | 50,079           | 66,645             |
| <b>Total Expenditures</b>                   | <b>2,700,387</b> | <b>3,913,546</b> | <b>3,303,011</b>   |
| <b>Other Financing Sources (Uses)</b>       |                  |                  |                    |
| General Obligation Debt Proceeds            | -                | 1,137,395        | 250,000            |
| Sale of General Property and Equipment      | 3,812            | 5,978            | 4,000              |
| Lease Principal Payments                    | 28,147           | 29,244           | 30,360             |
| <b>Total Other Financing Sources (Uses)</b> | <b>31,959</b>    | <b>1,172,617</b> | <b>284,360</b>     |
| <b>Increase (Decrease) in Fund Balance</b>  | <b>(260,037)</b> | <b>303,662</b>   | <b>(614,400)</b>   |
| <b>Fund Balance January 1</b>               | <b>1,528,087</b> | <b>1,268,050</b> | <b>1,571,712</b>   |
| <b>Fund Balance December 31</b>             | <b>1,268,050</b> | <b>1,571,712</b> | <b>957,312</b>     |

The Town also has an enterprise fund for the Sewer Utility. A summary of the Sewer Utility Fund revenues and expenditures for 2023-2024 and the 2025 budget is shown in Table 2 below.

**Table 2 Sewer Utility Revenues and Expenses, 2023-2025**

| <b>Sewer Fund</b>                             | <b>2023</b>      | <b>2024</b>      | <b>2025 Budget</b> |
|---|------------------|------------------|--------------------|
| <b>Revenues</b>                               |                  |                  |                    |
| Charges for Services                          | 1,127,763        | 1,190,334        | 1,273,200          |
| <b>Total Revenues</b>                         | <b>1,127,763</b> | <b>1,190,334</b> | <b>1,273,200</b>   |
| <b>Expenditures</b>                           |                  |                  |                    |
| Operation and Maintenance                     | 905,591          | 904,010          | 1,130,543          |
| Depreciation                                  | 145,323          | 166,181          | 145,000            |
| <b>Total Expenditures</b>                     | <b>1,050,914</b> | <b>1,070,191</b> | <b>1,275,543</b>   |
| <b>Nonoperating Revenues (Expenses)</b>       |                  |                  |                    |
| Interest Income                               | 19,012           | 4,155            | 5,500              |
| Interest Expense                              | -                | (4,818)          | -                  |
| Grant Income                                  | -                | 289,632          | -                  |
| <b>Total Nonoperating Revenues (Expenses)</b> | <b>19,012</b>    | <b>288,969</b>   | <b>5,500</b>       |
| <b>Increase (Decrease) in Net Position</b>    | <b>95,861</b>    | <b>409,112</b>   | <b>3,157</b>       |
| <b>Net Position January 1</b>                 | <b>3,706,724</b> | <b>3,802,585</b> | <b>4,219,058</b>   |
| <b>Change in Accounting Principle</b>         | <b>-</b>         | <b>7,361</b>     | <b>-</b>           |
| <b>Net Position December 31</b>               | <b>3,802,585</b> | <b>4,219,058</b> | <b>4,222,215</b>   |

## REVENUES

Revenues for the Town have been stable.

Property taxes accounted for between 41 and 60 percent of the Town’s governmental revenues over the past five years. The property tax revenues decreased by 12.6 percent in 2024 and increased by 15.7 percent in 2025 due to fluctuations in debt service payments. The 2025 property tax revenues are comparable to the 2023 levy. The proposed 2026 levy is higher than 2025 for higher debt service payments scheduled in 2026. The Town’s other taxes from mobile home fees, room taxes and taxes from other tax-exempt entities constitute between 1 and 2 percent of revenues.

Intergovernmental revenues comprise the second largest source of revenues, accounting for between 30 and 50 percent of Town revenues in recent years. State shared revenues account for over half of intergovernmental revenues in 2023, 2025 and 2026. The Town's intergovernmental revenues were higher in 2024 due to federal stormwater grants and PFAS federal funding passed through the County of La Crosse.

Licenses and permits constitute between 2 and 3 percent of the Town's revenues, with building permits generating most of this revenue.

## **EXPENDITURES**

General Fund operating expenses are most of the Town's expenditures, comprising of approximately 70 percent of total expenditures in 2023, 2025 and 2026 and 60 percent of expenditures for 2024. The 2025 budget includes funding for the costs for incorporation; \$100,000 in costs to further develop a water utility; an increase in salaries for the funding of an additional police officer; an additional \$200,000 for street and storm drainage improvements; and \$212,500 for the purchase of land for a new water tower.

Debt service has generally been between 12 and 20 percent of the Town's annual expenditures. In 2024, the debt service principal was lower due to the timing of loan payments. In 2025, the Town issued a \$462,537 of General Obligation Water System Promissory Note Payable to reimburse the general fund for expenses related to establishing a water utility in the current and prior years. Town's outstanding debt matures by 2045.

Capital outlay varies substantially from year to year. In 2023, the Town spent \$376,351 in capital outlay for general Town hall, public safety and public works that includes vehicles, equipment and other purchases. In 2024, the Town spent \$1,465,504 in capital outlay purchases for general government, public safety, public works and leisure activities, including equipment, vehicles, and street and stormwater improvements. In 2025, the Town has budgeted \$404,500 for the purchase of land for a water tower, public safety, public works and leisure activities projects including equipment, vehicles and other general purchases. In 2026, the Town's proposed budget includes a generator, a new public works vehicle, a new squad car, and a new rapid response vehicle for the fire department. This is a preliminary proposal; the final 2026 budget will be adopted in the fall of 2025, and specific items may change before adoption.

The governmental fund balance was drawn down in 2023 for cost associated with establishing a water utility. In 2025, the fund balance is expected to be drawn down by \$614,400 mainly due to costs associated with incorporation and expanding a water utility. In 2026, the Town expects to draw down \$395,708 for costs associated with the upcoming water utility. The Town has been reimbursed about \$420,000 of prior year costs of establishing a water utility in 2025 with proceeds from the 2025 General Obligation Water System Promissory Note. The Town expects to be reimbursed for most of the 2025 costs of establishing a water utility with future grant and loan proceeds. The Town expects water utility revenues to repay all debt incurred to establish the water utility.

### **ASSETS AND LIABILITIES**

The Town's assets and liabilities at year ends 2023 and 2024 are shown below In Table 3 and Table 4. The Town is in excellent financial condition, with a strong net position, low outstanding debt, and substantial unrestricted liquid assets.

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**Table 3 - Assets and Liabilities – Governmental Activities, 2023 and 2024**

| <b>Governmental Activities</b>                             | <b>2023</b>      | <b>2024</b>      |
|--|------------------|------------------|
| Current Assets   | 3,217,384        | 3,407,383        |
| Capital Assets, Net  | 4,738,752        | 5,900,701        |
| Lease Receivable   | 73,478           | 44,234           |
| Deferred Outflows of Resources                             | 901,803          | 633,394          |
| <b>Total Assets and Deferred Outflows of Resources</b>     | <b>8,931,417</b> | <b>9,985,712</b> |
| Current Liabilities  | 789,662          | 668,248          |
| General Obligation Debt, net of current maturities         | 90,247           | 1,016,443        |
| Compensated Absences                                       | 81,043           | 20,474           |
| OPEB - Life Insurance                                      | 29,942           | 23,574           |
| Net Pension Liability                                      | 236,665          | 69,182           |
| Deferred Inflows of Resources                              | 1,842,478        | 1,883,198        |
| <b>Total Liabilities and Deferred Inflows of Resources</b> | <b>3,070,037</b> | <b>3,681,119</b> |
| Net Position   |                  |                  |
| Net Investment in Capital Assets                           | 4,561,205        | 4,639,565        |
| Restricted   | 154,162          | 184,982          |
| Unrestricted   | 1,146,013        | 1,480,046        |
| <b>Total Net Position</b>                                  | <b>5,861,380</b> | <b>6,304,593</b> |

**Table 4 - Assets and Liabilities – Business-Type Activities, 2023 and 2024**

| <b>Business-Type Activities</b>                            | <b>2023</b>      | <b>2024</b>      |
|--|------------------|------------------|
| Current Assets   | 1,302,719        | 2,144,943        |
| Capital Assets, Net  | 3,555,445        | 3,878,140        |
| Deferred Outflows of Resources                             | 238,052          | 129,326          |
| <b>Total Assets and Deferred Outflows of Resources</b>     | <b>5,096,216</b> | <b>6,152,409</b> |
| Current Liabilities  | 46,115           | 148,084          |
| Sewer Revenue Bonds  | -                | 648,392          |
| Compensated Absences                                       | 28,704           | 17,474           |
| OPEB - Life Insurance                                      | 9,532            | 9,583            |
| Net Pension Liability                                      | 62,215           | 13,848           |
| Deferred Inflows of Resources                              | 1,147,065        | 1,095,970        |
| <b>Total Liabilities and Deferred Inflows of Resources</b> | <b>1,293,631</b> | <b>1,933,351</b> |
| Net Position   |                  |                  |
| Net Investment in Capital Assets                           | 3,555,445        | 3,202,333        |
| Restricted   | 39,007           | 35,932           |
| Unrestricted   | 208,133          | 980,793          |
| <b>Total Net Position</b>                                  | <b>3,802,585</b> | <b>4,219,058</b> |

For the governmental activities, the amount of current assets exceeded current liabilities by \$2.4 million at year end 2023, and by \$2.7 million at year end 2024. The Town's goal is to maintain a ratio of current assets at least equal to current liabilities. The Town is far exceeding this goal.

As of the year end 2023, the Town had a municipal general obligation debt limit of \$24,938,935 according to the Wisconsin Department of Revenue. At year-end 2023, the Town had \$177,547 in outstanding general obligation debt, leaving over \$24 million of remaining general obligation borrowing capacity. As of the year end 2024, the Town had a municipal general obligation debt limit of \$27,285,585 according to the Wisconsin Department of Revenue. At year-end 2024, the Town had \$1,261,136 in outstanding general obligation debt, leaving over \$26 million of remaining general obligation borrowing capacity. With the additional promissory notes issued in 2025, the Town still has an estimated \$25.6 million of remaining general obligation borrowing capacity.

During 2024, the Sewer Fund took out a sewer revenue bond for its Supervisory Control and Data Acquisition (SCADA) project. The bond balance at the end of 2024 was \$675,807. This note will be paid off in 2044.

The Town's other long-term liabilities include accumulated sick and vacation pay, a net pension liability from its participation in the Wisconsin Retirement System and estimated other post-employment benefits liability (OPEB) for its participation in the state life insurance program. The Town's total year end 2024 OPEB liability of \$33,157 and net pension liability of \$83,030 were determined by actuarial valuations as of January 1, 2023 and December 31, 2022, respectively.

### **PROPOSED VILLAGE BUDGET**

The Town provides a high level of services to its residents and plans to maintain the same level of services as it transitions to a village. Therefore, it is expected that the 2026 budget as presented in Table 5 represents the budget for the new village and the same level of services enjoyed by residents at present will be maintained without a tax increase.

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**Table 5 - Proposed 2026 Budget**

| <b>General Fund</b>                         | <b>2023</b>      | <b>2024</b>      | <b>2025 Budget</b> | <b>2026<br/>Proposed<br/>Budget</b> |
|---|------------------|------------------|--------------------|-------------------------------------|
| <b>Revenues</b>                             |                  |                  |                    |                                     |
| Property Taxes                              | 1,428,840        | 1,249,027        | 1,445,544          | 1,539,310                           |
| Other Taxes                                 | 35,550           | 36,811           | 40,250             | 35,751                              |
| Special Assessments                         | 15,114           | 210              | 250                | 250                                 |
| Intergovernmental                           | 711,127          | 1,528,746        | 716,609            | 731,711                             |
| Licenses and Permits                        | 70,575           | 63,640           | 74,529             | 63,529                              |
| Fines, Forfeitures, and Penalties           | 18,125           | 22,301           | 17,500             | 17,500                              |
| Charges for Services                        | 7,798            | 17,610           | 6,500              | 6,500                               |
| Investment Income                           | 85,737           | 93,557           | 3,135              | 3,135                               |
| Miscellaneous Revenue                       | 35,525           | 32,689           | 99,934             | 73,389                              |
| <b>Total Revenues</b>                       | <b>2,408,391</b> | <b>3,044,591</b> | <b>2,404,251</b>   | <b>2,471,075</b>                    |
| <b>Expenditures</b>                         |                  |                  |                    |                                     |
| <b>Current</b>                              |                  |                  |                    |                                     |
| General Government                          | 575,196          | 828,381          | 523,948            | 394,655                             |
| Public Safety                               | 820,880          | 875,862          | 953,581            | 1,021,916                           |
| Public Works                                | 536,054          | 611,823          | 790,614            | 721,001                             |
| Leisure Activities                          | 57,561           | 28,090           | 69,000             | 54,375                              |
| <b>Capital Outlay</b>                       |                  |                  |                    |                                     |
| General Government                          | 13,479           | 15,500           | 212,500            | 65,000                              |
| Public Safety                               | 193,955          | 91,481           | 75,000             | 210,000                             |
| Public Works                                | 168,917          | 1,349,823        | 92,000             | 78,100                              |
| Leisure Activities                          | -                | 8,700            | 25,000             | -                                   |
| <b>Debt Service</b>                         |                  |                  |                    |                                     |
| Principal Retirement                        | 315,654          | 53,807           | 494,723            | 552,300                             |
| Interest and Fiscal Charges                 | 18,691           | 50,079           | 66,645             | 80,729                              |
| <b>Total Expenditures</b>                   | <b>2,700,387</b> | <b>3,913,546</b> | <b>3,303,011</b>   | <b>3,178,076</b>                    |
| <b>Other Financing Sources (Uses)</b>       |                  |                  |                    |                                     |
| General Obligation Debt Proceeds            | -                | 1,137,395        | 250,000            | 300,000                             |
| Sale of General Property and Equipment      | 3,812            | 5,978            | 4,000              | -                                   |
| Lease Principal Payments                    | 28,147           | 29,244           | 30,360             | 11,293                              |
| <b>Total Other Financing Sources (Uses)</b> | <b>31,959</b>    | <b>1,172,617</b> | <b>284,360</b>     | <b>311,293</b>                      |
| <b>Increase (Decrease) in Fund Balance</b>  | <b>(260,037)</b> | <b>303,662</b>   | <b>(614,400)</b>   | <b>(395,708)</b>                    |
| <b>Fund Balance January 1</b>               | <b>1,528,087</b> | <b>1,268,050</b> | <b>1,571,712</b>   | <b>957,312</b>                      |
| <b>Fund Balance December 31</b>             | <b>1,268,050</b> | <b>1,571,712</b> | <b>957,312</b>     | <b>561,604</b>                      |

## **PROPERTY TAX COMPARISON**

Property taxes in the Town of Campbell remain among the most affordable in La Crosse County. In 2024, the owner of a \$300,000 home paid about \$3,480 in property taxes, compared to the countywide average of nearly \$4,700. This savings of over \$1,200 per year means Campbell residents enjoy lower costs while still receiving a broad range of municipal services not typically offered in other towns. A full table of 2024 property tax rates in La Crosse County, published by the La Crosse Tribune, is shown in Exhibit 39.

## **SECTION B**

### **FIVE-YEAR HISTORY OF EQUALIZED VALUE AND ESTIMATED CURRENT EQUALIZED VALUE**

Over the past six years, the Town has experienced strong growth in equalized property value, as shown below in Table 6.

This growth reflects a healthy, expanding tax base and a strong local economy. From 2019 to 2024, the Town's total equalized value rose from \$355.8 million to \$545.7 million—a remarkable increase of over 53%. This upward trend is driven primarily by sustained growth in residential and commercial development, with residential values increasing by more than \$158 million and commercial values growing by over \$34 million during the same period.

Notably, 2024 marks the first year that the Town's equalized value surpasses the half-billion-dollar mark, underscoring its readiness for incorporation and its capacity to support continued local government services. These figures highlight the Town's fiscal stability and long-term viability as an incorporated municipality.

**Table 6 - Equalized Value, 2019-2024**

| Property            | 2019        | 2020        | 2021        | 2022        | 2023        | 2024        | 2025        |
|---------------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|
| Residential         | 299,395,700 | 330,625,600 | 342,140,400 | 406,322,100 | 414,328,800 | 458,231,800 | 487,435,300 |
| Commercial          | 53,266,400  | 55,962,000  | 63,298,600  | 72,141,100  | 81,622,700  | 87,328,300  | 96,265,200  |
| Manufacturing       | 77,100      | 80,800      | 104,400     | 109,700     | 117,400     | 126,200     | 132,500     |
| Agricultural        | 0           | 0           | 0           | 0           | 0           | 0           | 0           |
| Undeveloped         | 0           | 0           | 0           | 0           | 0           | 0           | 900         |
| Ag Forest           | 0           | 0           | 0           | 0           | 0           | 0           | 0           |
| Forest              | 0           | 70,000      | 0           | 24,800      | 24,400      | 25,400      | 26,000      |
| Other               | 0           | 0           | 0           | 0           | 0           | 0           | 0           |
| Total Real Property | 352,739,200 | 386,738,400 | 405,543,400 | 478,597,700 | 496,093,300 | 545,711,700 | 583,589,900 |
| Personal Property   | 3,109,500   | 3,094,000   | 2,833,100   | 2,575,500   | 2,685,400   | 0           | 0           |

**Total Equalized Value 355,848,700 389,832,400 408,376,500 481,173,200 498,778,700 545,711,700 583,859,900**

Source: <https://www.revenue.wi.gov/Pages/Report/soc-eqv.aspx>

As shown below in Table 7 when The Town of Campbell's 2025 equalized value of \$583,859,900 places it solidly in the top half of the Towns and Villages in La Crosse County.

**Table 7 - Comparison of Campbell's Equalized Value to La Crosse County Villages**

| <b>Municipality</b>     | <b>2025 Equalized Value</b> |
|-------------------------|-----------------------------|
| Village of Holmen       | 1,618,925,200               |
| Village of West Salem   | 780,783,600                 |
| <b>Town of Campbell</b> | <b>583,859,900</b>          |
| Village of Bangor       | 172,485,500                 |
| Village of Rockland     | 83,060,100                  |

**Table 8 - Comparison of Campbell's Equalized Value to La Crosse County Towns and Villages**

| 2025 Equalized          |                    |
|-------------------------|--------------------|
| Municipality            | Value              |
| Village of Holmen       | 1,618,925,200      |
| Town of Onalaska        | 1,086,600,800      |
| Village of West Salem   | 780,783,600        |
| Town of Shelby          | 752,238,600        |
| Town of Holland         | 744,874,300        |
| <b>Town of Campbell</b> | <b>583,859,900</b> |
| Town of Hamilton        | 465,824,300        |
| Town of Greenfield      | 357,356,700        |
| Town of Farmington      | 314,574,800        |
| Town of Medary          | 303,609,400        |
| Town of Barre           | 217,273,900        |
| Town of Burns           | 176,677,300        |
| Village of Bangor       | 172,485,500        |
| Town of Bangor          | 96,916,000         |
| Town of Washington      | 85,388,000         |
| Village of Rockland     | 83,060,100         |

The Town of Campbell is well-positioned for incorporation as a village when compared to similar municipalities across the state. With a 2025 equalized value of \$583,859,900, Campbell ranks fifth among twelve comparable villages, exceeding several established villages. Its population of 4,284 places it second among the same group, indicating a strong and sustainable community base. In terms of services, Campbell already provides sewer, fire and EMS, police protection, and recycling—meeting or exceeding the service levels of many current villages. The Town is actively progressing toward establishing a municipal water system, distinguishing it from municipalities that have yet to take such steps. These factors—combined with robust population, tax base, and essential services—demonstrate that the Town of Campbell meets and, in many cases, surpasses the functional and structural characteristics of existing villages in Wisconsin.

**Table 9 - Comparison of Campbell's Equalized Value to Villages of Similar Population Size**

| Municipality              | County           | 2025 E.V.          | Population   | Safety:    |            | Sewer      |                   |            |
|---------------------------|------------------|--------------------|--------------|------------|------------|------------|-------------------|------------|
|                           |                  |                    |              | Fire/EMS   | Police     | System     | Water             | Recycling  |
| Village of Cross Plains   | Dane             | 698,169,400        | 4,146        | Yes        | Yes        | Yes        | Yes               | Yes        |
|                           |                  |                    |              | Fire Yes   | Yes        |            |                   |            |
| Village of Kewaskum       | Washington       | 636,980,600        | 4,509        | EMS No     |            | Yes        | Yes               | Yes        |
| Village of Rochester      | Racine           | 617,601,700        | 3,799        | Yes        | No         | No         | No                | Yes        |
| Village of Johnson Creek  | Jefferson        | 602,776,000        | 3,398        | Yes        | Yes        | Yes        | Yes               | Yes        |
| <b>Town of Campbell</b>   | <b>La Crosse</b> | <b>583,859,900</b> | <b>4,284</b> | <b>Yes</b> | <b>Yes</b> | <b>Yes</b> | <b>In Process</b> | <b>Yes</b> |
| Village of Sherwood       | Calumet          | 562,488,100        | 3,358        | No         | No         | Yes        | No                | Yes        |
| Village of Combined Locks | Outagamie        | 539,600,000        | 3,609        | Yes        | No         | No         | Yes               | Yes        |
| Village of West Milwaukee | Milwaukee        | 495,348,700        | 4,062        | No         | Yes        | No         | No                | Yes        |
| Village of Wrightstown    | Brown            | 471,343,400        | 3,535        | Yes        | Yes        | Yes        | Yes               | Yes        |
| Village of Pulaski        | Oconto           | 426,066,800        | 4,040        | No         | Yes        | No         | Yes               | Yes        |
| Village of Hortonville    | Outagamie        | 387,276,300        | 3,344        | Yes        | Yes        | Yes        | Yes               | Yes        |
| Village of Ellsworth      | Pierce           | 374,249,800        | 3,317        | No         | Yes        | Yes        | Yes               | Yes        |

Source: League of WI Municipalities Director of Cities & Villages  
 Source: <https://www.revenue.wi.gov/Pages/Report/soc-eqv.aspx>

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## **SECTION C**

### **FINANCIAL REPORTS**

The Town of Campbell files State Financial Form C annually with the Wisconsin Department of Revenue. The Town also incurs a 3-party financial audit annually. Copies of these reports for the years 2019 to 2024 are included in Exhibit #25.

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## **SECTION D**

### **SPECIAL PURPOSE DISTRICTS**

The Town of Campbell Utility District No. 1 (Campbell UD#1/District) provides sewer service in the Town of Campbell. The sewer service area is essentially the same as the area of the Town. The District is in excellent financial condition. The District's financials for 2023 and 2024 are included with the general financial statements in Exhibit #25.

The District's annual operating expenses, including depreciation for 2024 were \$1,070,191, only a 1.83% increase from 2023 and a budgeted 19.2 percent increase from 2024 to the budgeted 2025 amounts. The 2025 budget also reflects an increase in sewer charges from the City of La Crosse. Most of the District's revenues are from user charges billed to customers. The District charges a flat, annual rate to all customers.

The District currently has one revenue bond with the Clean Water Fund in the amount of \$675,807 as of the end of 2024. The District's net position increased by \$409,112 in 2024. As of the end of 2024, the District had \$3.8 million in capital assets, net of accumulated depreciation. The District's capital assets were approximately 37 percent depreciated, overall.

At the end of 2024, the District had cash and investments of \$1.1 million.

Once the Town is incorporated, all District facilities and customers will be within the new Village, so the District will be dissolved under Wis. Stats. 60.79(1). The Village will create a sanitary sewer enterprise fund, transfer District assets and liabilities to this new enterprise fund and continue to provide sewer service to customers within the Village of French Island. Any service agreements between the Campbell Utility District and other entities with responsibility for wastewater treatment and conveyance will be binding on the new Village as a successor to the District.

# **SECTION E**

## **INTERGOVERNMENTAL AGREEMENTS**

### **City of La Crosse Sewer Agreement**

The Town of Campbell Utility District #1 previously had an agreement with the City of La Crosse Wastewater Department to treat sewage received from the Town of Campbell. Under the sanitary sewer agreement between the Town of Campbell and the City of La Crosse, the Town is responsible for paying a contracted fee for the treatment of sewage. The City of La Crosse also uses Campbell's sewer collection system to transport sewage from a commercial area on the North end of the Town of Campbell and the shared residential area on Hiawatha Islands on the South end of the Town of Campbell. This agreement finalized January 1, 2025. Campbell has been in contact with the City of La Crosse since 2024 to renew agreement for Sanitary Sewer. At the City's request, the Town submitted a draft agreement to the city in February 2024 to start negotiations. At this time the City of La Crosse has not responded, despite repeated requests by the Town.

### **City of La Crosse Maintenance Agreement**

The Town of Campbell and the City of La Crosse share responsibility of snowplowing, deicing, and road maintenance services to Hiawatha Islands which has residents of both City of La Crosse and Town of Campbell. Under the agreement, the Town salts, plows streets, and provides road maintenance in the same manner and according to the same schedule as it salts, plows, and maintains Town roads on a every other year basis. It is unknown if a physical copy of this agreement exists as it was unable to be found.

### **La Crosse County Snow Removal Agreement**

The Town of Campbell also has an agreement with La Crosse County Highway Department. Under this agreement the Town clears snow and ice from sidewalks on portions of 2 county roads. The Town of Campbell charges La Crosse County an agreed contract rate of \$3,135.00 per year. A copy of this contract is included in Exhibit #26.

## **La Crosse County Library Agreement**

The Town of Campbell owns the FJ Robers Library building and is responsible for its maintenance and upkeep. Under an intergovernmental agreement with the La Crosse County Library System, the County provides library staffing, materials, resources, funding, and program services to residents. This agreement allows the County to operate library services within the building while the Town retains ownership and ensures the facility is properly maintained. A copy of the most recent Library Agreement with La Crosse County is included in Exhibit #27.

## **Fire Department Mutual Aid Agreement**

The Campbell Fire Department participates in the La Crosse County Fire Departments Mutual Aid Agreement, and as a member of MABAS (Mutual Aid Box Alarm System) Wisconsin Division 134. Through MABAS, the Campbell Fire Department has access to statewide and national level resources and provides our resources to MABAS divisions across Wisconsin through interdivisional task forces and strike teams. The department also has a mutual aid agreement with the City of La Crescent, MN.

Copies of the mutual aid agreements are included in Exhibit #28.

## **PFAS Agreements & Collaborations**

The Town of Campbell has actively partnered with state agencies, universities, and federal organizations in ongoing PFAS-related research. These collaborations not only provide technical insight into the impacts of PFAS contamination on French Island but also demonstrate the Town's proactive role in developing science-based solutions for its residents.

Ongoing and Completed Projects:

- USGS National Tap Water Study

Campbell participated in the U.S. Geological Survey's National Tap Water Study, which examined PFAS and other emerging contaminants in drinking water across the country.

*Reference: [USGS National Tap Water Study DOI link](#)*

- PFAS Fate and Transport Project – *UW–Madison, USGS, Wisconsin Geological and Natural History Survey (WGNHS), Town of Campbell*

This \$500,000 multi-year project, funded by La Crosse County, is developing and testing a practical tool for estimating field-scale PFAS leaching behavior. The project has been renewed at no cost for a third year and continues to benefit the DNR, the Town of Campbell, and other stakeholders.

*(Research is ongoing and has not yet been peer-reviewed or published.)*

- New PFAS Research Project – UW–Madison and Town of Campbell

A new DNR-funded study has been awarded to UW–Madison and Campbell to further investigate PFAS contamination and mitigation strategies. This project is in its early stages.

- Sociological Research on PFAS Impacts – University of Wisconsin–La Crosse

Dr. Brian Pompeii, University of Wisconsin–La Crosse, conducted a research study on the sociological impacts of PFAS contamination on residents of the Town of Campbell. The study has been completed, and confirmation of publication status is pending.

- Comparative Sociological Research – UW System Collaboration

Dr. Brian Pompeii (UWL) is currently collaborating with another UW System social sciences professor (UW–Stevens Point, confirmation pending) to conduct a comparative study on the sociological impacts of PFAS contamination in both Campbell and the Town of Peshtigo. The study is underway, with anticipated findings to evaluate overlapping community impacts.

## **SECTION F**

### **CAPITAL IMPROVEMENT PLAN**

The Town of Campbell does not have an official capital improvement plan in the traditional sense. Instead, capital needs are evaluated annually during the budget season. This process involves identifying necessary improvements to infrastructure and facilities based on current needs and future projections. Improvements are prioritized based on factors such as safety, efficiency, and community impact. Once prioritized, these projects are integrated into the annual budget where funding allocations are determined to support their implementation.

The Sewer Utility has completed several engineering studies and prepared a 10-year plan for upgrades and repairs. A restricted Sewer Replacement Fund is funded with annual additions projected to cash flow most of the anticipated expenses. This special, reserve fund has been in place for years and has been used to cash flow millions of dollars of projects without a direct impact on the sewer rates.

The preparation of a Capital Improvement Plan (CIP) is mentioned in the Comprehensive Plan within the Five-Year Action Plan Section. The intent is to develop a CIP for Town facilities including streets, buildings, utilities and parks after the Incorporation is completed.

### **CAPITAL NEEDS**

While Campbell has not adopted a formal Capital Improvement Plan, it has been actively pursuing a major capital initiative over the past several years: the development and implementation of a municipal water system. This effort has involved extensive research, engineering planning, and pursuit of funding opportunities. The Town is currently drilling its first municipal well, with subsequent phases to include the construction of a pump house, water treatment plant, water tower and the installation of water mains throughout the Town.

As part of this project, Town roads impacted by water main installation will be reconstructed in coordination with the utility work being done. This approach ensures

that infrastructure is repaired efficiently and cost-effectively, resulting in many roadways being improved with new pavement as part of the water system implementation.

This multi-year infrastructure project represents the Town's central capital focus, with a targeted completion timeline of three years. The municipal water system will serve as a vital public utility for residents and is reflective of the Town's long-term planning and investment in village services.

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## **SECTION G**

### **INTERVENORS IN OPPOSITION**

The City of La Crosse has filed a resolution expressing its willingness to annex the territory proposed for incorporation. This response is provided in accordance with Wis. Stat. §66.0207(2)(a), which requires that any intervenor proposing annexation submit supporting information regarding their ability to serve the territory and how the area fits within their existing plans.

While the City of La Crosse has passed a resolution opposing the incorporation and expressing an intent to annex the territory, it has not, to date, provided any supporting documentation or plans demonstrating the feasibility of annexation or service provision. As such, there is insufficient information to evaluate the viability of annexation in comparison to incorporation. The Town reserves the right to respond to any such submission. However, the Town is confident that the City could never rationally support any contention that the services desired or needed by Town residents could be provided more cost effectively by the City.

Having the La Crosse Water Utility provide water to the Town would not be well received by the residents. La Crosse water is known to be contaminated. While the PFAS concentrations are currently below EPA limits, Campbell residents strongly prefer water that does not have a history of contamination. The PFAS contamination is known to originate at the La Crosse Airport and the sources are still not under control, with a reported spill as recently as winter 2024.

City of La Crosse Resolution 2025-0179 is included in Exhibit #29.

## **Section(2)(b): LEVEL OF SERVICES**

### **66.0207(2)(b) Level of Services**

*The level of governmental services desired or needed by the residents of the territory compared to the level of services offered by the proposed village or city and the level available from a contiguous municipality which files a certified copy of a resolution as provided in s. 66.0203 (6).*

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# **SECTION A**

## **TOWN SERVICES**

The following Section provides a department-by-department review of the level of services offered by the Town of Campbell that will continue in the Village of French Island. Municipal urban services in Campbell include police, fire, sewer, recycling, recreation, building inspections, housing, planning, and zoning, administration, public works, and other functions as required or requested from residents. While there is no form or guideline that clearly defines a village, this Section will demonstrate that Campbell offers the basic services at a much higher level than that of a typical Town and acts more as a village than as a Town. In fact, the Town adopted Village powers as permitted under Wis. Stats. 60.22 in 1995 as a method to ensure a metropolitan level of services to its residents and businesses.

Campbell has adopted policies, procedures, and ordinances that citizens typically associate with incorporated municipalities and offers many excellent programs and services. It is not expected that additional personnel will be needed to maintain these services when Campbell becomes a village. The Clerk/Treasurer, Deputy Clerk, Public Works Department, Police, Fire, and EMS departments are committed to serving Campbell's residents through responsive, proactive, and efficient services. Each department regularly undertakes initiatives, addresses community needs, and works collaboratively to improve operations and maintain the quality of life in the Town. The Town Board guides the departments' activities and allocates financial resources to accomplish their goals. Departments develop long-range plans cooperatively through the Board of Supervisors to minimize conflicts or duplicates in budgeting or purchases.

### **Demonstrated Village Functions**

The following bullet points illustrate the level of services that are currently provided:

- Adopted and functions under Village Powers as permitted under Wis. Stats. 60.22 in 1995
- Functions under a five (5) person board since prior to 1977

- Retains a full-time Clerk/Treasurer, full-time Deputy Clerk, and a part time administrative assistant
- Administers Zoning and Planning Commission with a seven (7) member board
- Administers a Board of Adjustment with a three (3) member board with (1) one alternate
- Town Hall office administers Zoning Ordinances, Building Codes and Regulations with:
  - Building Inspector
  - Zoning & Planning Commission
  - Retains an Assessor
  - Has maintained a 5 decades plus partnership with Davy Engineering for infrastructure planning, development and ongoing municipal support
  - Offers and engages the Town residents with a high quality, informative, up to date website at [Townofcampbellwi.gov](http://Townofcampbellwi.gov)
  - Completed a Comprehensive Plan in 2021
  - Campbell became Smart Growth Law compliant in 2007
  - Has implemented processes for amending the Town's comprehensive plan
  - Adopted ordinances regulating species within the Town; dogs, cats, chickens, beehives, signage and for Town Parks
  - Owns and maintains a yard waste site; free for Town residents
  - Conducts periodic community opinion surveys (Compost Bin Survey)
  - Prepares and distributes an annual publication "The Recycler" that details information about acceptable and unacceptable items for recycling, yard waste guidelines and hours, and dates for large item pick up
  - Maintains a Town Facebook page
  - Offers electronic payment options and downloadable online forms
  - Coordinates with neighboring municipalities to establish intergovernmental agreements that support ongoing development and shared service delivery
  - Adopted ordinances for Building, Electrical, Plumbing code
  - Staffs a full-time Public Works Department to maintain streets, parks, and sewer

- Maintains and plows 19.5 miles of roadways within Campbell
- Owns and cares for 27.87 acres of parkland in 13 locations
- Maintains its own Police Department, comprised of a Police Chief, Lieutenant, four patrol officers, and one part time administrative staff member
- Has its own K9 program, 100% funded by donations, since 2016
- Fire Department of 25 all-volunteer personnel administered by a Fire Chief, Deputy Chief, Asst. Deputy Chief, 4 Captains providing fire protection and EMS Services
- Maintains 2 boat launch/recreational landings to surrounding rivers
- Provides and manages meeting spaces for use by local organization, community groups and professional associations
- Hosts an annual National Night Out/Community Picnic
- Conducts an annual financial audit of governmental financial activities; audit is performed by a third-party accounting firm

The Town is fully equipped to provide a comprehensive range of services that are generally coordinated from the Campbell Town Hall. This facility supports the Town Board and houses administrative staff responsible for managing the Town's finances and serves as the central point of contact for residents. The Town Hall serves as the primary meeting location for the Town Board, Planning & Zoning Commission, Board of Adjustment, and the conduct of various Public Hearings. It also houses the Police Department and Fire department. The Town recently conducted a study of handicapped accessibility at the Town Hall and prepared a plan to make the necessary improvements within the next 5 years. The Town owns multiple properties including a Community Center and designated sites for a municipal well and the planned water tower.

Campbell's services also extend to neighboring municipalities pursuant to the existing intergovernmental agreements.

### **Town Board**

The Town of Campbell Town Board is made up of five elected officials: a Chairperson, Supervisor 1 (Utility Supervisor), Supervisor 2 (Health, Education & Welfare),

Supervisor 3 (Streets & Roads), and Supervisor 4 (Parks & Recreation). The Board is responsible for making key decisions on Town policies, the annual budget, staffing, and local ordinances. The Town Board adopted village powers on August 16<sup>th</sup>, 1995. A copy of the resolution adopting village powers is included in Exhibit #30.

The Board holds regular public meetings on the second Tuesday of each month, encouraging resident input and transparency in decision-making. As outlined in Wisconsin State Statutes, the Town Board serves as the primary legislative and administrative authority for the municipality, working to ensure efficient operations and responsive local government.

### **Information Technology**

The Town contracts with MCS Networks to manage and service the computer, network server systems, and cyber security. Administration department oversees the telecommunication, wireless phone system, and other technology related services (i.e. Town's official website and social media account) Upon incorporation; the Village will continue contracted information technology services with MCS Networks.

The Sewer Utility recently upgraded their SCADA system to improve the reporting from the lift stations and the metering facility. The SCADA will be expanded to add the Water System to have a modern, integrated system for operations and reporting.

### **F.J. ROBERS LIBRARY**

The Town of Campbell owns the FJ Robers Library building and is responsible for its maintenance and upkeep. Through an intergovernmental agreement, the La Crosse County Library System provides staffing, materials, funding, and programs, ensuring residents have access to books, audiobooks, DVDs, magazines, public computers, internet, and regular book sales. The library also hosts educational programs, youth activities, and community events. Since moving to its renovated location in the former First Baptist Church, the branch has expanded space and services, with over 20,000 items checked out in 2023, highlighting its role as an essential educational and cultural resource for the community.

## **MAINTENANCE DEPARTMENT**

The Town of Campbell Maintenance Department is responsible for the operation, maintenance, and overall upkeep of the Town's Sanitary Sewer System, Storm Water System, Street Maintenance, and Parks and Recreation. The Department is also responsible for the upkeep and routine maintenance of all Town-owned buildings, including the Town Hall, Campbell Community Center, and F.J. Robers Library. This includes repairs, cleaning, grounds maintenance, and improvements as needed to ensure safe, functional, and welcoming facilities for residents and local organizations. The department's work supports the Town's commitment to preserving historic buildings while providing modern, accessible spaces for government operations, community events, and public services. The Maintenance Dept. has one (1) full-time Public Works Director, three (3) full-time laborers, and one (1) part-time employee that mainly assists with mowing, snow removal, and occasionally other, larger tasks.



***Pictured: Town Maintenance Shop and Equipment, 2219 Bainbridge St.***

### **Responsibilities and Functions**

The Maintenance Department is responsible for maintaining the Sanitary Sewer System and Town roads and rights-of-way. This includes, but is not limited to: asphalt patching,

minor street repairs, street sweeping, snow plowing, sign maintenance, tree trimming/cutting, noxious weed control, and right-of-way mowing. Additional duties include; monthly brush pickup, drainage maintenance, and maintaining parks, boat landings and docks.

The department is responsible for maintaining 19.63 miles of functionally classified roads.

The Department hosts and maintains a full-service fleet of vehicles, which include but is not limited to:

- Dump Truck/Snow and Ice Control (2) 15 & 11 Years old
- Pickup Truck (1) New
- Tool Body Truck (2) One (1) With Crane 19 & 5 Years
- 1-Ton Flatbed (2) One (1) With Brine Unit
- for Snow and Ice Control 1 & 22 Years
- Loader (1) New
- Brush Chipper (1) 27 Years
- Street Sweeper (1) 3 Years
- Utility Tractor (1) 5 Years
- Zero Turn Mower (2) New & 13 Years
- Jetter (1) 24 Years

Campbell's maintenance departments inventory includes a wide variety of equipment and tools. The Town Board annually reviews equipment capability and plans for replacement as the budget allows.

All equipment is housed in the Department's maintenance shop that was built in the late 1960's. The Department's main shop consists of a 2,200 square foot all-weather maintenance facility and an additional 3,200 square foot cold storage garage.

### **Pierce Avenue Project**

In 2024, the Town completed a major infrastructure project on Pierce Avenue in partnership with a private contractor. The project included nearly 2,500 feet of new

pavement, updated curb and gutter, over 1,300 feet of new storm sewer, drainage improvements, and turf restoration. A new watermain was also installed beneath Pierce Avenue. While the contractor performed the bulk of the construction, the Town's Maintenance Department provided project oversight, coordinated scheduling, and assisted with site preparation and follow-up work. This collaboration demonstrates the Department's ability to manage and coordinate complex street and utility improvements, ensuring projects are completed efficiently and to a high standard.



***Pictured: Pierce Avenue Reconstruction***

### **Sanitary Sewer System**

The sewer utility oversees a \$1.2 million budget and maintains 23.5 miles of sewer mains. The utility maintains one (1) collection system with eleven (11) lift stations and one (1) metering pit which meters on average .307 million gallons per day. The Town of Campbell's sewage flows to the City of La Crosse Sewerage Plant for treatment. A copy of the 2024 Compliance Maintenance Annual Report (CMAR) along with the response from the DNR and the Resolution passed by the Town Board is included in Exhibit #31.

### **Sanitation & Waste**

The Town of Campbell currently contracts with Harter's Quick Clean Up for an automated collection system. Garbage is collected curbside on a weekly basis. Recycling is collected every other week. Free large item pick up is performed four times a year.

A copy of the Solid Waste Collection contract with Harter's Quick Clean Up is included in Exhibit #32. Additionally, the current Town Recycler is included in Exhibit #33.

### **Town of Campbell Yard Waste Site**

The Town of Campbell currently has a free yard waste drop-off site for Town residents. The yard waste is collected and hauled to Green Earth Compost where it is ground into mulch and added to black dirt to allow for a better product. The Yard Waste site is open 7am-9pm, 7 days a week from April 1<sup>st</sup> to November 30<sup>th</sup>.



***Pictured: Free Town Yard Waste Site, 2219 Bainbridge St.***

### **Curbside Brush Chipping**

The Town conducts curbside brush chipping from May through October. In addition, the Town conducts brush chipping through the neighborhoods after large wind storms to remove fallen branches in the public right of way.

### **PARKS**

The Town of Campbell has a total of 13 parks. Three of the parks have baseball diamonds, and three have boat landings. With an annual budget of \$17,000, the Maintenance Dept. manages the day-to-day maintenance and park equipment updates. The boat landings are leased by the Town of Campbell from the Army Corps of Engineers to be used by both residents and non-residents. The Town charges a nominal (daily or annual fee) to use the landings. Fees for resident Veterans are waived. The \$25,000 annual income that the Town accumulates from Boat landing fees is strictly

used for maintenance, upkeep of the landings, docks and areas surrounding the landings.

### **Pierce Park**

Pierce Park is a .5-acre park located at the intersection of Breezy Point Rd. and Pierce Ave. in a developed residential part of the Town. Existing Park equipment includes a basketball court and playground equipment.



***Pictured: Pierce Park***

### **Nelson Park**

Nelson Park, named after former Wisconsin Governor and U.S. Senator Gaylord Nelson, is a 5.5-acre park located at the far north end of the Town of Campbell. Historically known as Nelson County Park, it was once managed by La Crosse County under a lease from the U.S. Army Corps of Engineers. Following the expiration of that lease, the park was divided between the City of La Crosse and the Town of Campbell. The park features off street parking and a nature/walking path next to the bay, it is a park routinely used by many. Existing facilities include, (2) two open shelters with picnic areas, swing set and an observation deck over Lake Onalaska. The deck was built as an Eagle Scout project with Troop 15. The French Island Sailboat Club is located adjacent to Nelson Park. The park also has water access to Lake Onalaska with a boat landing/launch and pier style dock. With this area being great for recreation this landing is heavily use year-round by casual boaters, fisherman and hunters.



***Pictured: Nelson Park Shelter, Boat Landing, Observation Deck***

### **Edgewater Park**

Edgewater Park is a 1.7-acre park located on Edgewater Dr. This park has a 1.2-acre open space for kids to play football, frisbee, kickball etc. The park also consists of a swing set and playground equipment.



***Pictured: Edgewater Park***

## **Upper and Lower Spillway**

The Upper and Lower Spillway are located on the far west edge of the proposed Village on Spillway Drive, north of I-90, and are popular year-round boat landing and launch areas. The Upper Spillway Landing provides access to Lake Onalaska, which connects to the Mississippi River above Lock and Dam #7. It features just under a half-acre of space, ample parking, and a seasonal boat dock maintained by the Town of Campbell. The adjacent hill is a popular sledding spot for neighborhood children in winter. The Lower Spillway offers a half-acre blacktop parking area, a boat landing and launch, a cement pier, and a dock that connects seasonally, giving boaters access below Lock and Dam #7 to French Lake, Round Lake, French Slough, and the East Channel of the Mississippi River. The Spillway area is part of the Mississippi Flyway migration route, providing year-round bird watching opportunities for bald eagles, herons, egrets, hawks, swans, ducks, geese, cranes, and pelicans. This area is adjacent to two federally owned recreational areas, including the USFWS Upper Mississippi River Wildlife Refuge, which encompasses wooded areas, islands, and a ridge partially exposed after previously being Town farmland flooded for the USACOE locks and dam navigation channel. The USACOE Spillway and dike manage water levels to prevent flooding. Additionally, a set of steps from the west end of Plainview Road, built as an Eagle Scout project, provides stable pedestrian access to the lake, backwaters, and Spillway dike, which is a popular dog-walking, snowshoeing, and cross-country skiing trail. In winter, the lake and backwaters are also used by ice fishermen, kids playing broomball, snowmobilers, and ice skaters.



***Pictured: Upper and Lower Spillway Landings***

## **Island Park**

Sitting on the corner of Island Park Rd. and Western Ave. you will find a humble little park for this small neighborhood. The .2-acre gathering spot for parents with little kids has a swing set, playground and picnic table used while parents watch their kids burn off some energy.



***Pictured: Island Park***

## **Plainview Park**

Plainview Park is a 2.3-acre park located on Dauphin St. on the edge of the North side of Town near the La Crosse Airport. The pavilion was built as a Lions Club project and the water bottle refilling station/well was a Troop 15 Eagle Scout project. The Town collaborates with the Boys and Girls Clubs of Greater La Crosse region to use our parks for practice and games. In 2025 that included adding softball to the baseball program. The park is also used by Troop 15/515 for Scout training events. In 2023 a Scout Eagle project added benches around newly planted trees to provide shade for people watching games/practice. The park concession area and pavilion are also rented for public events. This park was the site of the 9-11 memorial service hosted by Scouting Troops and our Police and Fire Departments. This park includes a playground, baseball field, shelter/concession stand, on and off-street parking.



***Pictured: BGC Team Warming Up in the Outfield***



***Pictured: Plainview Ball Field, Shelter, and Playground***

### **Additional Park**

Located a block North of Plainview Park on approximately one acre you will find a basketball court and a gaga pit. The basketball court was renovated with the addition of benches as another Eagle Scout project in the Town. A gaga pit was built in the park as a Scout Troop community project after the popularity of the gaga pit at Summit elementary school, which is ADA accessible.



***Pictured: Additional Park on Plainview Rd.***

## **Allison Renee and Bella Dog Park**

What was once a T-ball field in the early 2000's is now the Allison Renee and Bella dog park. The dog park, built in 2024, is another one of the many Eagle Scout projects completed throughout Campbell. The scouts raised nearly \$8,000 to fence the area. They also plant 44 trees as a sight and sound barrier and then collaborated to name it after a 24-year-old lifelong Campbell resident whose life (and that of her dog) was taken in a domestic violence incident. This park was built through donations. This 100ft x 100ft fenced in area is a great place to play fetch, and hang out with neighbors exercising their dogs. Allison's family and friends often come to sit and remember her and the many dogs she owned.



***Pictured: Allison Renee and Bella Dog Park***

## **Second Ave East Parks**

Second Ave East has two small parks with playgrounds. These two parks are only 3 lots away from each other on the same side of the street. Each park is approximately .4 acres. The playground on the North end of the street has a swing set and a merry-go-round, while the South playground has a swing set, merry-go-round and a nice size playground.

***Pictured:  
Second Ave East Parks***



**Sky Harbour Park**

Sky Harbor Park is a 9.5-acre park located on the South side of I-90 at the intersection of Sky Harbour Dr. and Lakeshore Dr. Sky Harbour is leased to the Town of Campbell and mainly used as a baseball field in the summer months by the Boys and Girls Club of La Crosse. The park is sometimes used as a “pumpkin” ball field for adults. The open areas around the ball field are also collaboratively used by a local rugby team, frisbee team, and for occasional flag football games. This location has been used through the years for French Island Days and Sand Burr Days celebrations including food, games and neighborly competitions.



***Pictured: Sky Harbour Park and Local Rugby Team***

## Wardwell Park

Wardwell Park, a 1.2-acre site located at the corner of Caroline Street and Dorn Street on the southern end of the Island, was the original location of the Lower French Island School built in the 1800s. The school closed in the 1950s, with students shifting to the Upper French Island School, now the Community Center. Today, the park features a tennis/pickleball court and a large playground in its southern portion. Until spring 2025, it also hosted the Campbell Fire Training Tower, originally built and ultimately renovated as an Eagle Scout project. The tower was moved to the Town Hall property to allow for the drilling of Final Well #1 for the municipal water system.



***Pictured: Tennis Court, Playground, and Well Construction Sign at Wardwell Park***

## **Richmond Park**

Richmond Park is a small half acre park within a small group of homes on Hiawatha Island. It is located on the very East side of the Town of Campbell on the corner of Kiowa Pl. and Cherokee Ave. This park was named for the Richmond family whose members were once considered “land barons” owning much of French Island.

Descendents include Denis Richmond the Campbell historian who served on the Fire Department for nearly 50 years, and Mary Horton who attended the Lower French Island School, and then the Upper French Island School until they closed. Richmond park is equipped with a merry-go-round, playground and a swing set.



***Pictured: Merry-Go-Round at Richmond Park***

## Church Park

Church Park is a 1.5-acre park on Church Dr. that is just 2 (two) blocks from Town hall. In almost the center of Town it is one of the most accommodating parks the Town of Campbell owns. Church Park has tennis courts, basketball court, volleyball, large playground area, and a shelter furnished with 4 (four) 8ft picnic tables, great for picnics, birthday parties or just hanging out with the family.



***Pictured Above: 2025 Campbell Community Picnic at Church Park with hundreds of residents***

***Pictured Below: Aerial View of Church Park***



## **TOWN HALL**

### **Clerk/Administrative Office**

The Town of Campbell Administrative Office serves as the central hub for communication and coordination between the public, the Town Board, and all affiliated departments. This office oversees the management of Town finances and records while ensuring compliance with all legal and regulatory requirements. By facilitating efficient governance and service delivery, the Administrative Office plays a key role in meeting the needs of Campbell's residents.

### **Financial Management**

The Clerk/Treasurer collaborates with the Town Board and department heads to prepare and monitor the annual budget. Key responsibilities include managing accounts payable and receivable, processing payroll, ensuring compliance with federal reporting requirements, and administering employee benefits. The office coordinates with La Crosse County to generate annual tax bills and manage tax collection. Additionally, the Clerk/Treasurer oversees yearly audits to ensure transparency and accountability.

### **Licensing, Recordkeeping, and Reporting**

The Administrative Office manages various licensing activities, including animal and liquor and tobacco licenses. For instance, dog licensing is conducted in collaboration with the La Crosse County Clerk's Office. The office handles required reporting for licensing and maintains comprehensive financial and clerical records, safeguarding confidential materials in a secure vault. Responsibilities also include processing public records requests and fulfilling state and federal reporting obligations.

### **Elections Administration**

The office works closely with the La Crosse County Clerk and La Crosse City Clerk to administer elections in compliance with state law. Staff utilize WisVote, a statewide election management system, to manage voter registration, absentee ballots, poll books, and election results. They also recruit and train election workers.

## **Building, Zoning, and Code Enforcement**

Since assuming zoning responsibilities in 2012, the Town of Campbell has maintained its own zoning map and regulations. With the help of General Engineering Company, administrative staff issues building and zoning permits, ensuring compliance with Town ordinances for construction, electrical, HVAC, and other projects. Staff also address ordinance violations, coordinates with the Police Department for citations, and collaborates with the Maintenance Department for non-compliant property rehabilitation.

## **Staffing Responsibilities and Future Plans**

The Administrative Office is currently staffed by a full-time Clerk/Treasurer/Zoning Administrator, a full-time Deputy Clerk/Treasurer/Zoning Administrator, and a part-time office assistant. To provide a hands-on learning opportunity for students seeking a degree in business, public administration, marketing, etc., a new internship program with local colleges has been initiated to provide additional support. It is anticipated that the Village will be expanding the part-time assistant role to full-time to accommodate the increased demands expected with the completion of our municipal water system and the introduction of water billing services.

## **Relationships with Special Districts and Other Agencies**

The Town of Campbell fosters strong partnerships with several state organizations, neighboring communities, and county departments to deliver high-quality services and maintain compliance. Collaborations include:

La Crosse Area Development Corporation

Wisconsin Towns Association and Town Advocacy Council

Wisconsin Municipal Clerks Association

Wisconsin Rural Water Association

La Crosse Area Planning Committee and La Crosse Area Chamber of Commerce

La Crosse Urban Stormwater Group

La Crosse County Visitors Bureau

These partnerships enable the Town to address regional challenges effectively and ensure coordinated service delivery.

As the Town moves forward with municipal incorporation, the office is prepared to adapt to new responsibilities and meet the demands of a growing community.



***Pictured: Town Board Room, Clerks Office, and Lobby***

## **CAMPBELL POLICE DEPARTMENT**

The Town of Campbell Police Department is responsible for providing law enforcement services within the Town of Campbell. The police department currently consists of six full-time officers and a part-time administrative assistant. The police department has a K9 program, a police reserve program, a drone program and two officers on the La Crosse County Emergency Response Team (ERT).

### **Equipment**

The Town of Campbell Police Department has 4 squad vehicles and 1 undercover vehicle. It also has a speed trailer that can be moved periodically to assist in high volume traffic areas.



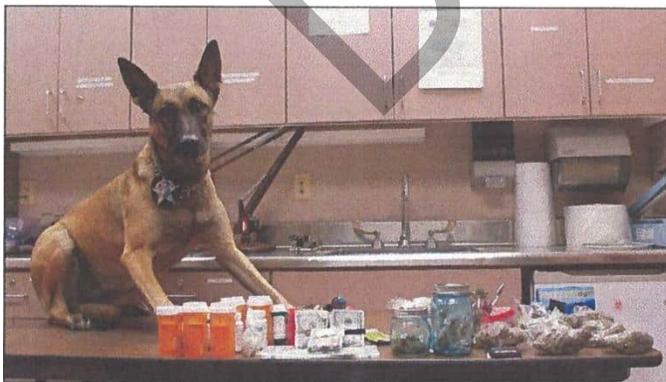
***Pictured: PD Squad Vehicles***



***Pictured: PD Speed Trailer and Undercover Vehicle***

**Police Canine Program**

In 2016 the Campbell Police Department started the Canine Program.



***Pictured: K9 Tasja***



***Pictured: Officer Joshua Czys and K9 Tasja***

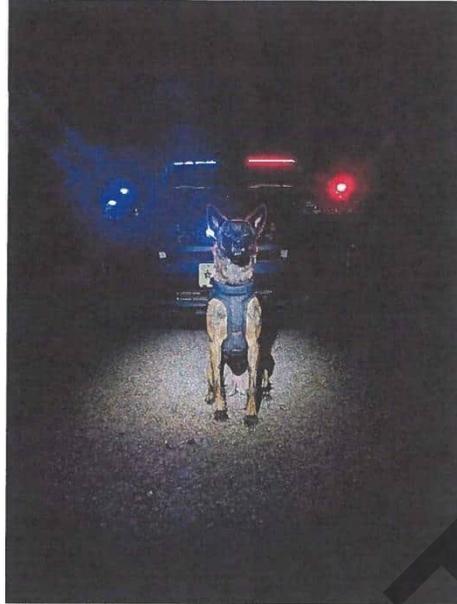
The Canine Program continues to be fully funded by donations from various donors around the community. Generous donations keep the program running to pay for handler and canine annual trainings which includes the training registration fees, lodging and food. It funds unexpected, emergency vet visits, food for the canine, training tools, necessities for off-duty life at home, and miscellaneous annual fees and memberships. These fees and memberships pay for things like the Kanine Legacy program used to log and record all canine deployments and trainings, it pays for the Hot-N-Pop canine safety system that combines the heat alarm and remote door opener, the membership for the North American Police Work Dog Association, and the membership for the Wisconsin Law Enforcement Canine Handler Association to maintain the certifiability of the canine.

The Campbell Police Department occasionally hosts Drug Take-Back Days, during which the public is encouraged to safely dispose of unwanted medications. In addition, the department maintains a permanent drug drop box in the lobby of Campbell Town Hall, providing residents with a secure and convenient location for medication disposal.

The Canine Program has removed the following amounts of illegal drugs off the street:

| Methamphetamine | Heroin      | Cocaine    | Marijuana  | Mushrooms | Fentanyl    |
|-----------------|-------------|------------|------------|-----------|-------------|
| 29.28 grams     | 16.07 grams | 4.73 grams | 66.1 grams | 1.9 grams | 10.38 grams |





***Pictured: Officer Shelby Johnson and K9 River***

### **Campbell Police Department Drone Program**

The Campbell Police Department operates a drone program utilizing unmanned aircraft systems (UAS) to enhance public safety and support law enforcement operations. The department currently employs an ANAFI USA Parrot, an American-made thermal drone originally designed for the U.S. Army.

The drone provides critical support in a variety of applications, including:

- Search and rescue
- Crime scene investigations
- Situational awareness
- Tactical operations
- Crowd control
- Intelligence gathering
- Live streaming
- Disaster management
- La Crosse County Emergency Response Team

The Campbell Police Department currently has 2 Officers on the La Crosse County Emergency Response Team. The La Crosse County Emergency Response Team (ERT) is one of the nine ALERT teams in the State of Wisconsin. The ALERT initiative began in 2004 as a way to build a network of law enforcement specialty teams that could provide enhanced response to events that overwhelm local capacity.

### **Police Reserves Unit**

Since the 1970s, The Town of Campbell has had a form of a Police Reserve Unit. Beginning as Emergency Government, then renamed to Emergency Management and now known as the Police Reserve Unit. The Campbell Police Reserve (CPDR), has approximately 13 members who are uniformed civilian community volunteers. CPDR assists the police department with special events, parades, traffic control, patrol, parking enforcement and other special details assigned.



***Pictured: Campbell Police Reserves Unit and Police Reserves Training & Food Drive***



### **Internet Crimes Against Children's Task Force Affiliation**

The Town of Campbell Police Department has an Officer specially trained in investigating Internet Crimes Against Children (ICAC). The Town of Campbell Police Department has been affiliated with this program through the Wisconsin Department of Justice for over 15 years.



### **Support from Neighboring Municipality**

The Town of Campbell has received a letter of support from the Chief of Police of the Village of Holmen, expressing strong endorsement of the Town's incorporation. The letter from the Village of Holmen Police Chief is included in Exhibit #34.



## **CAMPBELL FIRE DEPARTMENT**

The Town of Campbell Fire Department (CFD), chartered in 1946, has been serving the Town of Campbell and La Crosse County for nearly 80 years. Initially formed by residents of the Town of Campbell that were determined to protect our community from the dangers of fire, and were willing to serve as firefighters, CFD has grown over the years into an all-hazards modern emergency services provider. Today, the CFD's 25 all-volunteer personnel, administered by a volunteer Fire Chief, Deputy Chief, Asst. Deputy Chief, and 4 Captains, provide fire protection, emergency medical services, educate our residents and children on fire prevention and community risk reduction, a drone program, and provide ice and water search and rescue capabilities.

### **Equipment**

The Town of Campbell Fire Department has a fleet of fire apparatus, rescue vehicles, and boats that provide our front-line support for our community.



***Pictured: Fire Station 2219 Bainbridge St.***



**Engine 1 - 1500 GPM, 1000 gallons**



**Tender 1- 500 GPM, 3000 gallons**



**Engine 2- 1750 GPM, 1000 gallons**



**Tender 2- 3750 gallons**



**TAC 1- Ultra High Pressure (UHP)**



**Rescue 1- Light Rescue EMS Rapid Response Vehicle, 1400 psi, 150 gallons**



**Rescue 2- Medium Rescue Fire/EMS Response**



**Boat 1: Water Search and Rescue  
with Surface Drive Motor for River**

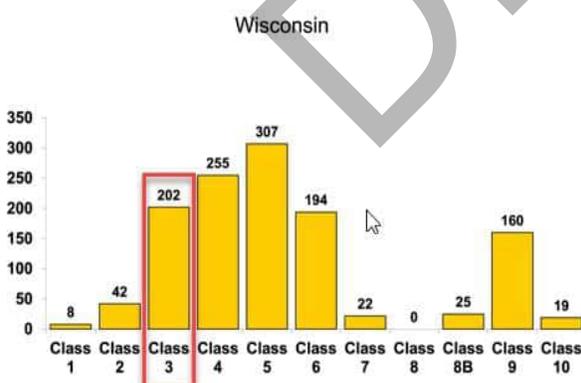


**Boat 2: Water Search and Rescue**

In partnership with the Campbell Police Department and Police Reserves, we also have an Emergency Services Unit (ESU), a utility trailer configured as a command post for major incidents and events.

**ISO Rating**

In December 2016, the Town of Campbell Fire Department earned a rating improvement from the ISO (Insurance Services Office), achieving a Class 3 Public Protection Classification (PPC). This rating was reaffirmed in May 2023 by ISO.



## CFD Fire Prevention Education Program Community Risk Reduction

Each year, the Fire Department engages with the community through an average of 5,710 contacts across all activities and programs. These interactions span all age groups, including approximately 1,359 contacts with children ages 5–15, 480 with young adults ages 15–25, 1,559 with adults ages 25–40, and 2,312 with residents over the age of 40.

When excluding large-scale events such as the department calendar distribution, parades, the pancake breakfast, and fire extinguisher training, the department still averages 1,352 annual contacts. This includes about 1,265 with children ages 5–15, 7 with ages 15–25, 24 with ages 25–40, and 53 with residents over 40. These numbers highlight the department's consistent presence and direct engagement with community members throughout the year.



***Pictured: Fire Prevention Week at Summit Elementary School***

## **Program Activities**

- Fire Prevention Week- Summit Environmental School
- F.J. Robers Campbell Library Story Time
- Summit Environmental School Annual Picnic
- Permanent Fire Prevention Education Materials at Library
- French Island Girl Scouts
- French Island Cub Scouts
- Campbell F.D. Santa Run
- Oktoberfest Torchlight Parade
- Fire Prevention Education Materials
- La Crescent Applefest Parade
- Fire Extinguisher Training for Local Businesses/Groups
- Campbell F.D. Pancake Breakfast
- Sparky the Fire Dog Visit/Fire Prevention

## **Mutual Aid Relationships**

The Campbell Fire Department currently participates in several mutual aid agreements to provide reciprocal assistance to other communities across La Crosse County, the greater 7 Rivers Region, and the States of Wisconsin and Minnesota. The Campbell Fire Department participates in the La Crosse County Countywide Mutual Aid Agreement and the Wisconsin Mutual Aid Box Alarm System (MABAS).

Copies of the Mutual Aid Agreements are included in Exhibit #36.

**La Crosse County Fire Departments-** A mutual aid agreement between all of the La Crosse County Fire Departments.

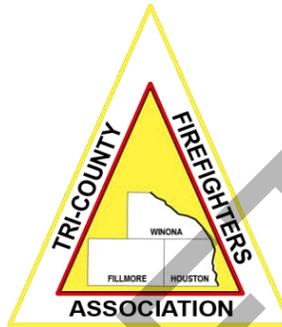
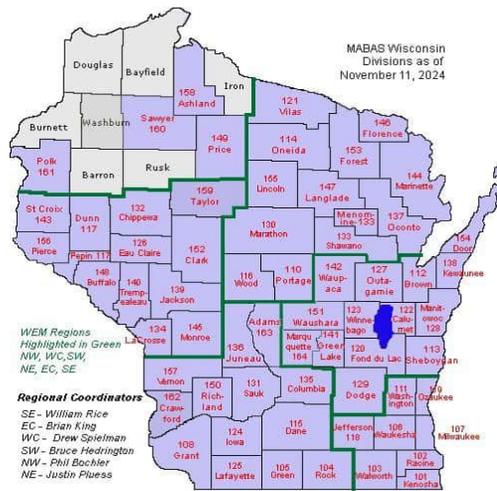
**Mutual Aid Box Alarm System (MABAS)-** CFD is part of MABAS Division 134, and the Town of Campbell, by municipal resolution, is a member of MABAS Wisconsin. MABAS is a mutual aid measure that may be used for deploying fire, rescue, and emergency medical services personnel in multijurisdictional and multi-agency responses, and includes hundreds of fire departments.

**Tri-County Firefighters-** CFD is part of the Tri-County Firefighter's Association Mutual Aid Agreement, between all agencies in Winona, Houston, and Fillmore Counties (Minnesota), and surrounding areas, including over 30 fire departments.

**Wisconsin DNR-** CFD has a mutual aid cooperative agreement with the Wisconsin Department of Natural Resources (DNR) to assist in wildland firefighting in wildland urban interface areas.

**City of La Crescent, Minnesota-** CFD has an individual mutual aid agreement with the neighboring City of La Crescent, MN.

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## Other Activities and Special Event Support

The Campbell Fire Department provides support for several major festivals and events each year. Most recently, CFD supported AirFest, a large regional air show in our area. Due to our close proximity with the La Crosse Airport, CFD serves as the closest fire station to the airport, and we provide special hazard planning for these major events to protect the Town of Campbell and our residents. During these events, CFD staffs our equipment and station with volunteer duty crews US Navy Blue Angels Flying over the Town of Campbell During Air Fest, and will deploy equipment and personnel. During the past two years, we have supported several special dignitary visits, community festivals, running events, and other events taking place in our community.



***Pictured: Campbell Fire Department Fire Officers and EMS Personnel with Cadillac One Limousine for the President of the United States of America***

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## **SECTION B**

### **TOWN BUILDINGS**

#### **Campbell Town Hall**

The Campbell Town Hall building houses the Town Administration, Public Works Department, Police Department and Fire//EMS, making it the core location for essential services. The Town Hall building is also the host for Town Board meetings and serves as a point of contact for residents needing permits, licensing, paying taxes and also utilized for all elections.



***Pictured: Campbell Town Hall, 2219 Bainbridge St.***

#### **Campbell Community Center**

Located at 617 Plainview Road, the 1,900-square-foot Campbell Community Center serves both the public and various local organizations. Originally built in 1925 as the Upper French Island one-room schoolhouse, the building remained in use until the 1960s, when Summit Elementary replaced both the Upper and Lower French Island schools. In the 1970s, the building was moved to its current location and repurposed as the Campbell Community Center. The French Island Lions Club completed a new roof and added ADA accessibility. The building features a full kitchen with a stove, oven, refrigerator, freezer, and microwave, as well as male and female restrooms.



***Pictured: Community Center, 617 Plainview Rd.***

### **FJ Robers Library**

The FJ Robers Library, a 1,700-square-foot facility originally built as a church, was fully renovated in 2013 and received a refreshed entrance in 2025 with new drywall, paint, and décor, creating a more open and welcoming space for Island residents. The Town of Campbell maintains and updates the building as needed and leases it to the La Crosse County Library System, which provides staffing and services under an intergovernmental agreement—a relationship that will continue when the Town becomes the Village of French Island. The library offers books, audiobooks, DVDs, magazines, public computers, internet access, and hosts regular book sales.



***Pictured: Interior FJ Robers Library, 2548 Lakeshore Dr.***



***Pictured: Exterior FJ Robers Library, 2548 Lakeshore Dr.***

Map #11 shows the distribution of Town Facilities and properties throughout the Town.

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# SECTION C

## TOWN EQUIPMENT

The Town relies heavily on a wide range of vehicles and specialized equipment to deliver essential services to its residents. From patrol cars, emergency response vehicles to snow plows and utility trucks, this equipment is critical for maintaining public safety, responding to emergencies and ensuring the upkeep of local infrastructure. All departments work with the board of supervisors annually to review vehicles and equipment and what the replacement and upgrade needs are for the future so the Town can continue to offer services and a high quality of life for the community.

|                                |                                     |   |                     |
|--------------------------------|-------------------------------------|---|---------------------|
| Police                         | 2019 Ford Police Inceptor           | Maintenance                             | 1980 H&S 12 Ft Util |
|                                | 2021 GMC Acadia                     |   | 1980 PJ 12 Ft Util  |
|                                | 2022 Ford Police Inceptor           |   | 1992 Ford F350      |
|                                | 2023 Ford Police Inceptor           |   | 2003 Ford F450SD    |
|                                | 2025 Ford Police Inceptor           |   | 2007 Ford F350SD    |
| Fire & Rescue                  | 1994 Int' 4900 -- T2 Water Hauler   | 2010 Int' 7400                          |                     |
|                                | 1998 Frei FL-60 -- Rescue 2         | 2014 Hot Box Trailer                    |                     |
|                                | 2000 Gene Pump -- Engine 2          | 2015 Int' 7400                          |                     |
|                                | 2008 GMC K23 HD -- Squad 1          | 2020 Ford F550                          |                     |
|                                | 2013 Int' 7500 -- T1-Water Hauler   | 2024 Ram 5500                           |                     |
|                                | 2019 Gene Pumper -- E1-Engine       | 2025 Dodge Ram Truck                    |                     |
|                                | 2023 Ford Super Duty -- R1-Rescue 1 | 1998 Vermeer Chipper                    |                     |
|                                | TFT NOZZPLE BLIZFIRE                | 2003 Kohler Generator Lift              |                     |
|                                | SCBAS (4)                           | 2000 Olympian Generator                 |                     |
|                                | PPV FAN                             | 1988 Whisper Generator 60 KW            |                     |
|                                | K-12 SAW                            | 2012 John Deer Mower 72" Deck Z Track   |                     |
|                                | CHAINSAW                            | 2001 SRECO Sewer Jetter                 |                     |
|                                | SCBAS (4)                           | 2017 Force America Brine Sprayer        |                     |
|                                | COMBI TOOL                          | 2020 John Deer Snowblower               |                     |
|                                | MINI POWER UNIT                     | 2020 John Deer Grapple                  |                     |
|                                | 3500 GAL FOLDING TANK               | 2020 Box Blade                          |                     |
|                                | SCBAS (4)                           | 2022 Elgin Pelican Broom Street Sweeper |                     |
|                                | KW 3700 GENERATOR                   | 2024 Case Loader                        |                     |
|                                | HURST JAWS OF LIFE                  | JOHN DEERE SANDER                       |                     |
|                                | K-12 SAW                            | JOHN DEERE BACK BLADE                   |                     |
|                                | 4000 GAL FOLDING TANK               | JOHN DEERE BUCKET (ARMS)                |                     |
|                                | SCBAS (2)                           | JOHN DEERE FORKS                        |                     |
|                                | PORTABLE PUMP                       | LOADER FORKS                            |                     |
|                                | SCBAS (4)                           | LOADER BUCKET                           |                     |
|                                | KW GENERATOR 4400                   | 2020 Western Pro Plub Plow 9'           |                     |
|                                | BOSTON 17 WHALER MONTAUK            | 2003 Western Plow 9'                    |                     |
|                                | MERCURY OUTBOARD MOTOR 90 HO        | 2025 Millermatic 252 Welder             |                     |
|                                | 16' ALUMINUM MODIFIED FLAT JON BOAT | 2024 John Deer Mower Z Track            |                     |
|                                | PRODRIVE OUTBOARD MOTOR             |   |                     |
|                                | JOHN DEERE LOADER                   |   |                     |
|                                | E TOOL CUTTER - MODEL C-236         |   |                     |
| E TOOL SPREADER - MODEL ESL28D |                                     |   |                     |

**Section(2)(c): IMPACT ON THE REMAINDER OF THE TOWN**

**66.0207(2)(c) Impact on the Remainder of the Town**

*Calling for the Board to consider the impact, financial and otherwise, upon the remainder of the Town from which the territory is to be incorporated.*

**Sections A-C are not applicable due to the entire Town petitioning for incorporation.**

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**Section(2)(d): IMPACT ON THE METROPOLITAN  
COMMUNITY**

**66.0207(2)(d) Impact on the Metropolitan Community**

*The effect upon the future rendering of governmental services both inside the territory proposed for incorporation and elsewhere within the metropolitan community. There shall be an express finding that the proposed incorporation will not substantially hinder the solution of governmental problems affecting the metropolitan community.*

DRAFT

## **SECTION A**

The Town of Campbell is geographically unique, being largely landlocked by the Mississippi River, Lake Onalaska and surrounding waterways. This natural isolation has resulted in a distinct and self-contained community with limited direct interaction or reliance on neighboring metropolitan areas. Given its physical separation and absence of a significant spillover urban development, the Town incorporation would not negatively impact the metropolitan community. Therefore, the considerations outlined under § 66.0207(2)(d) are largely irrelevant in this case.

Campbell's incorporation will not hinder the solution to metropolitan problems. It will lead to greater stability in the area and continue to provide the level of services desired by the residents of this unique island community. The City of La Crosse will undoubtedly raise issue that, once incorporated, future annexations from Campbell will be foreclosed. However, as history has demonstrated, the annexations that have occurred in multiple decades have been piecemeal - one at a time examples, almost exclusively related to individual property owner desire for municipal water. With the advent of a new municipal water supply, there will be no incentive for future annexations. The entire Town is fully developed. There are no large tracts of land that are available for development. The main purpose behind the two-tier system in Wisconsin, allowing incorporated municipalities to annex unincorporated areas, is to allow for orderly growth. This scenario does not exist between La Crosse and Campbell. So, rather than hindering problems affecting the metropolitan community, incorporation will provide a solution - avoidance of haphazard and piecemeal changes in municipal boundaries not benefitting either community that would lead to a degradation of services by the remainder of French Island due to a reduced revenue to pay for basic, minimum levels and a feeling of lost representation.

Further, incorporation will stop these piecemeal annexations that create confusion for provision of public safety and other services. The status quo respecting the relationship between members of the metropolitan community will be impacted in no way other than positively by the Incorporation of the Village of French Island.