



WISCONSIN LEGISLATIVE COUNCIL  
REPORT TO THE LEGISLATURE

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SPECIAL COMMITTEE ON  
LOCAL SERVICE  
CONSOLIDATION

[2011 ASSEMBLY BILLS 138, 139, AND 140; AND 2011  
ASSEMBLY JOINT RESOLUTION 41]

May 20, 2011

RL 2011-04



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# Special Committee on Local Service Consolidation

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May 20, 2011

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# **PART I**

## **KEY PROVISIONS**

### **OF COMMITTEE RECOMMENDATIONS**

The Joint Legislative Council recommends the following for introduction in the 2011-12 Session of the Legislature.

#### **2011 Assembly Bill 138, Relating to County and Municipal Expenditures for Emergency Services**

Current law requires that, beginning in 2010, the amount that each county or municipality spends annually for emergency services that are funded by county or municipal aid payments (shared revenue) be no less than the amount that the county or municipality spent in 2009 for emergency services, not including capital expenditures and one-time expenses. If a county or municipality does not comply with this requirement, the Department of Revenue (DOR) may reduce payments to the county or municipality under the shared revenue program. With the approval of DOR, a county or municipality may decrease the amount it spends for emergency services below its 2009 amount if the decrease is a result of operating more efficiently.

Assembly Bill 138 repeals the law related to maintenance of effort for emergency services.

#### **2011 Assembly Bill 139, Relating to Loans to Study or Implement the Consolidation, or Cooperation for the Provision, of Local Governmental Unit Services or the Consolidation of Local Governmental Units and Granting Rule-Making Authority**

Assembly Bill 139 creates a local governmental unit consolidation program, whereby a local governmental unit, or a combination of two or more local governmental units, may receive a loan to study or implement the consolidation, or cooperation for the provision, of local governmental unit services or the consolidation of local governmental units. The program is administered by the Department of Administration (DOA).

#### **2011 Assembly Bill 140, Relating to Exceptions to County and Municipal Levy Limits and School District Revenue Limits for Expenditures Related to the Implementation of Service Consolidation or Cooperation, or to the Implementation of Political Subdivision or School District Consolidation**

Under current law, county and municipal levy increases are limited, with certain exceptions, to the greater of 3% or the percentage change in the local government's equalized value due to new construction, less improvements removed. With regard to exceptions from the levy limit, current law allows several levy limit adjustments, including adjustments in cases where one political subdivision that has entered into an intergovernmental cooperation agreement to jointly provide a service on a consolidated basis with another political subdivision agrees to lower its allowable levy in order to allow the 2nd political subdivision to increase its allowable levy, so that the resulting levies achieve a more equitable distribution of payments for services.

Additionally, under current law, school districts are subject to revenue limits. If a school district exceeds its revenue limit, the superintendent of public instruction shall deduct from the state aid payment to the school district an amount equal to the amount by which the district's revenue exceeds its revenue limit.

Assembly Bill 140 provides an exception from the levy limit for the amount that a county, city, village, or town levies to implement the consolidation, or cooperation for the provision, of one or more services, or to implement the consolidation of political subdivisions. The bill limits the amount of the exception to 0.1% of the amount upon which the limit is applied.

This bill also provides an exception from the revenue limit for the amount that a school district expends, not to exceed 0.1% of the school district's budget, to implement the consolidation, or cooperation for the provision, of one or more services, or to implement the consolidation of school districts.

## **2011 Assembly Joint Resolution 41, Relating to Different Property Tax Levy Rates for Parts of Cities, Villages, Towns, Counties, and School Districts Added by Attachments to School Districts, Consolidations, and Boundary Changes Under Cooperative Agreements (First Consideration)**

Wisconsin Constitution, Article VIII, Section 1, provides that the "rule of taxation shall be uniform," subject to specified exceptions.

Assembly Joint Resolution 41 is a constitutional amendment, proposed to the 2011 Legislature on first consideration, that excepts from the requirement of the Uniformity Clause parts of cities, villages, towns, counties, and school districts added by attachments to school districts, by consolidations, and by boundary changes under cooperative agreements with other cities, villages, towns, counties, and school districts. The proposed constitutional amendment permits the governing body of the city, village, town, county, or school district to set different property tax levy rates on the parts for not more than 12 years, but the rates for each part must be uniform within that part.

A constitutional amendment requires adoption by two successive Legislatures, and ratification by the people, before it can become effective.

## PART II

### COMMITTEE ACTIVITY

#### Assignment

The Joint Legislative Council established the Special Committee on Local Service Consolidation and appointed the chairperson by a May 7, 2010 mail ballot. The committee was directed to review current law and practice regarding the provision of services by local units of government in order to determine whether current law should be amended to facilitate the methods by which local units of government can partner to efficiently and cost-effectively provide services, including police, fire, and educational services, to their constituents.

Membership of the Special Committee was appointed by June 30, 2010 and January 6, 2011 mail ballots. The final committee membership consisted of three Representatives and 14 public members. A list of committee members is included as *Appendix 3* to this report.

#### Summary of Meetings

The Special Committee held four meetings on the following dates:

August 31, 2010  
October 5, 2010  
November 10, 2010 (Milwaukee)  
December 14, 2010

At the August 31, 2010 meeting, the Special Committee heard testimony from several invited speakers on local consolidation and coordination. Testimony included examples of local consolidation and coordination and the factors that affect the viability of consolidation efforts. The speakers were: **Gary Becker**, Executive Director, Local Government Institute of Wisconsin; **Robert Henken**, President, Public Policy Forum; **Chuck Law**, Director and Community Planning and Design Specialist, and **Alan Probst**, Local Government Specialist, University of Wisconsin (UW)-Extension's Local Government Center, and **Steven Deller**, Professor, Department of Agricultural and Applied Economics, UW-Madison.

At the October 5, 2010 meeting, the Special Committee heard testimony from several invited speakers on examples of local consolidation and coordination, as well as potential recommendations for committee action. Testimony included a description of the consolidation of the Beloit City Health Department and Rock County Health Department and discussion of recycling programs. The speakers were: **Larry Arft**, City Manager, City of Beloit, and **Phil Boutwell**, Assistant to the County Administrator, Rock County; **Ann Coakley**, Director, and **Cynthia Moore**, Recycling Program Coordinator, Bureau of Waste and Materials Management, DNR; and **Curt Witynski**, Assistant Director, League of Wisconsin Municipalities. The committee reviewed potential recommendations for committee action that were submitted by invited speakers and committee members.

At the November 10, 2010 meeting, the Special Committee heard testimony from several invited speakers. **Paul Kent** and **Connie Anderson**, Partners, Stafford Rosenbaum, LLP, explained stormwater requirements. **Mark Rohlfing**, Fire Chief, City of Milwaukee, and **Dennis Yaccarino**, Office of Budget and Management, City of Milwaukee, described the agreement between the City of Milwaukee and the Village of West Milwaukee whereby the city would provide fire services to the village. **David Callender**, Legislative Associate, Wisconsin Counties Association (WCA), and **Andrew Phillips**, Legal Counsel, WCA, explained impediments to collaboration that exist in state law. **Deb Detrick**, Planning Analyst, Metropolitan Council, explained the fiscal disparities program in Minnesota. **Christine Cramer**, Senior Economic Consultant, Ruekert-Mielke, Inc., described the revenue sharing agreement between the City of Racine and its outlying municipalities.

The committee discussed the following bill drafts:

- WLC: 0001/1, relating to county and municipal expenditures for emergency services.
- WLC: 0002/1, relating to different property tax levy rates for parts of cities, villages, towns, counties, and school districts added by attachments to school districts, consolidations, and boundary changes under cooperative agreements (first consideration).
- WLC: 0004/P1, relating to loans and grants to study and implement the consolidation of municipal services.
- WLC: 0019/1, relating to an exception to county and municipal levy limits for expenditures related to the study or implementation of service consolidation.

At the December 14, 2010 meeting, the Special Committee discussed the following bill drafts:

- WLC: 0001/1, relating to county and municipal expenditures for emergency services.
- WLC: 0002/1, relating to different property tax levy rates for parts of cities, villages, towns, counties, and school districts added by attachments to school districts, consolidations, and boundary changes under cooperative agreements (first consideration).
- WLC: 0004/1, relating to loans to implement the consolidation, or cooperation for the provision, of local governmental unit services or the consolidation of local governmental units.
- WLC: 0019/2, relating to an exception to county and municipal levy limits for expenditures related to the implementation of service consolidation or cooperation or the implementation of political subdivision consolidation.
- WLC: 0043/1, relating to an exception to school district revenue limits for expenditures related to the implementation of service consolidation or cooperation, or to the implementation of school district consolidation.

The committee discussed changes to WLC: 0004/1, as well as the consolidation of WLC: 0019/2 and WLC: 0043/1 into a single bill draft. Lastly, the committee decided to submit all bill drafts to committee members for their vote by mail ballot.



## **PART III**

### **RECOMMENDATIONS INTRODUCED BY THE JOINT LEGISLATIVE COUNCIL**

This part of the report provides background information on, and a description of, the bills as recommended by the Special Committee on Local Service Consolidation and introduced by the Joint Legislative Council.

#### **Assembly Bill 138, Relating to County and Municipal Expenditures for Emergency Services**

##### **Background**

Current law requires that, beginning in 2010, the amount that each county or municipality spends annually for emergency services that are funded by county or municipal aid payments (shared revenue) be no less than the amount that the county or municipality spent in 2009 for emergency services, not including capital expenditures and one-time expenses. If a county or municipality does not comply with this requirement, DOR may reduce payments to the county or municipality under the shared revenue program. With the approval of DOR, a county or municipality may decrease the amount it spends for emergency services below its 2009 amount if the decrease is a result of operating more efficiently.

The committee heard testimony about, and discussed, the law relating to the maintenance of effort for emergency services and its effect on local service consolidation and cooperation. The committee recommended repealing the law related to maintenance of effort for emergency services in order to remove any impediment to consolidation and cooperation created by the law.

##### **Description**

Assembly Bill 138 repeals the law related to maintenance of effort for emergency services.

#### **Assembly Bill 139, Relating to Loans to Study or Implement the Consolidation, or Cooperation for the Provision, of Local Governmental Unit Services or the Consolidation of Local Governmental Units and Granting Rule-Making Authority**

##### **Background**

The committee heard testimony about the costs associated with studying and implementing local consolidation or cooperation. Current law does not provide financial assistance to local governmental units (county, city, village, town, or school district) that are studying or implementing local service consolidation or cooperation or the consolidation of local governmental units. The committee recommended the creation of a local governmental unit consolidation program to encourage local consolidation or cooperation by providing a loan program for the study or implementation of consolidation or cooperation.

##### **Description**

Assembly Bill 139 creates a local governmental unit consolidation program, whereby a local governmental unit, or a combination of two or more local governmental units, may receive a loan to

study or implement the consolidation, or cooperation for the provision, of local governmental unit services or the consolidation of local governmental units. The program is administered by DOA. The bill creates appropriation accounts but does not contain an appropriation amount.

Under the bill, DOA must give preference in making a loan under the program to the implementation of consolidation or cooperation over the study of consolidation or cooperation. If two or more local governmental units wish to engage in consolidation or cooperation together, all local governmental units involved must submit a joint application to DOA. In determining whether to make a loan, DOA must consider the following:

- A demonstrated probability that the proposed activities will reduce the cost of providing local governmental unit services or improve the level of services provided by the local governmental units.
- Whether the activities might occur without the loan.
- The extent to which the proposed activities will contribute to regional cooperation and minimize competition for economic development between local governmental units.
- Any other criteria established by DOA by rule.

The bill requires that DOA obtain reimbursement of loans made under the program and that DOA issue a decision on the loan application within 45 days after receiving an application. DOA may charge an origination fee to a loan recipient if the loan equals or exceeds \$10,000 and may charge interest on loans made under the program. Lastly, DOA must promulgate rules that include the content of loan applications; procedures for submitting applications for loans and evaluating applications; conditions applicable to loans; procedures for monitoring and auditing loans; and a biennial plan for making loans under the program.

## **Assembly Bill 140, Relating to Exceptions to County and Municipal Levy Limits and School District Revenue Limits for Expenditures Related to the Implementation of Service Consolidation or Cooperation, or to the Implementation of Political Subdivision or School District Consolidation**

### **Background**

Under current law, county and municipal levy increases are limited, with certain exceptions, to the greater of 3% or the percentage change in the local government's equalized value due to new construction, less improvements removed. With regard to exceptions from the levy limit, current law allows levy limit adjustments in cases where one political subdivision that has entered into an intergovernmental cooperation agreement to jointly provide a service on a consolidated basis with another political subdivision agrees to lower its allowable levy in order to allow the 2<sup>nd</sup> political subdivision to increase its allowable levy, so that the resulting levies achieve a more equitable distribution of payments for services.

Additionally, under current law, school districts are subject to revenue limits. If a school district exceeds its revenue limit, the superintendent of public instruction shall deduct from the state aid payment to the school district an amount equal to the amount by which the district's revenue exceeds its revenue limit.

The committee heard testimony about the costs associated with studying and implementing local consolidation or cooperation. The committee recommended providing an exception to levy limits

for costs associated with studying or implementing local consolidation or cooperation to encourage consolidation or cooperation.

## **Description**

Assembly Bill 140 provides an exception from the levy limit for the amount that a county, city, village, or town levies to implement the consolidation, or cooperation for the provision, of one or more services, or to implement the consolidation of political subdivisions. The bill limits the amount of the exception to 0.1% of the amount upon which the limit is applied.

The bill also provides an exception from the revenue limit for the amount that a school district expends, not to exceed 0.1% of the school district's budget, to implement the consolidation, or cooperation for the provision, of one or more services, or to implement the consolidation of school districts.

## **Assembly Joint Resolution 41, Relating to Different Property Tax Levy Rates for Parts of Cities, Villages, Towns, Counties, and School Districts Added by Attachments to School Districts, Consolidations, and Boundary Changes Under Cooperative Agreements (First Consideration)**

### **Background**

Wisconsin Constitution, Article VIII, Section 1, provides that the "rule of taxation shall be uniform," subject to specified exceptions.

The committee heard testimony about the Uniformity Clause and its effect on local service consolidation and cooperation. Specifically, the committee discussed the inability of municipalities to have different tax rates upon consolidation, as a result of the Uniformity Clause, as a predominant challenge to consolidation efforts of municipalities. The committee discussed the specific instances where the Uniformity Clause was a barrier. It recommended modifications to the Uniformity Clause in order to remove any impediment to consolidation and cooperation created by the Wisconsin Constitution.

### **Description**

Assembly Joint Resolution 41 is a proposed constitutional amendment, proposed to the 2011 Legislature on first consideration, that excepts from the requirement of the Uniformity Clause parts of cities, villages, towns, counties, and school districts added by attachments to school districts, by consolidations, and by boundary changes under cooperative agreements with other cities, villages, towns, counties, and school districts. The proposed constitutional amendment permits the governing body of the city, village, town, county, or school district to set different property tax levy rates on the parts for not more than 12 years, but the rates for each part must be uniform within that part.

A constitutional amendment requires adoption by two successive Legislatures, and ratification by the people, before it can become effective.



### Committee and Joint Legislative Council Votes

The following bills were recommended by the Special Committee on Local Service Consolidation to the Joint Legislative Council for introduction in the 2011-12 Session of the Legislature.

#### Special Committee Vote

The Special Committee voted, by a February 4, 2011 mail ballot, to recommend the following four drafts to the Joint Legislative Council for introduction in the 2011-12 Session of the Legislature. The votes on the drafts are as follows:

- WLC: 0001/1, relating to county and municipal expenditures for emergency services, passed by a vote of Ayes, 13 (Rep. Zepnick; and Public Members Amesqua, Bilbao, Chamberlain, Cruse, Czarnezki, Dresang, Hartje, Heim, Hicklin, Mielke, Nicolini, and O'Loughlin); Noes, 3 (Rep. Stone; and Public Members Abelson and Woodzicka); and Not Voting, 1 (Rep. Pocan). [WLC: 0001/1 subsequently became LRB-1430/1.]
- WLC: 0002/1, relating to different property tax levy rates for parts of cities, villages, towns, counties, and school districts added by attachments to school districts, consolidations, and boundary changes under cooperative agreements (first consideration), passed by a vote of Ayes, 15 (Reps. Zepnick and Stone; and Public Members Amesqua, Bilbao, Chamberlain, Cruse, Czarnezki, Dresang, Hartje, Heim, Hicklin, Mielke, Nicolini, O'Loughlin, and Woodzicka); Noes, 1 (Public Member Abelson); and Not Voting, 1 (Rep. Pocan).
- WLC: 0004/2, relating to loans to study or implement the consolidation, or cooperation for the provision, of local governmental unit services or the consolidation of local governmental units, and granting rule-making authority, passed by a vote of Ayes, 14 (Reps. Zepnick and Stone; and Public Members Amesqua, Bilbao, Chamberlain, Cruse, Czarnezki, Dresang, Hartje, Heim, Mielke, Nicolini, O'Loughlin, and Woodzicka); Noes, 2 (Public Members Abelson and Hicklin); and Not Voting, 1 (Rep. Pocan). [WLC: 0004/2 subsequently became LRB-0654/1.]
- WLC: 0075/1, relating to exceptions to county and municipal levy limits and school district revenue limits for expenditures related to the implementation of service consolidation or cooperation, or to the implementation of political subdivision or school district consolidation, passed by a vote of Ayes, 14 (Rep. Zepnick; and Public Members Amesqua, Bilbao, Chamberlain, Cruse, Czarnezki, Dresang, Hartje, Heim, Hicklin, Mielke, Nicolini, O'Loughlin, and Woodzicka); Noes, 2 (Rep. Stone; and Public Member Abelson); and Not Voting, 1 (Rep. Pocan).

#### Joint Legislative Council Vote

At its May 4, 2011 meeting, the Joint Legislative Council voted as follows on the recommendations of the Special Committee:

*Rep. Barca moved, seconded by Sen. Schultz, that the following three drafts recommended by the Special Committee on Local Service Consolidation, be introduced by the Joint Legislative Council:*

1. **WLC: 0002/1**, relating to different property tax levy rates for parts of cities, villages, towns, counties, and school districts added

*by attachments to school districts, consolidations, and boundary changes under cooperative agreements (first consideration).*

2. **LRB-0654/1**, relating to loans to study or implement the consolidation, or cooperation for the provision, of local governmental unit services or the consolidation of local governmental units, and granting rule-making authority.
3. **WLC: 0075/1**, relating to exceptions to county and municipal levy limits and school district revenue limits for expenditures related to the implementation of service consolidation or cooperation, or to the implementation of political subdivision or school district consolidation.

*The motion passed on a roll call vote as follows: Ayes, 13 (Reps. Ballweg, Barca, Berceau, Fitzgerald, Grigsby, Kaufert and Nygren; and Sens. Cullen, Darling, Erpenbach, Miller, Schultz and Taylor); Noes, 3 (Rep. Suder; and Sens. Lazich and Lasee); and Absent, 6 (Reps. Kramer, Pasch and Vos; and Sens. Fitzgerald, Galloway and Leibham).*

*[Sens. Fitzgerald and Galloway noted that had they been present, they would have voted "aye."]*

*Sen. Lazich moved, seconded by Sen. Schultz, that **LRB-1430/1**, relating to county and municipal expenditures for emergency services, be introduced by the Joint Legislative Council. The motion passed on a roll call vote as follows: Ayes, 16 (Reps. Ballweg, Barca, Berceau, Fitzgerald, Grigsby, Kaufert, Nygren and Suder; and Sens. Lazich, Cullen, Darling, Erpenbach, Lasee, Miller, Schultz and Taylor); Noes, 0; and Absent, 6 (Reps. Kramer, Pasch and Vos; and Sens. Fitzgerald, Galloway and Leibham).*

*[Sens. Fitzgerald and Galloway noted that had they been present, they would have voted "aye."]*

## Appendix 2

### Joint Legislative Council

*[Joint Legislative Council Members Who Selected and Appointed Committee and Its Membership]*

#### Co-Chair

##### **FRED A. RISSER**

*Senate President*

100 Wisconsin Avenue, Unit 501  
Madison, WI 53703

#### Co-Chair

##### **MARLIN D. SCHNEIDER**

*Representative*

3820 Southbrook Lane  
Wisconsin Rapids, WI 54494

#### **SENATORS**

##### **SPENCER COGGS**

7819 W. Potomac Avenue  
Milwaukee, WI 53222

##### **SHEILA HARSDORF**

N6627 County Road E  
River Falls, WI 54022

##### **JUDY ROBSON**

2411 E. Ridge Road  
Beloit, WI 53511

##### **ALBERTA DARLING**

1325 West Dean Road  
River Hills, WI 53217

##### **PAT KREITLOW**

*President Pro Tempore*  
15854 93<sup>rd</sup> Avenue  
Chippewa Falls, WI 54729

##### **DALE SCHULTZ**

515 North Central Avenue  
Richland Center, WI 53581

##### **RUSSELL DECKER**

*Majority Leader*  
6803 Lora Lee Lane  
Schofield, WI 54476

##### **MARK MILLER**

4903 Roigan Terrace  
Monona, WI 53716

##### **ROBERT WIRCH**

3007 Springbrook Road  
Pleasant Prairie, WI 53158

##### **SCOTT FITZGERALD**

*Minority Leader*  
N4692 Maple Road  
Juneau, WI 53039

#### **REPRESENTATIVES**

##### **JOAN BALLWEG**

170 W. Summit Street  
Markesan, WI 53946

##### **DEAN KAUFERT**

1360 Alpine Lane  
Neenah, WI 54956

##### **MICHAEL SHERIDAN**

*Speaker*  
1032 Nantucket Drive  
Janesville, WI 53546

##### **TERESE BERCEAU**

4326 Somerset Lane  
Madison, WI 53711

##### **THOMAS NELSON**

*Majority Leader*  
1510 Orchard Drive  
Kaukauna, WI 54130

##### **TONY STASKUNAS**

*Speaker Pro Tempore*  
2010 South 103<sup>rd</sup> Court  
West Allis, WI 53227

##### **SPENCER BLACK**

5742 Elder Place  
Madison, WI 53705

##### **MARK POCAN**

309 N. Baldwin Street  
Madison, WI 53703

##### **ROBIN VOS**

4710 Eastwood Ridge  
Racine, WI 53406

##### **JEFF FITZGERALD**

*Minority Leader*  
910 Sunset  
Horicon, WI 53032

**This 22-member committee consists of the majority and minority party leadership of both houses of the Legislature, the co-chairs and ranking minority members of the Joint Committee on Finance, and 5 Senators and 5 Representatives appointed as are members of standing committees.**

# Joint Legislative Council

*[Current Joint Legislative Council Members Who Received Committee Report]*

## SENATE MEMBERS

### **MARY LAZICH, Co-Chair**

4405 South 129th Street  
New Berlin, WI 53151

### **TIM CULLEN**

3711 N. Spring Hill Drive  
Janesville, WI 53545

### **ALBERTA DARLING**

1325 West Dean Road  
River Hills, WI 53217

### **JON ERPENBACH**

6150 Briggs Road  
Waunakee, WI 53597

### **SCOTT FITZGERALD**

*Majority Leader*  
N4692 Maple Road  
Juneau, WI 53039

### **PAM GALLOWAY**

1506 Pine View Lane  
Wausau, WI 54403

### **FRANK LASEE**

Room 104 South, State Capitol  
P.O. Box 7882  
Madison, WI 53707-7882

### **JOE LEIBHAM**

*President Pro Tempore*  
3618 River Ridge Drive  
Sheboygan, WI 53083

### **MARK MILLER**

*Minority Leader*  
4903 Roigan Terrace  
Monona, WI 53716

### **DALE SCHULTZ**

515 North Central Avenue  
Richland Center, WI 53581

### **LENA TAYLOR**

1518 West Capitol  
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## ASSEMBLY MEMBERS

### **JOAN BALLWEG, Co-Chair**

170 W. Summit Street  
Markesan, WI 53946

### **PETER BARCA**

*Minority Leader*  
1339 38 Ave.  
Kenosha, WI 53144

### **TERESE BERCEAU**

4326 Somerset Lane  
Madison, WI 53711

### **JEFF FITZGERALD**

*Speaker*  
910 Sunset  
Horicon, WI 53032

### **TAMARA GRIGSBY**

2354 N. 41st Street  
Milwaukee, WI 53210

### **DEAN KAUFERT**

1360 Alpine Lane  
Neenah, WI 54956

### **BILL KRAMER**

*Speaker Pro Tempore*  
2005 Cliff Alex Ct. South, #3  
Waukesha, WI 53189

### **JOHN NYGREN**

N2118 Keller Rd.  
Marinette, WI 54143

### **SANDY PASCH**

6301 N. Berkeley Blvd.  
Whitefish Bay, WI 53217

### **SCOTT SUDER**

*Majority Leader*  
102 South 4th Avenue  
Abbotsford, WI 54405

### **ROBIN VOS**

960 Rock Ridge Road  
Burlington, WI 53105

This 22-member committee consists of the majority and minority party leadership of both houses of the Legislature, the co-chairs and ranking minority members of the Joint Committee on Finance, and 5 Senators and 5 Representatives appointed as are members of standing committees.

*Terry C. Anderson, Director, Legislative Council Staff  
1 East Main Street, Suite 401, P.O. Box 2536, Madison, Wisconsin 53701-2536*



**LOCAL SERVICE CONSOLIDATION**

**Representative Josh Zepnick, Chair**  
3173 South 39th Street  
Milwaukee, WI 53219

**Representative Mark Pocan**  
309 North Baldwin  
Madison, WI 53703

**Richard Abelson**  
Executive Director  
AFSCME, Milwaukee District Council 48  
4315 North Lake Drive  
Shorewood, WI 53211

**Allan D. Bilbao**  
Supervisor, Town of Rome  
P.O. Box 203  
Nekoosa, WI 54457

**Tina Cruse**  
President, Shullsburg School District  
23735 Cty W  
Shullsburg, WI 53586

**Dennis Dresang**  
Professor Emeritus of Public Affairs and Political Science  
La Follette Institute of Public Affairs, UW-Madison  
440 Virginia Terrace  
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**Joe Heim**  
Professor, UW-La Crosse  
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La Crosse, WI 54601

**William Mielke**  
President/CEO  
Ruekert Mielke  
W233 N2080 Ridgeview Parkway  
Waukesha, WI 53188-1020

**Dennis O'Loughlin**  
Member, Dane County Board  
3934 Partridge Road  
DeForest, WI 53532

**Representative Jeff Stone**  
5535 Grandview Drive  
Greendale, WI 53129

**Debra Amesqua**  
Fire Chief  
City of Madison Fire Department  
325 W. Johnson St.  
Madison, WI 53703

**Ron Chamberlain**  
Highway Comm., Adams County  
1342 Cty F  
Adams, WI 53910

**Joseph J. Czarnezki**  
Milwaukee County Clerk  
901 N. 9th St., Rm. 105  
Milwaukee, WI 53233

**Ken Hartje**  
Chair, Public Works Committee  
City of Nekoosa  
1011 West 5th Street  
Nekoosa, WI 54457

**Chuck Hicklin**  
Controller, Dane County  
5334 Queensbridge Road  
Madison, WI 53714

**Mark Nicolini**  
Dir., Office of Budget & Management  
City of Milwaukee  
200 East Wells Street, Room 603  
Milwaukee, WI 53202

**Michael Woodzicka**  
State Pres., Prof. Fire Fighters of WI  
N1264 Lauden Lane  
Hortonville, WI 54944

**STUDY ASSIGNMENT:** The Special Committee is directed to review current law and practice regarding the provision of services by local units of government in order to determine whether current law should be amended to facilitate the methods by which local units of government can partner to efficiently and cost-effectively provide services, including police, fire, and educational services, to their constituents.

**17 MEMBERS:** 3 Representatives; and 14 Public Members.

**LEGISLATIVE COUNCIL STAFF:** Scott Grosz, Jessica Karls-Ruplinger, and Melissa Schmidt, Staff Attorneys; and Kelly Mautz, Support Staff.



**Committee Materials List**  
(Copies of documents are available at [www.legis.state.wi.us/lc](http://www.legis.state.wi.us/lc))

<b>Results of the May 4, 2011 Joint Legislative Council Meeting</b>				
<ul style="list-style-type: none"> <li>• <a href="#">Results</a> letter.</li> </ul>				
<b>Recommendations to the Joint Legislative Council (May 4, 2011)</b>				
<ul style="list-style-type: none"> <li>• <a href="#">Memo</a> to Members of the Special Committee, <i>Council Consideration of Committee Report</i> (April 27, 2011).</li> <li>• <a href="#">Proposed</a> Report 2011-04, <i>Special Committee on Local Service Consolidation</i> (February 18, 2010).</li> <li>• <a href="#">LRB-1430/1</a>, relating to county and municipal expenditures for emergency services.</li> <li>• <a href="#">WLC: 0002/1</a>, relating to different property tax levy rates for parts of cities, villages, towns, counties, and school districts added by attachments to school districts, consolidations, and boundary changes under cooperative agreements (first consideration).</li> <li>• <a href="#">LRB-0654/1</a>, relating to loans to study or implement the consolidation, or cooperation for the provision, of local governmental unit services or the consolidation of local governmental units, and granting rule-making authority.</li> <li>• <a href="#">WLC: 0075/1</a>, relating to exceptions to county and municipal levy limits and school district revenue limits for expenditures related to the implementation of service consolidation or cooperation, or to the implementation of political subdivision or school district consolidation.</li> </ul>				
<b>Results of February 4, 2011 Mail Ballot</b>				
<ul style="list-style-type: none"> <li>• <a href="#">Results</a> of February 4, 2011 mail ballot.</li> </ul>				
<b>February 4, 2011 Mail Ballot</b>				
<ul style="list-style-type: none"> <li>• <a href="#">WLC: 0001/1</a>, relating to county and municipal expenditures for emergency services.</li> <li>• <a href="#">WLC: 0002/1</a>, relating to different property tax levy rates for parts of cities, villages, towns, counties, and school districts added by attachments to school districts, consolidations, and boundary changes under cooperative agreements (first consideration).</li> <li>• <a href="#">WLC: 0004/2</a>, relating to loans to study or implement the consolidation, or cooperation for the provision, of local governmental unit services or the consolidation of local governmental units, and granting rule-making authority.</li> <li>• <a href="#">WLC: 0075/1</a>, relating to exceptions to county and municipal levy limits and school district revenue limits for expenditures related to the implementation of service consolidation or cooperation, or to the implementation of political subdivision or school district consolidation.</li> <li>• <a href="#">Memo No. 3</a>, <i>Comparison of WLC: 0004/1 and WLC: 0004/2</i> (February 3, 2011).</li> </ul>				
<b>December 14, 2010</b>	<a href="#">Notice</a>	<a href="#">Agenda</a>	<a href="#">Audio</a>	<a href="#">Minutes</a>
<ul style="list-style-type: none"> <li>• <a href="#">Memo No. 2</a>, <i>WLC: 0004/1 and WLC: 0019/2</i> (December 7, 2010)</li> <li>• <a href="#">WLC: 0004/1</a>, relating to loans to implement the consolidation, or cooperation for the provision, of local governmental unit services or the consolidation of local governmental units.</li> <li>• <a href="#">WLC: 0019/2</a>, relating to an exception to county and municipal levy limits for expenditures related to the implementation of service consolidation or cooperation or the implementation of political subdivision consolidation.</li> <li>• <a href="#">WLC: 0043/1</a>, relating to an exception to school district revenue limits for expenditures related to the implementation of service consolidation or cooperation, or to the implementation of school district consolidation.</li> <li>• <a href="#">Letter</a> from Dixie Edge, Wisconsin Register of Deeds Association (November 18, 2010).</li> <li>• <a href="#">Letter</a> from Jay Zahn, Wisconsin County Constitutional Officers.</li> </ul>				
<b>November 10, 2010</b>	<a href="#">Notice</a>	<a href="#">Agenda</a>	<a href="#">Audio</a>	<a href="#">Minutes</a>
<ul style="list-style-type: none"> <li>• <a href="#">Memo No. 1</a>, <i>Issues for Consideration by the Special Committee</i> (November 3, 2010).</li> <li>• <a href="#">WLC: 0001/1</a>, relating to county and municipal expenditures for emergency services.</li> <li>• <a href="#">WLC: 0002/1</a>, relating to different property tax levy rates for parts of cities, villages, towns, counties, and school districts added by attachments to school districts, consolidations, and boundary changes under</li> </ul>				

cooperative agreements (first consideration).

- [WLC: 0004/P1](#), relating to loans and grants to study and implement the consolidation of municipal services.
- [WLC: 0019/1](#), relating to an exception to county and municipal levy limits for expenditures related to the study or implementation of service consolidation.
- [Presentation](#), *Fiscal Disparities in the Twin Cities*, by Deb Detrick, Planning Analyst, J.D., Metropolitan Council (November 10, 2010).
- [Handout](#), *Fiscal Disparities in Twin Cities: Key Findings for Taxes Payable 2010*, distributed by Deb Detrick, Planning Analyst, J.D., Metropolitan Council (July 2010).
- [Presentation](#), *West Milwaukee Agreement*, by Dennis Yaccarino, Office of Budget and Management, City of Milwaukee.
- [Presentation](#), *Racine Revenue Sharing Program*, by Christine Cramer, Senior Economic Consultant, Ruckert Mielke, Inc. (November 10, 2010).
- [Memorandum](#), *Facilitating Intergovernmental Collaboration for the Provision of Services and the Joint Exercise of Powers*, from David Callendar, Legislative Associate, Wisconsin Counties Association, and Andrew T. Phillips, Phillips Borowski, S.C., Wisconsin Counties Association General Counsel (November 9, 2010).
- [Recent](#) article, *Fiscal Disparities Law Seen as Big Asset for Twin Cities Area*, distributed by Deb Detrick, Planning Analyst, J.D., Metropolitan Council (October 2010).
- [Publication](#), *The Fiscal Disparities Program: Commercial-Industrial Tax Base Sharing*, House Research, distributed by Deb Detrick, Planning Analyst, J.D., Metropolitan Council (January 2005).
- [Presentation](#), *Milwaukee Fire Department and Village of West Milwaukee Fire Department Consolidation*, by Mark Rohlfing, Fire Chief, City of Milwaukee.
- [Letter](#) to Chair Zepnick from Lee Holloway, Chairman of the Board, Milwaukee County Board of Supervisors (November 8, 2010).
- [Presentation](#), *Stormwater Regulations and Phosphorus Standards: Opportunities for Intergovernmental Cooperation*, by Paul G. Kent and Constance L. Anderson, Stafford Rosenbaum LLP (November 10, 2010).

October 5, 2010	<a href="#">Notice</a>	<a href="#">Agenda</a>	<a href="#">Audio</a>	<a href="#">Minutes</a>
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- [Intergovernmental](#) Agreement (IGA) between Beloit and Rock County, distributed by Larry Arft, City Manager, Beloit.>
- [Presentation](#) by Larry Arft, City Manager, City of Beloit and Phil Boutwell, Assistant to the County Administrator, Rock County (October, 2010).
- [Testimony](#) by Curt Witynski, Assistant Director, League of Wisconsin Municipalities (September 2, 2010).
  - [Handout](#) by Curt Witynski, Assistant Director, League of Wisconsin Municipalities (September 2, 2010).
  - [Handout](#) by Curt Witynski, Assistant Director, League of Wisconsin Municipalities (September 2, 2010).
  - [Handout](#), *Building a Better Ohio: Creating Collaboration in Governance*, The Ohio Commission on Local Government Reform and Collaboration, distributed by Curt Witynski, Assistant Director, League of Wisconsin Municipalities (August 27, 2010).
- [Presentation](#), *Restructuring Local Government Recycling Programs*, by Ann Coakley, Director, Waste & Materials Management, Department of Natural Resources (DNR).
- [Testimony](#) of Ann Coakley, Director, Waste and Materials Management Program, DNR (October 5, 2010).

August 31, 2010	<a href="#">Notice</a>	<a href="#">Agenda</a>	<a href="#">Audio</a>	<a href="#">Minutes</a>
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- [Staff Brief 10-03](#), *Intergovernmental Cooperation* (August 23, 2010).
- [PowerPoint presentation](#), *Fiscal Issues Facing Milwaukee's City and County Governments*, submitted by Ron Henken, President, Public Policy Forum (August 31, 2010).
- [PowerPoint presentation](#), *A Roadmap for Government Transformation, Local Government Services in Wisconsin - Reducing the Cost and Improving Effectiveness*, submitted by Gary Becker (August 31, 2010).
- [Handout](#), *Mergers & Consolidation of Services*, by Alan Probst, Local Government Specialist, University of Wisconsin-Extension, Local Government Center.
- [Publication](#), *City of Milwaukee's Fiscal Condition, Between a Rock and a Hard Place, An Independent Third-Party Analysis*, submitted by Ron Henken, President, Public Policy Forum.
- [Publication](#), *Milwaukee County's Fiscal Condition, Crisis on the Horizon? An Independent Third-Party Analysis*, submitted by Ron Henken, President, Public Policy Forum.
- [Publication](#), *Merger of City-Village Services: Best Practices*, submitted by Chuck Law, Director and Community Planning and Design Specialist, University of Wisconsin-Extension's Local Government Center.
- [Publication](#), *Government, Effectiveness, Performance, and Local Property Values*, submitted by Steven Deller, Professor, Department of Agricultural and Applied Economics, UW-Madison.
- [Publication](#), *Public-Private Partnerships and Cooperative Agreements in Municipal Service Delivery*,

submitted by Steven Deller, Professor, Department of Agricultural and Applied Economics, UW-Madison.

- [Publication](#), *Tax and Expenditure Limitations and Economic Growth*, submitted by Steven Deller, Professor, Department of Agricultural and Applied Economics, UW-Madison.
- [Publication](#), *Municipal Responses to Fiscal Stress*, submitted by Steven Deller, Professor, Department of Agricultural and Applied Economics, UW-Madison.