# LA CROSSE AREA PLANNING COMMITTEE

**Metropolitan Planning Organization**

**Serving the La Crosse/La Crescent Urbanized Area**

Peter Fletcher, Director  Jackie Eastwood, Transportation Planner

La Crosse County Administrative Center
212 6th Street North  Room 1200  La Crosse, WI 54601-1200

PH: 608.785.6141  Website: [www.lapc.org](http://www.lapc.org)

## LA CROSSE COUNTY NOTICE OF MEETING

**COMMITTEE OR BOARD:**  LA CROSSE AREA PLANNING COMMITTEE

**DATE OF MEETING:**  WEDNESDAY, September 18, 2019

**MEETING PLACE:**  ROOM 1107 - ADMINISTRATIVE CENTER
212 6th STREET N, LA CROSSE, WI 54601

**TIME OF MEETING:** 4:30 P.M.

**PURPOSE OF MEETING:**  Monthly Meeting

1. Call to Order and Roll Call
2. Public comment (5 minutes time limit per comment)
3. Approval of minutes of the August 21, 2019 LAPC meeting
4. Budget and Planning Work Program Work Activities
5. Approve the [2020-2023 TIP] (Resolution 10-2019)
6. Approve ranked list of STP-U projects
7. Review/discuss bylaws (weighted voting)
8. Fire/EMS study update and cost of study
9. Other Business
10. Future Agenda Items
11. Next Regular Meeting of LAPC: Wednesday, November 20, 2019
12. Adjourn

**NOTICES FAXED/MAILED TO:**

**NEWS MEDIA**
La Crosse Tribune
Other Media

**DEPARTMENTS**
County Administrator
Corporation Counsel
County Clerk
Facilities

**COMMITTEE MEMBERS**
Mike Poellinger, Chair
Patrick Barlow
Tara Johnson/Mike Giese
Tim Kabat/Martin Gaul
Dennis Manthei/Scott Schumacher
Linda Seidel
Tim Candahl
Rolly Bogert/Jerry Monti
Terry Schaller
Joe Chilsen

**MEMBERS:** Please RSVP to Terri Pavlic, Administrative Assistant for the County Administrator 608-785-9700.

**PUBLIC COMMENT:** The Committee may receive information from the public, but the Committee reserves the right to limit the time that the public may comment and the degree to which members of the public may participate in the meeting.

**PERSONS WITH DISABILITY:** If you need accommodation to attend this meeting, please contact the County Clerk’s Office at (608)785-9581 as soon as possible.

The LAPC reserves the right to reconsider issues taken up at previous meetings. Documents are mailed to LAPC Policy Board members; please contact the LAPC office to obtain copies. If you have a disability and need assistance participating in this meeting, please contact Jackie Eastwood at 608.785.6141 or at [eastwood@lacrossecounty.org](mailto:eastwood@lacrossecounty.org) at least one week in advance of the meeting.

**DATE NOTICE FAXED/MAILED/POSTED:** September 11, 2019

This meeting may be recorded and any such recording is subject to Disclosure under the Wisconsin Open Records Law.
LA CROSSE AREA PLANNING COMMITTEE
Minutes of August 21, 2019
Administrative Center – Room 1107

MEMBERS PRESENT: Mike Poellinger (Chair), Tara Johnson, Martin Gaul, Dennis Manthei, Tim Candahl, Joe Chilsen, Patrick Barlow

MEMBERS EXCUSED: Linda Seidel, Roland Bogert, Mitch Brohmer, Jerry Monti

OTHERS PRESENT: Steve O’Malley, Peter Fletcher, Jackie Eastwood, Francis Schelfhout, Adam Lorentz, Jason Schmitz, Sam Bachmeier, Ron Chamberlain, Alice Sorenson

CALL TO ORDER
Chair Mike Poellinger called the meeting to order at 4:30 p.m.

PUBLIC COMMENT: There was no public comment.

INTRODUCTION OF PETER FLETCHER
Peter Fletcher, the new Metropolitan Planning Organization (MPO) Director, was introduced. Peter shared information on his background and thanked everyone who helped in the interview process. Welcome Peter!

APPROVAL OF MAY 15, 2019 MEETING MINUTES
MOTION by Manthei/Barlow to approve the May 15, 2019 minutes of the La Crosse Area Planning Committee. Motion carried unanimously with four excused – Seidel/Bogert/Brohmer/Monti.

APPROVE AMENDING THE 2019-2020 PLANNING WORK PROGRAM (RESOLUTION 7-2019)
The U.S. Department of Transportation regulations require the development and annual approval of a Planning Work Program (PWP) for the metropolitan planning area by the MPO. The LAPC approved its 2019 Planning Work Program on September 1, 2018 with a budget of $309,612.17. The loss of the Director required remaining staff to take over budget reporting, TIP amendments, and other critical administrative tasks, resulting in the inability to complete/engage in certain work program activities. It is recommended that the LAPC approve amending the 2019 Planning Work Program to reflect its change in staffing, program expense, work activities, and amended budget of $263,155.06
MOTION by Manthei/Chilsen to approve. Motion carried unanimously with four excused – Seidel/Bogert/Brohmer/Monti.

APPROVE THE GREAT RIVER RAIL COMMISSION JOINT POWERS AGREEMENT AMENDMENT (RESOLUTION 8-2019)
The Minnesota High Speed Rail Commission (Commission) was established in 2009 as a joint powers board under the provisions of Minnesota Statutes Section 471.59 and Chapter 398A. The Commission is working to establish the Twin Cities-Milwaukee-Chicago second daily round-trip passenger train along the current Amtrak Empire Builder route (TCMC Corridor) serving the current station stops and advocates for faster and more frequent passenger rail service between Chicago and St. Paul along the TCMC Corridor. The Commission desires to amend the Joint Powers
Agreement to change its legal name and to conduct business as the Great River Rail Commission and to add Washington County, Minnesota as a Financial Party member. It is recommended that the LAPC approve the Third Amended and Restated Great River Rail Commission Joint Powers Agreement and authorize the Executive Director to execute the Agreement. **MOTION** by Gaul/Chilsen to approve. **Motion carried unanimously with four excused – Seidel/Bogert/Brohmer/Monti.**


The U.S. Department of Transportation regulations require the development and approval of Transportation Improvement Program (TIP) for the metropolitan planning area by the MPO. The LAPC approved the 2019-2022 Transportation Improvement Program on November 14, 2018. Since the adoption of the TIP, several amendments have been approved to add new projects and to modify listed projects. Several projects have since experienced minor changes in funding amounts, allocations, and/or shifts in obligation year. Construction funds have been obligated toward two existing projects as well and an addition of three projects to complete emergency repairs. It is recommended that the LAPC approve an amendment to the 2019-2022 TIP. **MOTION** by Gaul/Barlow to approve. **Motion carried unanimously with four excused – Seidel/Bogert/Brohmer/Monti.**

**APPROVE THE INTERMUNICIPAL AGREEMENT**

Steve O’Malley, County Administrator, indicated that upon the direction of the LAPC, this Agreement was circulated to federal highways, both DOT’s, the Village Attorney from West Salem, City Attorney from Onalaska, and City Attorney from La Crosse for comments. No issues were raised. **MOTION** by Chilsen/Manthei to approve. **Motion carried unanimously with four excused – Seidel/Bogert/Brohmer/Monti.**

**POTENTIAL EXPANSION OF LAPC MEMBERSHIP**

Steve O’Malley, County Administrator, highlighted previous committee discussion about the idea of the possible expansion of membership. With the new MPO Director onboard, it was recommended to add this to the 2020/2021 Work Plan. Committee discussion ensued about who potential new members could be and how to proceed with the process.

**REVIEW/DISCUSS BYLAWS**

A copy of the Bylaws were distributed with the agenda packet for committee review. They were last approved in 2009 and one of the primary changes at that time was that the Chairman shall not serve successive terms in that office. Article X – Weighted Voting was highlighted because the Bylaws state that the weighted vote shall be reviewed and amended following the release of population data for municipalities after each Decennial Census. The weighted vote for each municipality was last based upon the 2000 Decennial Census. Discussion ensued about how the weighted vote was initiated and what the percentages would look like with the 2010 census numbers. **MOTION** by Barlow/Chilsen to approve the use of the most current census.

**MOTION** by Johnson/Gaul to take no action and refer the discussion of the Bylaws to the next meeting. **Motion carried unanimously with four excused – Seidel/Bogert/Brohmer/Monti.**

**FREQUENCY OF MEETINGS**

Historically the meetings were held every other month so that schedule will begin in September with the next meeting after that being held in November. Exceptions to the schedule for special meetings will be at the call of the Chair.
Steve O’Malley shared with the committee that the Wisconsin Policy Forum has done a number of studies on fire/EMS sharing/consolidation across the state. A special informational meeting was held concerning this study on August 14, 2019. A follow-up meeting is tentatively scheduled for September 25, 2019 to discuss more details about the proposed study, the makeup of an Advisory Committee, and next steps. This proposal update will be placed on the next LAPC agenda.

**OTHER BUSINESS:** None noted.

**FUTURE AGENDA ITEMS:**
- Work Program
- Budget
- Approval of the 2020-23 TIP
- Approval of the List of Prioritized Transportation Projects

**NEXT MEETING DATE:** September 18, 2019, 4:30

ADJOURN

**MOTION** by Candahl/Gaul to adjourn the meeting at 5:13 p.m.  **Motion carried unanimously with four excused – Seidel/Bogert/Brohmer/Monti.**

Disclaimer: The above minutes may be approved, amended or corrected at the next committee meeting.

Recorded by Alice Sorenson
## LAPC LOCAL DUES CALCULATIONS (2020 DUES)

<table>
<thead>
<tr>
<th>UNIT OF GOVERNMENT</th>
<th>Equalized Value, 2018 ($ Millions)</th>
<th>Percent of Total Value</th>
<th>LOCAL SHARE</th>
</tr>
</thead>
<tbody>
<tr>
<td>City of La Crescent</td>
<td>404.47</td>
<td>4.52%</td>
<td>$2,749.56</td>
</tr>
<tr>
<td>City of La Crosse</td>
<td>3,877.26</td>
<td>43.32%</td>
<td>26,357.06</td>
</tr>
<tr>
<td>City of Onalaska</td>
<td>1,988.34</td>
<td>22.22%</td>
<td>13,516.49</td>
</tr>
<tr>
<td>Village of Holmen</td>
<td>705.23</td>
<td>7.88%</td>
<td>4,794.05</td>
</tr>
<tr>
<td>Village of West Salem</td>
<td>427.86</td>
<td>4.78%</td>
<td>2,908.55</td>
</tr>
<tr>
<td>Town of Campbell</td>
<td>355.60</td>
<td>3.97%</td>
<td>2,417.32</td>
</tr>
<tr>
<td>Town of Medary</td>
<td>172.66</td>
<td>1.93%</td>
<td>1,173.75</td>
</tr>
<tr>
<td>Town of Shelby</td>
<td>447.14</td>
<td>5.00%</td>
<td>3,039.57</td>
</tr>
<tr>
<td>Town of Onalaska</td>
<td>571.60</td>
<td>6.39%</td>
<td>3,885.66</td>
</tr>
<tr>
<td><strong>TOTAL - LAPC</strong></td>
<td><strong>$8,950.16</strong></td>
<td><strong>100.00%</strong></td>
<td><strong>$60,842.00</strong></td>
</tr>
</tbody>
</table>
Summary of Work Program Activities and Anticipated Budget

100 Program Support and Administration

New for 2020
- Provide training support to new Director.

Ongoing
- Coordinate TAC, CTAT, and Policy Board meetings.
- Prepare the PWP, quarterly accounting, billing for local dues, and budget (coordinated with La Crosse County).
- Prepare resolutions supporting State performance targets, adopting MPO plans and programs, and supporting local and regional transportation plans and projects.
- Participate in meetings with FHWA, DOT, RPCs, and other agencies. This includes travel to MPO Directors’ meetings, training, ATP meetings, technical committee meetings and other activities. Minnesota DOT (MnDOT) requires that $3,000 of planning funds be used for training.

200 Long-Range Transportation Planning

New for 2020
- Incorporate a system performance report into the MTP.
- Update environmental resource inventory.
- Consult with resource agencies regarding potential impacts of planned and programmed transportation projects.
- Begin development of an ArcGIS Online application for transportation projects and information.
- Begin update of land use inventory.
- Obtain employment data.
- Work with transit agencies in setting transit safety targets.
- Engage in active outreach to LAPC member and non-member planning area communities.
- Explore social media options for engaging the public.
- Redesign LAPC website.

Continuing
- Continue to work with DOTs and transit agencies to set targets for Federal performance measures.
- Continue to improve digital access to information through the LAPC website.

Ongoing
- Planning Emphasis Areas:
- Performance-based planning and programming.
- Regional models of cooperation.
- Ladders of opportunity (transportation connectivity gaps in accessing essential services).
- Prepare LAPC annual performance measures report.
- Support activities that implement LAPC planning and policy plans and studies.
- Work with DOTs on development of statewide transportation plans.
- Update existing and gather new data for transportation planning purposes.
- Update sustainability indicators for La Crosse County.
- Coordinate regional TSMO activities with DOTs and municipalities.
- Support IT initiatives developed by MnDOT and WisDOT.
- Maintain the LAPC website for public outreach and information.

Table 1: 2020 Work Program Metropolitan Transportation Plan Schedule

<table>
<thead>
<tr>
<th>Task</th>
<th>2019 Nov</th>
<th>Dec</th>
<th>2020 Jan</th>
<th>Feb</th>
<th>Mar</th>
<th>Apr</th>
<th>May</th>
<th>June</th>
<th>July</th>
<th>Aug</th>
<th>Sept</th>
</tr>
</thead>
<tbody>
<tr>
<td>Continue data gathering &amp; drafting plan document</td>
<td></td>
<td></td>
<td></td>
<td></td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Incorporate Vulnerability Assessment, Resiliency, sustainability</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>System Performance Report</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Resource inventory; environmental justice; consultation</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Public input; incorporate comments</td>
<td></td>
<td></td>
<td></td>
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<td></td>
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<td></td>
<td></td>
<td></td>
<td>★</td>
</tr>
</tbody>
</table>

★ Public information meeting and LAPC approvals.

300 Short-Range and Multimodal Transportation Planning

New for 2020
- Analyze MTU AVL data for performance and customer service measures.
- Prepare TAP applications for La Crosse County.
- Assist transit agencies in developing their Transit Safety Plans.
- Serve on the City of La Crosse Safe Routes to School Steering Committee.
- Serve on the AARP, Thriving. Livable. La Crosse, steering committee.
- Assist La Crosse County with transition to electric buses for SMRT service.
Continuing

- Continue to work through our Committee on Transit and Active Transportation (CTAT) to plan for additional regional bicycle routes.
- Continue to work with La Crosse County on SMRT service.
- Continue to serve on the Minnesota Great River Rail Commission (formerly, the High-Speed Rail Commission) and Passenger Rail Forum.
- Continue to assist with TCMC planning and to serve on TCMC technical committees.

Ongoing

- Assist LAPC agency partners and member communities with grant applications when needed.
- Participate on advisory committees for transportation projects when needed.
- Work with the City of La Crosse and MTU to improve transit service in the area.
- Work with lead agencies on transportation studies and projects.
- Promote bicycle, pedestrian, and transit accommodations in area construction projects.
- Provide technical assistance to partner agencies and member communities when needed.

400 Transportation Improvement Program

Forwarded from 2019 PWP

- Update STP-U and TAP project ranking criteria to consider federal performance goals and state/local targets.

Ongoing

- Performance monitoring and investment linkage.
- Publish a public-notice-of-TIP update.
- Maintain TIP project information on website.
- Review existing and incorporate new projects.
- Complete a TIP environmental justice analysis.
- Prepare a 4-year TIP document including financial plan.
- Serve on the MnDOT District 6 Area Transportation Partnership.

500 Consultant Studies Funding/Budgeted Reserves

New for 2020

- Participate with La Crosse County in the acquisition of 3-inch aerial photography: Project total: $114,030; County: $43,000; LAPC: $71,030.
- Purchase 2020 employment data: $1,500.

Continuing

- Federal, state and local funds for consultant led studies: $72,530 total.
- Budgeted reserves: $0.00.
# Anticipated 2020 Budget

<table>
<thead>
<tr>
<th>Funding Source</th>
<th>Funds (2020)</th>
<th>Funds (2019 Amended)</th>
<th>Allocation of Funds (2020)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td>100</td>
</tr>
<tr>
<td>LAPC Revenue</td>
<td></td>
<td></td>
<td>Program Support</td>
</tr>
<tr>
<td>Minnesota Federal Grant Funds</td>
<td>$38,067.00</td>
<td>$37,654.00</td>
<td>$18,058.08</td>
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<tr>
<td>Wisconsin Federal Grant Funds</td>
<td>193,623.00</td>
<td>145,873.00</td>
<td>64,324.93</td>
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<tr>
<td>Minnesota State Funds</td>
<td>11,009.00</td>
<td>11,600.00</td>
<td>5,218.14</td>
</tr>
<tr>
<td>Local Match for Minnesota Funds</td>
<td>2,750.00</td>
<td>2,750.00</td>
<td>1,304.35</td>
</tr>
<tr>
<td>Wisconsin State Funds</td>
<td>11,189.76</td>
<td>8,585.46</td>
<td>3,674.94</td>
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<tr>
<td>Local Match for Wisconsin Funds</td>
<td>37,224.99</td>
<td>27,682.94</td>
<td>12,406.29</td>
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<tr>
<td>Local Share Balance ($60,942 Dues)</td>
<td>20,847.01</td>
<td>30,403.06</td>
<td>9,858.51</td>
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<tr>
<td>Transfer from Reserves</td>
<td>11,163.24</td>
<td>5,296.57</td>
<td>2,445.23</td>
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<tr>
<td>Total</td>
<td>$125,875.00</td>
<td>$263,155.06</td>
<td>$120,181.30</td>
</tr>
</tbody>
</table>

| % of Total Funds              | 36.9% | 24.9% | 12.2% | 4.6% | 22.3% |

<table>
<thead>
<tr>
<th>LAPC Expenses</th>
<th>2020</th>
<th>2019</th>
</tr>
</thead>
<tbody>
<tr>
<td>Salaries and Fringe</td>
<td></td>
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</tr>
<tr>
<td>Director Salary + Fringe</td>
<td>$110,183.00</td>
<td>$45,014.00</td>
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<tr>
<td>Planner Salary + Fringe</td>
<td>82,061.00</td>
<td>83,405.00</td>
</tr>
<tr>
<td>Total</td>
<td>$192,244.00</td>
<td>$128,419.00</td>
</tr>
</tbody>
</table>

Program Expenses

Office Supplies: 650.00, 600.00, 600.00
Indirect Costs: 14,009.00, 14,600.00, 14,006.00
Unemployment & retiree's indefinite: 31,869.00, 0.00, 31,869.00
Duplicating/Printing: 650.00, 1,500.00, 650.00
Postage (internal): 200.00, 350.00, 200.00
Telephone: 175.00, 175.00, 175.00
Cell Phone: 500.00, 450.00, 500.00
Meals: 300.00, 500.00, 300.00
Lodging: 100.00, 2,600.00, 1,000.00
Mileage: 1,500.00, 2,550.00, 1,500.00
Parking: 100.00, 100.00, 100.00
Public Notice: 350.00, 350.00, 350.00
Publications Costs: 0.00, 300.00, 0.00
Conference: 900.00, 900.00, 900.00
Dues: 6,105.00, 6,105.00, 6,105.00
Software Licenses: 578.00, 532.00, 578.00
Computers/monitors: 1,275.00, 165.00, 1,275.00
Training: 1,000.00, 1,000.00, 1,000.00
Total: $51,102.00, $31,577.00, $61,102.00

% of INTERNAL EXPENSES

Consultant Costs

54055 Local Studies: $72,530.00, $72,530.00
59113 To Reserves: $0.00, $30,403.06, $0.00
59114 To Reserves: $72,530.00, $103,153.06, $72,530.00
Total: $125,875.00, $263,155.06, $120,181.30, $78,188.45, $39,854.90, $15,121.35, $72,530.00

<table>
<thead>
<tr>
<th>Budgeted Reserves Account (Estimated)</th>
<th>Balance December 31, 2019</th>
<th>Yearly Use 2020</th>
<th>Reserves added in 2020</th>
<th>Balance December 31, 2020</th>
</tr>
</thead>
<tbody>
<tr>
<td>$169,247.31</td>
<td>$11,163.24</td>
<td>67.00</td>
<td>$157,084.07</td>
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</tr>
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</table>
La Crosse Area Planning Committee

RESOLUTION 9 - 2019

APPROVING THE

2020-2023 La Crosse and La Crescent Metropolitan Area Transportation Improvement Program (TIP)

WHEREAS, the U. S. Department of Transportation regulations require the development and approval of a Transportation Improvement Program (TIP) for the metropolitan planning area by the Metropolitan Planning Organization (MPO); and

WHEREAS, the U. S. Department of Transportation regulations provide for self-certification that the urban transportation planning process is being carried out in conformance with all applicable requirements of federal law; and

WHEREAS, the La Crosse Area Planning Committee (LAPC) was created through an Inter-municipal Agreement approved by all local units of government located within the La Crosse urbanized area as the urban planning body responsible for performing urban transportation planning; and

WHEREAS, the LAPC is recognized by the Governors of Minnesota and Wisconsin as the MPO for the La Crosse/La Crescent area; and

WHEREAS, the LAPC adopted the Coulee Vision Metropolitan Transportation Plan on September 16, 2015; and

WHEREAS, federal regulations dictate that projects included in the Transportation Improvement Program are also consistent with the Metropolitan Transportation Plan;

NOW, THEREFORE, BE IT RESOLVED: that

1) the LAPC, MnDOT and WisDOT agree that the first year of the TIP constitutes an “agreed to” list of projects for project selection purposes and no further project selection action is required for WisDOT, Mn/DOT or the transit operator to proceed with federal fund commitment; and

2) if WisDOT, MnDOT or the transit operator(s) wish to proceed with a project(s) not in the first year of the TIP, the LAPC agrees that projects from the second or third year of the TIP can be advanced to proceed with federal fund commitment without the LAPC being further involved in their project selection; and

3) even though an updated TIP has been developed and approved by the LAPC, WisDOT and MnDOT can continue to seek federal fund commitment for projects in the previous TIP until a new Statewide Transportation Improvement Program (STIP) has been jointly approved by Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA); and
4) highway and transit projects reflected in any of the first three years of the approved STIP may be advanced for federal fund commitment without requiring an amendment to the STIP; and

5) it is the intent of WisDOT, MnDOT and the MPO to advance only projects, including transit operating assistance, that are included in an approved TIP and STIP; and

6) concerning the federal funding sources that the MPO has identified for individual projects in its TIP, it is agreed that WisDOT and MnDOT can unilaterally interchange the various FHWA funding program sources without necessitating a STIP or TIP amendment, except that WisDOT must seek MPO staff approval to use Entitlement or Allocated STP funds and CMAQ funds for projects not identified for that source of funding in the TIP; and

BE IT FURTHER RESOLVED: that the LAPC approves the 2020 - 2023 La Crosse and La Crescent Metropolitan Area Transportation Improvement Program as being consistent with metropolitan plans and policies; and

BE IT FURTHER RESOLVED: that the LAPC policy board authorizes the staff of the LAPC to make minor changes in order to address the concerns of the FTA, FHWA, MnDOT, and WisDOT.

LA CROSSE AREA PLANNING COMMITTEE

__________________________________________________________________________
Mike Poellinger, Chair

__________________________________________________________________________
Peter Fletcher, Executive Director

Dated: September 18, 2019
### LAPC Weighted Voting (Based On 2000 Census) - Current Bylaws

<table>
<thead>
<tr>
<th></th>
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</tr>
</thead>
<tbody>
<tr>
<td>Town of Medary</td>
<td>1,463</td>
<td>1.5%</td>
<td>4</td>
<td>Towns 0 to 4,000</td>
</tr>
<tr>
<td>Town of Campbell</td>
<td>4,410</td>
<td>4.5%</td>
<td>8</td>
<td>Towns 4,001 to 12,000</td>
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<tr>
<td>Town of Onalaska</td>
<td>5,210</td>
<td>5.3%</td>
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</tr>
<tr>
<td>Town of Shelby</td>
<td>4,687</td>
<td>4.8%</td>
<td>8</td>
<td></td>
</tr>
<tr>
<td>Village of Holmen</td>
<td>6,200</td>
<td>6.3%</td>
<td>10</td>
<td></td>
</tr>
<tr>
<td>Village of West Salem</td>
<td>4,738</td>
<td>4.8%</td>
<td>10</td>
<td>Cities/Villages 4,001 to 12,000</td>
</tr>
<tr>
<td>City of La Crescent</td>
<td>4,923</td>
<td>5.0%</td>
<td>10</td>
<td></td>
</tr>
<tr>
<td>City of Onalaska</td>
<td>14,839</td>
<td>15.1%</td>
<td>16</td>
<td>Cities 12,001 to 30,000</td>
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<tr>
<td>City of La Crosse</td>
<td>51,818</td>
<td>52.7%</td>
<td>26</td>
<td>Cities 30,001 to 60,000</td>
</tr>
<tr>
<td>Totals</td>
<td>98,288</td>
<td>100.0%</td>
<td>100</td>
<td></td>
</tr>
</tbody>
</table>

### LAPC Weighted Vote by Population Range - 2010 Census (Option A)

<table>
<thead>
<tr>
<th></th>
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<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Town of Medary</td>
<td>1,461</td>
<td>1.4%</td>
<td>0 to 4,000</td>
<td>4</td>
</tr>
<tr>
<td>Town of Campbell</td>
<td>4,314</td>
<td>4.2%</td>
<td>4,001 to 12,000</td>
<td>9</td>
</tr>
<tr>
<td>Town of Shelby</td>
<td>4,715</td>
<td>4.5%</td>
<td>4,001 to 12,000</td>
<td>9</td>
</tr>
<tr>
<td>Village of West Salem</td>
<td>4,799</td>
<td>4.6%</td>
<td>4,001 to 12,000</td>
<td>9</td>
</tr>
<tr>
<td>City of La Crescent</td>
<td>4,830</td>
<td>4.7%</td>
<td>4,001 to 12,000</td>
<td>9</td>
</tr>
<tr>
<td>Town of Onalaska</td>
<td>5,623</td>
<td>5.4%</td>
<td>12,001 to 30,000</td>
<td>9</td>
</tr>
<tr>
<td>Village of Holmen</td>
<td>9,005</td>
<td>8.7%</td>
<td>12,001 to 30,000</td>
<td>9</td>
</tr>
<tr>
<td>City of Onalaska</td>
<td>17,736</td>
<td>17.1%</td>
<td>12,001 to 30,000</td>
<td>16</td>
</tr>
<tr>
<td>City of La Crosse</td>
<td>51,320</td>
<td>49.4%</td>
<td>30,001 to 60,000</td>
<td>26</td>
</tr>
<tr>
<td>Totals</td>
<td>103,803</td>
<td>100.0%</td>
<td></td>
<td>100</td>
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</tbody>
</table>
**LAPC Weighted Vote by Population Range - 2010 Census (Option B)**

<table>
<thead>
<tr>
<th></th>
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<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Town of Medary</td>
<td>1,461</td>
<td>1.4%</td>
<td>0 to 4,000</td>
<td>4</td>
</tr>
<tr>
<td>Town of Campbell</td>
<td>4,314</td>
<td>4.2%</td>
<td></td>
<td>8</td>
</tr>
<tr>
<td>Town of Shelby</td>
<td>4,715</td>
<td>4.5%</td>
<td></td>
<td>8</td>
</tr>
<tr>
<td>Village of West Salem</td>
<td>4,799</td>
<td>4.6%</td>
<td>4,001 to 8,000</td>
<td>8</td>
</tr>
<tr>
<td>City of La Crescent</td>
<td>4,830</td>
<td>4.7%</td>
<td></td>
<td>8</td>
</tr>
<tr>
<td>Town of Onalaska</td>
<td>5,623</td>
<td>5.4%</td>
<td></td>
<td>8</td>
</tr>
<tr>
<td>Village of Holmen</td>
<td>9,005</td>
<td>8.7%</td>
<td>8,001-12,000</td>
<td>12</td>
</tr>
<tr>
<td>City of Onalaska</td>
<td>17,736</td>
<td>17.1%</td>
<td>12,001 to 30,000</td>
<td>17</td>
</tr>
<tr>
<td>City of La Crosse</td>
<td>51,320</td>
<td>49.4%</td>
<td>30,001 to 60,000</td>
<td>27</td>
</tr>
<tr>
<td><strong>Totals</strong></td>
<td><strong>103,803</strong></td>
<td><strong>100.0%</strong></td>
<td></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

**LAPC Weighted Vote by 2018 Equalized Value (Option C)**

<table>
<thead>
<tr>
<th>LAPC Municipality</th>
<th>Equalized Value, 2018 ($ millions)</th>
<th>Percent of 2018 Equalized Value by LAPC Municipalities</th>
<th>Weighted Vote Determined by Municipality Equalized Value Range</th>
<th>Weighted Votes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Town of Medary</td>
<td>$ 172.66</td>
<td>1.9%</td>
<td>$0 to $300,000,000</td>
<td>4</td>
</tr>
<tr>
<td>Town of Campbell</td>
<td>$ 355.60</td>
<td>4.0%</td>
<td></td>
<td>9</td>
</tr>
<tr>
<td>Town of Shelby</td>
<td>$ 447.14</td>
<td>5.0%</td>
<td></td>
<td>9</td>
</tr>
<tr>
<td>Village of West Salem</td>
<td>$ 427.86</td>
<td>4.8%</td>
<td>$300,000,001 to $1,000,000,000</td>
<td>9</td>
</tr>
<tr>
<td>City of La Crescent</td>
<td>$ 404.47</td>
<td>4.5%</td>
<td>$1,000,000,000</td>
<td>9</td>
</tr>
<tr>
<td>Town of Onalaska</td>
<td>$ 571.60</td>
<td>6.4%</td>
<td></td>
<td>9</td>
</tr>
<tr>
<td>Village of Holmen</td>
<td>$ 705.23</td>
<td>7.9%</td>
<td></td>
<td>9</td>
</tr>
<tr>
<td>City of Onalaska</td>
<td>$ 1,988.34</td>
<td>22.2%</td>
<td>$1,000,000,001 to $3,000,000,000</td>
<td>16</td>
</tr>
<tr>
<td>City of La Crosse</td>
<td>$ 3,877.26</td>
<td>43.3%</td>
<td>$3,000,000,001 to $6,000,000,000</td>
<td>26</td>
</tr>
<tr>
<td><strong>Totals</strong></td>
<td><strong>$ 8,950.16</strong></td>
<td><strong>100.0%</strong></td>
<td></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>
To: La Crosse Area Planning Committee (LAPC)

From: Steve O'Malley, County Administrator

Date: September 10, 2019

Re: Additional Special Meeting of the LAPC on study of Fire/EMS service sharing among agencies
Wednesday September 25, 2019

Last month we held a special informational meeting of the LAPC regarding Fire/EMS service sharing. The meeting was to learn more about a potential study by the Wisconsin Policy Forum (WPF) of possible Fire/EMS service sharing.

At the conclusion of the meeting, it was agreed by those in attendance that we should meet again to consider a specific proposal and cost if the municipalities and agencies want to retain WPF to complete a study of this type for La Crosse County.

Attached is the draft proposal by the Wisconsin Policy Forum which summarizes the activities, timeline and cost for such a study. The study is anticipated to take about 4-5 months at a cost of $23,500.

It seems that the LAPC and participants have at least three options to consider if it is decided to proceed with the study and we should discuss at the September 18, 2019 meeting of the LAPC:

1. The LAPC should pay for the study from local reserve funds.

2. The LAPC and County should split the cost of the study.

3. The LAPC, County should share some of the cost with a minimum amount requested by each agency or municipality.
Background

Consideration of shared or consolidated fire and emergency medical services has become commonplace in recent years in Wisconsin and across the nation. In the southeast Wisconsin region, the existence of a highly successful consolidated fire department in Milwaukee County’s North Shore – which has seen improved response times and reduced administrative overhead since its creation in 1995 – combined with the already substantial cooperation that exists among neighboring fire departments has prompted several communities to explore consolidation. In fact, the Wisconsin Policy Forum (WPF) has conducted five separate fire and EMS service sharing studies for municipalities in Milwaukee, Racine, and Kenosha counties over the past seven years, and we are about to launch a similar analysis in Jefferson County.

Among the important potential benefits of fire service consolidation is the opportunity to preserve or enhance fire protection and EMS service levels while also reducing costs. In light of strict property tax levy limits facing Wisconsin municipalities and the substantial share of municipal budgets devoted to fire and EMS services, many communities are facing difficult decisions regarding their ability to maintain existing service levels. Consolidation or enhanced service sharing with neighboring municipalities may offer an opportunity to spread fire and EMS costs across multiple jurisdictions while maintaining (or even enhancing) existing levels of staff and apparatus. For smaller communities, it also may offer an opportunity to secure full-time, professional fire and EMS service capacity at a cost that would not be affordable if pursued independently.

Proposal

WPF proposes a research and facilitation project that would explore how the independent fire departments in La Crosse County might share or consolidate services and/or jointly redesign the fire and EMS service delivery model in the county as a means of enhancing both service quality and affordability. The analysis would be designed to produce a series of options and lay out the fiscal and programmatic impacts of each.

To assist us in this analysis, we would propose the creation of a work group consisting of fire chiefs and administrators from each of the municipal providers that wishes to participate as well as one or more representatives from Gundersen Tri-State Ambulance. The work group would meet regularly throughout the study period to help collect and examine data, define options, and review sections of the final report.
The analysis would include the following:

1. Data Collection – WPF would collect and synthesize fire and EMS fiscal and service data from each of the existing departments and from Tri-State Ambulance. To the extent that such data already has been compiled by the departments or their municipal governments, WPF would seek to work with such data. Data collected would include the following:

   - Operating budget data from each department, including wage and benefit cost trends and projections for fire personnel; expenditures on indirect expenses (e.g. uniforms and training); and expenditures on related services, such as administration.
   - EMS expenditure and revenue data from Tri-State Ambulance, including trend data and near-term fiscal projections.
   - Capital budget data, including expenditure trends, projected capital needs, and an inventory of major capital assets.
   - Service-related data including calls for service and service activity (broken down by fire and EMS), response times, and dispatch activity.
   - Personnel-related data, including numbers and types of employees and volunteers and a breakdown and comparison of current personnel procedures.

All data collected for the project would be synthesized and rolled up into a written document that would be shared with the municipalities.

2. Data analysis/development of options – WPF would analyze this data and use it as the basis for developing enhanced service sharing or consolidation options. Options would be developed with the guidance and advice of the work group. Those options ultimately fleshed out would be accompanied by analysis describing potential fiscal and operational impacts and logistics, as well as possibilities for governance and cost sharing. Specific issues to be addressed include:

   - Options for short- and long-term service delivery improvements
   - Current levels of cooperation between the three departments employing full-time career staff and potential opportunities for enhanced operational collaboration and/or consolidation
   - Opportunities for potential enhanced cooperation and/or contracting between full-time departments and jurisdictions housing departments that rely mostly on volunteer staff
   - Appropriate strategies for providing EMS first response and Advanced Life Support services based on acceptable levels of medical service
   - Mix of staffing under various shared services/consolidation scenarios (e.g. paid-on-call, part-time, full-time, and contracted)
   - Possibilities for coordinated equipment purchase, equipment sharing, joint training, command staff
   - Role and potential expansion of automatic response
   - Appropriate station locations based on acceptable response times
3. Final report – WPF would prepare a final report summarizing the collected data, laying out potential coordination/sharing/consolidation options (potentially among different sets of municipalities), and suggesting possible paths toward implementation. This final report would be provided to each of the affected municipalities, and would be released to the public and disseminated with their advice and consent.

Our Credentials

WPF’s Board of Directors has committed the organization to conducting research on critical public policy issues facing the state of Wisconsin and its local governments and school districts. In January 2018, we expanded our research capacity and mission via the merger of the Public Policy Forum and the Wisconsin Taxpayers Alliance. Since 1913, PPF had served as a citizen’s watchdog organization, conducting analysis of policy and economic issues pertaining to local governments and school districts in southeast Wisconsin. WISTAX was created in 1932 with a similar mission pertaining to state government and local jurisdictions across Wisconsin. The Wisconsin Policy Forum remains committed to both organizations’ legacies of nonpartisan, independent research and civic education.

Local government financial analysis and efficiency initiatives have been the "bread and butter" of both organizations. Our role in researching local government finances and service sharing opportunities has received widespread media coverage and praise by policymakers. This is testimony to the talent and experience of our staff resources.

Specific staff assigned to the Jefferson County project would include:

- WPF President Rob Henken. Mr. Henken has led the organization since 2008. He has held several senior fiscal positions in government, including staff director for a U.S. House of Representatives subcommittee, associate staff for the House Appropriations Committee, and Director of County Board Research, Health and Human Services, and Administrative Services for Milwaukee County.

- WPF Research Director Jason Stein. Mr. Stein joined WPF in May 2018 after 13 years as a reporter for the Milwaukee Journal Sentinel and Wisconsin State Journal, where he covered state and local government budgets and finance. He has won several national journalism awards and has had two fellowships in financial reporting.

- Contract Researcher Davida Amenta. Ms. Amenta has extensive experience in county government, having held budget, capital planning, and administrative positions at three counties in California and at Milwaukee County. She was the Forum's lead researcher for its analysis of consolidated fire and dispatch services in Milwaukee County's South Shore communities and its analysis of fire/EMS service sharing in three Kenosha County communities and in southern Milwaukee County.

- WPF Fiscal Researcher Ashley Fisher. Ms. Fisher joined the Forum in August 2018 after working as a budget analyst for the Washington State Employment Security Department and a researcher for the state’s Office of Program Research. She is the lead researcher for the Forum’s broader Jefferson County service sharing analysis.
Additional contract researchers and staff also would participate on the project depending on timing and specific areas of expertise required.

Project Timeline and Budget

We anticipate a projected timeline of approximately four to five months, though that timeline is greatly dependent on the availability of staff from the participating municipalities and their responsiveness to our requests for data. The total cost would be $23,500 as detailed in the table below. It should be noted that to keep travel costs down, we would make extensive use of video conferencing. The proposed travel/hotel budget is based on an assumption of three to four site visits.

<table>
<thead>
<tr>
<th>Description</th>
<th>Amount</th>
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</thead>
<tbody>
<tr>
<td><strong>Total project costs</strong></td>
<td>$23,500</td>
</tr>
<tr>
<td><strong>Personnel costs</strong></td>
<td>$20,500</td>
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<tr>
<td>Executive Staff @$125/hr</td>
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<tr>
<td>Research/Contract Staff @$75 hr</td>
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<tr>
<td><strong>Non-personnel costs</strong></td>
<td>$1,400</td>
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<tr>
<td>Travel/hotel</td>
<td>$1,200</td>
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<tr>
<td>Printing, design, copying, etc.</td>
<td>$200</td>
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<tr>
<td><strong>Indirect costs (7.5%)</strong></td>
<td>$1,600</td>
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