

January 19, 2017

Project Plan for the Territory Amendment of Tax Incremental District No. 13

CITY OF LA CROSSE, WISCONSIN

Organizational Joint Review Board Meeting Held: Scheduled for: January 20, 2017

Public Hearing Held: Scheduled for: January 30, 2017

Consideration for Approval by Plan Commission: Scheduled for: January 30, 2017

Consideration for Approval by Finance & Personnel: Scheduled for: TBD

Consideration for Adoption by Common Council: Scheduled for: February 9, 2017

Consideration for Approval by the Joint Review Board: Scheduled for: TBD



Tax Incremental District No. 13 Territory & Project Plan Amendment

City of La Crosse Officials

Common Council

Timothy Kabat Mayor Andrea Richmond Member Richard Swantz Member Member Ryan Cornett Martin Gaul Member Jai Johnson Member Douglas Happel Member Member Paul Medinger Member David Krump Francis J. Formanek Member James T. Cherf Member Gary W. Padesky Member Robert J. Seaquist Member Audrey Kader Member Richard Becker Member Member Philip A. Ostrem

City Staff

Teri Lehrke City Clerk

Andrea Schnick Economic Development Planner

Jason Gilman, AICP Director of Planning

Stephen Matty City Attorney
Valerie Fenske Finance Director



Joint Review Board

City Representative
La Crosse County
Western Technical College District
School District of La Crosse School District
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Table of Contents

EXECUTIVE SUMMARY	5
TYPE AND GENERAL DESCRIPTION OF DISTRICT	7
PRELIMINARY MAP OF ORIGINAL DISTRICT BOUNDARY AND TERRITORY AMENDMENT AREA	
MAP SHOWING EXISTING USES AND CONDITIONS WITHIN THE TERRITORY TO BE ADDED	10
PRELIMINARY PARCEL LIST AND ANALYSIS WITHIN THE TERRITORY TO BE ADDED	11
EQUALIZED VALUE TEST	12
STATEMENT OF KIND, NUMBER AND LOCATION OF PROPOSED PUBLIC WORKS AND OTHER PROJECTS	
MAP SHOWING PROPOSED IMPROVEMENTS AND USES WITHIN THE TERRITORY TO BE ADDI	
DETAILED LIST OF PROJECT COSTS	14
ECONOMIC FEASIBILITY STUDY, FINANCING METHODS, AND THE TIME WHEN COSTS OR MONETARY OBLIGATIONS RELATED ARE TO BE INCURRED	14
ANNEXED PROPERTY	19
ESTIMATE OF ADDITIONAL PROPERTY TO BE DEVOTED TO RETAIL BUSINESS	19
PROPOSED ZONING ORDINANCE CHANGES	19
PROPOSED CHANGES IN MASTER PLAN, MAP, BUILDING CODES AND CITY OF LA CROSSE ORDINANCES	19
RELOCATION	20
ORDERLY DEVELOPMENT AND/OR REDEVELOPMENT OF THE CITY OF LA CROSSE	20
LIST OF ESTIMATED NON-PROJECT COSTS	20
OPINION OF ATTORNEY FOR THE CITY OF LA CROSSE ADVISING WHETHER THE PLAN IS COMPLETE AND COMPLES WITH WISCONSIN STATUTES 66 1105	21

SECTION 1:

Executive Summary

Description of District

Type of District, Size and Location

Tax Incremental District ("TID") No. 13 (The "TID" or "District") is an existing mixed-use district, created by a resolution of the City of La Crosse ("City") Common Council adopted on May 11, 2006 (the "Creation Resolution").

Amendments

The District was previously amended in 2009 and 2012, whereby resolutions were adopted to add additional territory to the District, and to amend the list of projects to be undertaken. These amendments were the first and second of four territory amendments permitted for this District.

The District was also previously amended on May 12, 2016 and January 12, 2017, whereby a resolution was adopted to amend the list of projects to be undertaken.

Purpose of this Amendment

The development expected to occur within the original boundaries of the District has been expanded to include property not initially included within the boundary. The unanticipated development would be partially in the boundaries of the District and partially outside of the boundaries on separate tax parcels. The City is required to maintain whole parcels within the boundaries of a tax increment district. The proposed boundary amendment will ensure the City complies with this requirement and allows the City to implement the development envisioned in the original project plan. The City has additionally reviewed adjacent properties and decided to include a number of other parcels that may see development/redevelopment occur in the near future.

Estimated Total Project Expenditures

The City does not anticipate revising the original and amended list of projects for the District as a result of this amendment.

Economic Development

While new development and redevelopment will occur on the parcels that will now be included in the District boundary, the City cannot be certain as to the timing and amount of this development. Additionally, this new development will not be needed to feasibly provide revenues in relation to anticipated project costs. Current revenues are anticipated to be sufficient to recover all previous and future expenditures.

Expected Termination of District

TID No. 13 has a maximum statutory life of 20 years, and must close not later than May 11, 2026, resulting in a final collection of increment in budget year 2026. Pre-amendment cash flow projections indicate that the entire available life of the District will be required to retire current and projected District liabilities. Based on the Economic Feasibility Study located in Section 10 of this Plan, amendment of the District would not result in a shift in the projected District closure year of 2026.

Summary of Findings

As required by Wisconsin Statutes Section 66.1105, and as documented in this Project Plan Amendment and the exhibits contained and referenced herein, the following findings are made:

- 1. That "but for" amendment of this District, the additional development projected to occur within the amendment areas as detailed in this Project Plan: 1) would not occur; or 2) would not occur in the manner at the values, or within the timeframe desired by the City. In making this determination, the City has considered the following information:
 - The City has previously met the "but for" test in relation to creation and amendment of the Districts. The City believes that amending the boundaries of the District is required under law, as well as seeking opportunities to assist with future development of the adjacent area.
- 2. The economic benefits of amending the Tax Incremental District, as measured by increased employment, business and personal income, and property value, are sufficient to compensate for the cost of the improvements. In making this determination, the City has considered the following information:
 - As demonstrated in the Economic Feasibility Section of this Project Plan, the total tax increments projected to be collected are more than sufficient to pay for the actual and proposed Project Costs within the original District and the amended areas. On this basis alone, the finding is supported.
- 3. The benefits of the proposal outweigh the anticipated tax increments to be paid by the owners of property in the overlying taxing jurisdictions.
 - Given that additional development is not likely to occur or in the same manner without the use of tax incremental financing (see finding # 1), and since the District will generate additional economic benefits that are more than sufficient to compensate for the additional cost of the improvements (see Finding #2), the City reasonably concludes that the overall additional benefits of the District outweigh the anticipated tax increments to be paid by the owners of property in the overlying taxing jurisdictions. It is further concluded that since the "but for" test is satisfied, there would, in fact, be no foregone tax increments to be paid in the event the District is not amended. As required by Section 66.1105(4)(i)4., a calculation of the share of projected tax increments estimated to be paid by the owners of property in the overlying taxing jurisdictions has been made and can be found in Appendix A of the Project Plan.
- 4. Not less than 50% by area of the real property within the District, as amended, is suitable for a combination of industrial, commercial and residential uses, defined as "mixed-use development" within the meaning of Wisconsin Statutes Section 66.1105(2)(cm). Land proposed or developed for newly platted residential development comprise more than 35% of the area of the District, as amended. Any project Costs related to newly platted residential development are eligible expenditures based on the finding that the development has a residential housing density of at least 3 units per acre as defined in Wisconsin Statutes Section 66.1105(2)(f)3.a.
- 5. Based upon the findings, as stated above, and the original findings as stated in the Creation Resolution, the District remains declared a mixed-use District based on the identification and classification of the property included within the District.
- 6. The project costs will not change as a result of this amendment.

- 7. There are no additional improvements as a result of this amendment.
- 8. The equalized value of the taxable property within the territory to be added to the District by this amendment, plus the value increment of all other existing tax incremental districts within the City, does not exceed 12% of the total equalized value of taxable property within the City.
- 9. The City estimates that none of the territory within the District, as amended, will be devoted to retail business at the end of the District's maximum expenditure period, pursuant to Wisconsin Statutes Sections 66.1105(5)(b) and 66.1105(6)(am)1.
- 10. The Project Plan for the District, as amended, is feasible, and is in conformity with the Master Plan of the City.

SECTION 2:

Type and General Description of District

The District was created under the authority provided by Wisconsin Statutes Section 66.1105 on May 11, 2006 by resolution of the Common Council. The District's valuation date, for purposes of establishing base value, was January 1, 2006.

The existing District is a "Mixed Use District" based upon a finding that at least 50%, by area, of the real property within the District was suitable for a combination of industrial, commercial and residential uses within the meaning of Wisconsin Statutes Section 66.1105(2)(cm). The District will remain in compliance with this finding after the addition of the territory identified in this Amendment. The District will also remain in compliance with the prohibition that no more than 35% of the area of the District be allocated for newly-platted residential development. To the extent that the City has incurred, or may incur, Project Costs for newly platted residential development, the residential development will have a density of at least 3 units per acre as defined in Wisconsin Statutes Section 66.1105(2)(f)3.a. The Preliminary Parcel list found in Section 5 of this plan provides a calculation demonstrating continued compliance with both the 50% test and the 35% test.

Wisconsin Statutes Section 66.1105(4)(h)2. provides authority for a City to amend the boundaries of an existing Tax Increment District for purposes of adding and/or subtracting territory up to a total of four times during the life of the District. The boundaries of the District have been amended twice prior to this Amendment.

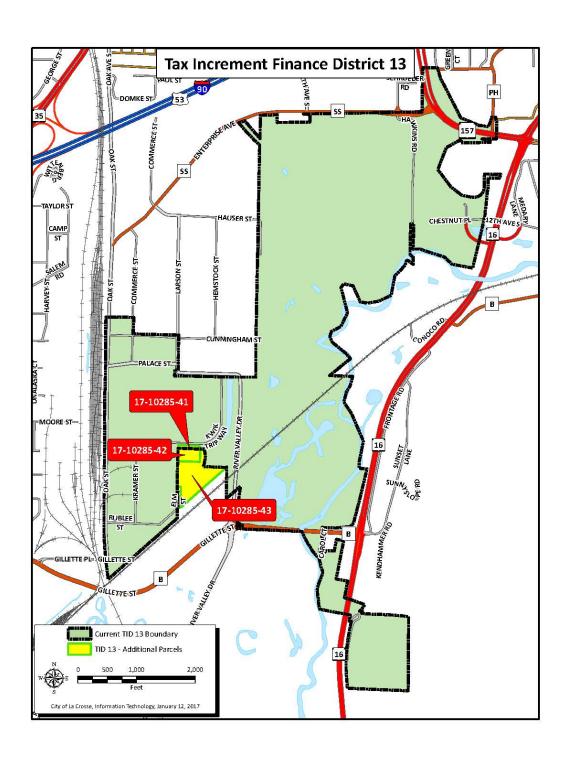
This Project Plan Amendment supplements, and does not supersede or replace any component of the original Project Plan, or any component of previously adopted Project Plan Amendments, unless specifically stated. All components of the original Project Plan, and its previously adopted Project Plan Amendments, remain in effect.

The purpose of the Amendment is to facilitate development within areas adjacent to the existing District and to comply with the requirement that only whole parcels be included within the boundaries of any tax increment district.

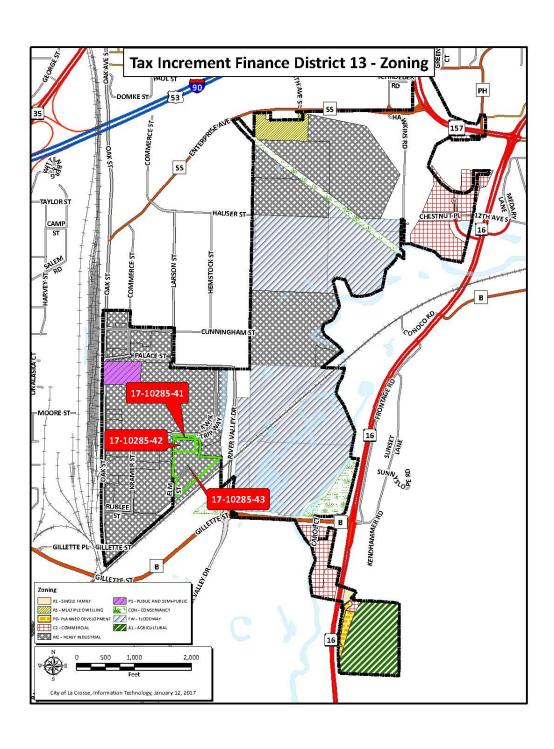
A map depicting the boundaries of the District is found in Section 3 of this Plan. Based upon the findings as stated above, and the original findings as stated in the Creation Resolution, the District remains a

mixed-use District.	District	based	on	the	identifica	tion an	ıd cl	assificati	on c	of the	property	included	within	the

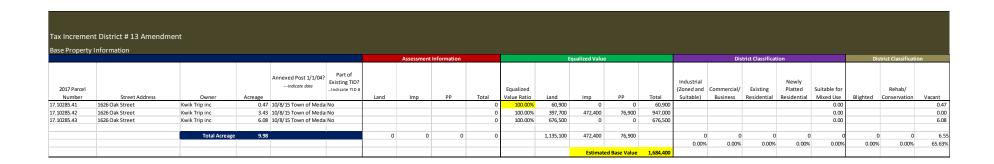
SECTION 3: Preliminary Map of Original District Boundary and Territory Amendment Area Identified



SECTION 4: Map Showing Existing Uses and Conditions Within The Territory To Be Added



SECTION 5: Preliminary Parcel List and Analysis Within The Territory To Be Added



SECTION 6: Equalized Value Test

The following calculations demonstrate that the City is in compliance with Wisconsin Statutes Section 66.1105(4)(gm)4.c., which requires that the equalized value of the Territory to be added to the District, plus the value increment of the District being amended, plus the value increment of all other existing tax incremental districts, does not exceed 12% of the total equalized value of taxable property within the City

The equalized value of the Territory to be incorporated by this Amendment, plus the increment value of TID No. 13, plus the value increment of all other existing tax incremental districts within the City , totals \$367,741,200. This value is less than the maximum of \$414,833,292 in equalized value that is permitted for the City of La Crosse. The City is therefore in compliance with the statutory equalized valuation test and may proceed with amendment of this District.

City of La Crosse, Wisconsin											
Tax Increment District # 13 Amendment											
Valuation Test Compliance Calculation											
District Cre	District Creation Date 1/										
		Valuation Data Currently Available 2016									
Total EV (Ti	ID In)	3,456,944,100									
12% Test		414,833,292									
Increment	of Existing TIDs										
muenent	TID #5 TID #6 TID #7 TID #8 TID #9 TID #10 TID #11 TID #12 TID #13 TID #14 TID #15 TID #15 TID #16 TID #17	7,664,500 64,204,900 10,789,200 3,750,600 17,083,400 2,287,600 117,036,000 20,430,700 45,977,500 42,381,000 23,082,300 1,432,900 9,936,200									
Total Evisti	ng Ingramant	366.056.800									
	ng Increment	366,056,800 1,684,400									
Projected Base of New or Amended District 1,684											
Total Value	e Subject to 12% Test	367,741,200									
Compliance	e	PASS									

SECTION 7:

Statement of Kind, Number and Location of Proposed Public Works and Other Projects

The project costs will not change, nor are there any additional improvements as a result of this amendment. The statement of kind, number and location of proposed public works and other projects as documented in the Original and/or Amended Project Plan Documents remains in effect.

With all projects the costs of engineering, design, survey, inspection, materials, construction, restoring property to its original condition, site preparation, legal and other consultant fees, testing, environmental studies, permits, updating City ordinances and plans, judgments or claims for damages, and other expenses are included as Project Costs.

In the event any of the public works project expenditures are not reimbursable out of the special tax increment finance fund under Wisconsin Statutes Section 66.1105, in the written opinion of counsel retained by the City for such purpose or a court of record so rules in a final order, then such project or projects shall be deleted herefrom and the remainder of the projects hereunder shall be deemed the entirety of the projects for purposes of this Project Plan Amendment.

The City reserves the right to implement only those projects that remain viable as the Plan period proceeds.

Project Costs are any expenditure made, estimated to be made, or monetary obligations incurred or estimated to be incurred, by the City and as outlined in this Plan or the original Project Plan. To the extent the costs benefit the City outside the District, a proportionate share of the cost is not a Project Cost. Costs identified in this Plan are preliminary estimates made prior to design considerations and are subject to change after planning is completed. Prorations of costs in the Plan are also estimates and subject to change based upon implementation, future assessment policies and user fee adjustments. Project Costs will be diminished by any income, special assessments or other revenues, including user fees or charges, other than tax increments, received or reasonably expected to be received by the City in connection with the implementation of this Plan.

SECTION 8:

Map Showing Proposed Improvements and Uses Within The Territory To Be Added

There will be no change to the proposed improvements or uses within the District as a result of this amendment. A copy of this map can be found in the Original and/or Amended Project Plan Document

SECTION 9:

Detailed List of Project Costs

The project costs will not change, nor are there any additional improvements as a result of this amendment. The statement of kind, number and location of proposed public works and other projects as documented in the Original and/or Amended Project Plan Documents remains in effect.

SECTION 10:

Economic Feasibility Study, Financing Methods, and the Time When Costs or Monetary Obligations Related are to be Incurred

The information and exhibits contained within this Section demonstrate that the District, as proposed to be amended by the addition of territory, will remain economically feasible insofar as:

- The City has available to it the means to secure the necessary financing required to accomplish
 the remaining projects contained within this Plan. A listing of "Available Financing Methods"
 follows.
- The City expects to complete the remaining projects in one or multiple phases, and can adjust the timing of implementation as needed to coincide with the pace of private development and/or redevelopment. A discussion of the phasing and projected timeline for project completion is discussed under "Plan Implementation" within this Section. A table identifying the financing method for each phase and the time at which that financing is expected to be incurred is included.
- The development anticipated to occur as a result of the continued implementation of this Plan will generate sufficient tax increments to pay for the cost of the projects. Within this Section are tables identifying: 1) the development and/or redevelopment expected to occur, 2) an updated projection of tax increments to be collected resulting from that development and/or redevelopment and other economic growth within the District, and 3) an updated cash flow model demonstrating that the projected tax increment collections and all other revenues available to the District will be sufficient to pay all Project Costs.

Available Financing Methods

The following is a list of the types of obligations the City may choose to utilize.

General Obligation (G.O.) Bonds or Notes

The City may issue G.O. Bonds or Notes to finance the cost of projects included within this Plan. The Wisconsin State Constitution limits the principal amount of G.O. debt that the community may have outstanding at any point in time to an amount not greater than five percent of its total equalized value (TID IN).

Bonds Issued to Developers ("Pay as You Go" Financing)

The City may issue a bond or other obligation to one or more developers who provide financing for

projects included in this Plan. Repayment of the amounts due to the developer under the bonds or other obligations are limited to an agreed percentage of the available annual tax increments collected that result from the improvements made by the developer. To the extent the tax increments collected are insufficient to make annual payments, or to repay the entire obligation over the life of the District, the City 's obligation is limited to not more than the agreed percentage of the actual increments collected. Bonds or other obligations issued to developers in this fashion are not general obligations of the City and, therefore, do not count against the City 's statutory borrowing capacity.

Tax Increment Revenue Bonds

The City has the authority to issue revenue bonds secured by the tax increments to be collected. These bonds may be issued directly by the City, or as a form of lease revenue bond by its Community Development Authority (CDA) or by a Redevelopment Authority (RDA). Tax Increment Revenue Bonds and Lease Revenue Bonds are not general obligations of the City and therefore do not count against the City 's statutory borrowing capacity. To the extent tax increments collected are insufficient to meet the annual debt service requirements of the revenue bonds, the City may be subject to either a permissive or mandatory requirement to appropriate on an annual basis a sum equal to the actual or projected shortfall.

Utility Revenue Bonds

The City can issue revenue bonds to be repaid from revenues of its various utility systems, including revenues paid by the City that represent service of the system to the City. There is neither a statutory nor constitutional limitation on the amount of revenue bonds that can be issued, however, water rates are controlled by the Wisconsin Public Service Commission and the City must demonstrate to bond purchasers its ability to repay revenue debt with the assigned rates. To the extent the City utilizes utility revenues other than tax increments to repay a portion of the bonds, the City must reduce the total eligible Project Costs in an equal amount.

Special Assessment "B" Bonds

The City has the ability to levy special assessments against benefited properties to pay part of the costs for street, curb, gutter, sewer, water, storm sewers and other infrastructure. In the event the City determines that special assessments are appropriate, the City can issue Special Assessment B bonds pledging revenues from special assessment installments to the extent assessment payments are outstanding. These bonds are not counted against the City 's statutory borrowing capacity. If special assessments are levied, the City must reduce the total eligible Project Costs under this Plan in an amount equal to the total collected.

Plan Implementation

As stated in the original project plan, projects identified will provide the necessary anticipated governmental services and/or development incentives to the remaining district. The order in which expenditures are made should be adjusted in accordance with development and execution of developer agreements, if any. The City reserves the right to alter the implementation of this Plan to accomplish this objective.

It is anticipated developer agreements between the City and property owners will be in place prior to major public expenditures. These agreements can provide for development guarantees or a payment in lieu of development. To further assure contract enforcement these agreements might include levying of special assessments against benefited properties.

The order in which expenditures are made should be adjusted in accordance with development and execution of developer agreements. The City reserves the right to alter the implementation of this Plan to accomplish this objective.

Interest rates projected are based on current market conditions. Municipal interest rates are subject to constantly changing market conditions. In addition, other factors such as the loss of tax-exempt status of municipal bonds or broadening the purpose of future tax-exempt bonds would affect market conditions. Actual interest expense will be determined once the methods of financing have been approved and securities or other obligations are issued.

If financing as outlined in this Plan proves unworkable, the City reserves the right to use alternate financing solutions for the projects as they are implemented.

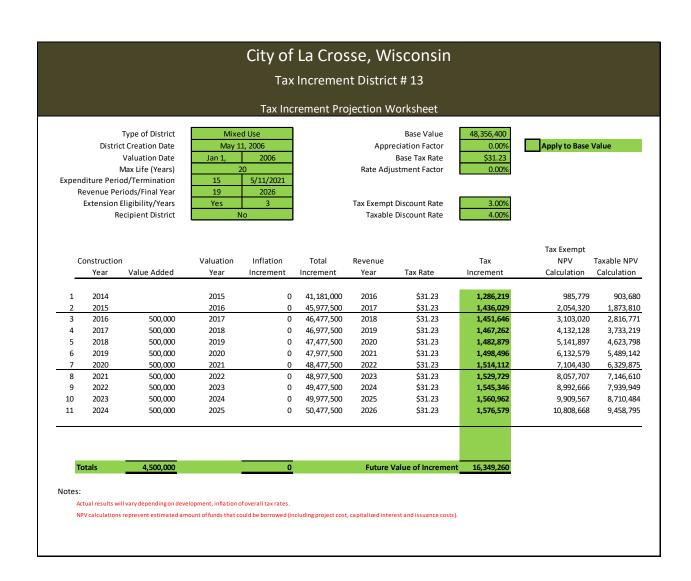
Implementation and Financing Timeline

There are no proposed changes to the projects or projects costs identified in the Original and/or Amended Project Plan documents.

Development Assumptions

Projections assume the addition of \$500,000 in value increment per year for the remaining life of the District (valuation years 2017 - 2025).

Increment Revenue Projections



Cash Flow

City of La Crosse, Wisconsin

Tax Increment District # 13

Cash Flow Projection

	,																
		Projected	Revenues						Expe	nditures					Bala	nces	
					Realloca	ted Bond Pr	oceeds										
Year		Exempt				1,500,000			Flood		Housing	Parks &	Repay				
	Tax	Computer	Other	Total				Debt Service	Mitigation	Devel.	Rehab.	Infrastruct.	General Fund	Total			
	Increments	Aids	Revenue	Revenues	Principal	Est. Rate	Interest	Transfers	Infra.	Incentive	Programs	Expenses	Advance	Expenditures	Annual	Cumulative	Year
2014	0	17,382		17,382				270,000						270,000	(252,618)	(163,810)	2014
2015	0	15,644		15,644				270,000						270,000	(254,356)	(418,167)	2015
2016	1,286,219	14,079		1,300,298				270,000	300,000	300,000	250,000			1,120,000	180,298	(237,869)	2016
2017	1,436,029	12,671		1,448,700	133,888	2.50%	37,500	270,000	300,000	200,000	250,000	200,000		1,391,388	57,312	(180,557)	2017
2018	1,451,646	11,404		1,463,050	137,235	2.50%	34,153	270,000	300,000	200,000	250,000	250,000		1,441,388	21,662	(158,895)	2018
2019	1,467,262	10,264		1,477,526	140,666	2.50%	30,722	270,000	300,000	200,000	250,000	250,000		1,441,388	36,138	(122,757)	2019
2020	1,482,879	9,237		1,492,116	144,183	2.50%	27,205	270,000	300,000	200,000	250,000	250,000		1,441,388	50,728	(72,028)	2020
2021	1,498,496	8,314		1,506,809	147,787	2.50%	23,601	270,000	300,000	200,000	250,000	250,000	-	1,441,388	65,421	(6,607)	2021
2022	1,514,112	7,482		1,521,595	151,482	2.50%	19,906	270,000				400,000		841,388	680,207	673,599	2022
2023	1,529,729	6,734		1,536,463	155,269	2.50%	16,119	270,000				800,000		1,241,388	295,075	968,674	2023
2024	1,545,346	6,061		1,551,406	159,151	2.50%	12,237	270,000				800,000		1,241,388	310,018	1,278,693	2024
2025	1,560,962	5,455		1,566,417	163,130	2.50%	8,258	270,000				800,000		1,241,388	325,029	1,603,721	2025
2026	1,576,579	4,909		1,581,488	167,208	2.50%	4,180	253,125			[250,000	605,055	1,279,568	301,920	1,905,641	2026
Total	16,349,260	129,635	0	16,478,895	1,500,000		213,881	3,493,125	1,800,000	1,300,000	1,500,000	4,250,000	605,055	14,662,061			Total

Notes:

^{1.} Reallocated bond proceeds are expected to be used for infrastructure projects

^{2.} Parks and Infrastructure expenses are projected to be paid from cash on a pay-as-you-go basis. Any costs after 2021 will need to be contracted for or funded from debt proceeds

SECTION 11:

Annexed Property

Property (or *Properties*) within the Territory proposed to be included within the District by Amendment was (or *were*) annexed by the City on or after January 1, 2004. To satisfy the requirements of Wisconsin Statutes Section 66.1105(4)(gm)1, the City pledges to pay to the Town of Medary for each of the next five years an amount equal to the property taxes levied on the annexed property (or *properties*) by the Town at the time of annexation.

SECTION 12:

Estimate of Additional Property to be Devoted to Retail Business

The City estimates that none of the territory within the District, as amended, will be devoted to retail business at the end of the District's maximum expenditure period. This finding is made to fulfill the reporting requirement as contained in Wisconsin Statutes Sections 66.1105(5)(b) and 66.1105(6)(am)1.

SECTION 13:

Proposed Zoning Ordinance Changes

The City does not anticipate the need to change any of its zoning ordinances in conjunction with the implementation of this Amended Project Plan.

SECTION 14:

Proposed Changes in Master Plan, Map, Building Codes and City of La Crosse Ordinances

It is expected that this Plan will be complementary to the City 's Master Plan. There are no proposed changes to the Master Plan, map, building codes or other City ordinances for the implementation of this Plan.

SECTION 15: Relocation

It is not anticipated there will be a need to relocate persons or businesses in conjunction with this Plan. In the event relocation or the acquisition of property by eminent domain becomes necessary at some time during the implementation period, the City will follow applicable Wisconsin Statutes Section chapter 32.

SECTION 16:

Orderly Development and/or Redevelopment of the City of La Crosse

This amendment will have no impact on the viability of the original District Project Plan as it relates to the orderly development and/or redevelopment of the City.

SECTION 17:

List of Estimated Non-Project Costs

Non-Project Costs are public works projects that only partly benefit the District or are not eligible to be paid with tax increments, or costs not eligible to be paid with TIF funds.

Examples would include:

A public improvement made within the District that also benefits property outside the District. That portion of the total Project Costs allocable to properties outside of the District would be a non-project cost.

A public improvement made outside the District that only partially benefits property within the District. That portion of the total Project Costs allocable to properties outside of the District would be a non-project cost.

Projects undertaken within the District as part of the implementation of this Project Plan, the costs of which are paid fully or in part by impact fees, grants, special assessments, or revenues other than tax increments.

The City does not expect to incur any non-project costs in the implementation of this Project Plan.

SECTION 18:

Opinion of Attorney for the City of La Crosse Advising Whether the Plan is Complete and Complies with Wisconsin Statutes 66.1105

January 20, 2017

SAMPLE

Mayor Tim Kabat City of La Crosse 400 La Crosse Street La Crosse, Wisconsin 54601

RE: City of La Crosse, Wisconsin Tax Incremental District No. 13 Amendment

Dear Mayor:

As City Attorney for the City of La Crosse, I have reviewed the Project Plan and, in my opinion, have determined that it is complete and complies with Section 66.1105 of the Wisconsin Statutes. This opinion is provided pursuant to Wisconsin Statutes Section 66.1105(4)(f).

Sincerely,

Attorney Stephen Matty City of La Crosse