

The Municipality

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July | 2020
MUNICIPAL FINANCE



COVID-19 and
the Wisconsin
Economy

4

COVID-19 Effects
and Maintaining
Fiscal Stability:
Impacts and Action

8

Six Steps to
Project Prioritization
and Funding

13

Cybersecurity
Best Practices
for Municipalities

16

COVID-19 Stalls Legislative
Session with Key Bills
Pending in Senate

19

Wisconsin's Recreational
Immunity Statute: How Much
Protection Does It Offer?

23

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July | 2020

Feature

It's About "Balance"	COVID-19 and the Wisconsin Economy	COVID-19 Effects and Maintaining Fiscal Stability: Impacts and Action	Six Steps to Project Prioritization and Funding
3	4	8	13
Cybersecurity Best Practices for Municipalities	COVID-19 Stalls Legislative Session with Key Bills Pending in Senate		
16	19		

Legal

Wisconsin's Recreational Immunity Statute: How Much Protection Does It Offer?	How to Conduct a Sound Workplace Investigation	For the Good of the Order	Legal FAQ
23	26	28	29

News/Updates/Training

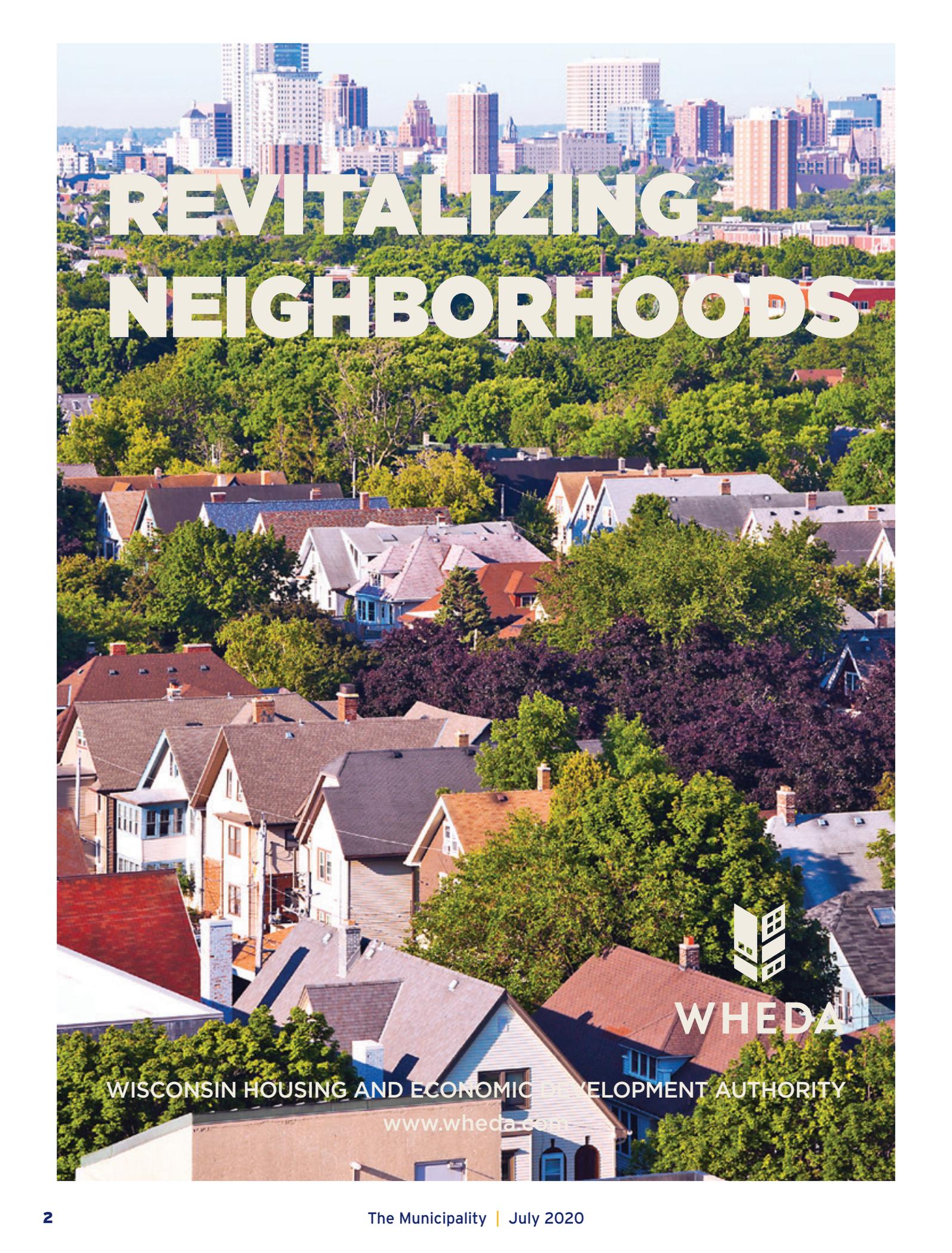
A Partner to Benefit Your Municipality	Local Government 101 Workshop & Plumbing Inspectors Institute Registration	2020 League Workshops, Institutes, and Conferences	In Transition
29	30	31	32

On the Cover

The Old World Third Street block of downtown Milwaukee makes you look twice. As seen from a drone, it could be any block in many Midwestern downtowns. It was listed on the National Register of Historic Places in 1987, and on the State Register of Historic Places in 1989.

Photographer Jason Starck said he loves being able to show something different about a city everyone thinks they already know so well. You can find Jason on Instagram @ jason.starck.



An aerial photograph of a residential neighborhood with a city skyline in the background. The foreground shows several houses with gabled roofs and brick chimneys, surrounded by lush green trees. In the distance, a dense urban skyline with various high-rise buildings is visible under a clear blue sky.

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It's About "Balance"

Jerry Deschane, Executive Director, League of Wisconsin Municipalities

Life is a balancing act. Pick any decision; you'll realize there's seldom one "perfect" answer. In most cases, the answer is the best balance of right and wrong, profitable and pricey, fattening and healthy. It's about balance.

We know that you're wondering how COVID-19 will shake out for municipal budgets. Read through the lead article by a team of UW economists, a report by the Wisconsin Policy Forum, a very practical article on fiscal management by Jonathan Schatz of Ehlers, and a how-to on project management by Rob Uphoff, and you'll start to see the confusion untangle itself just a little bit.

But balance is about more than numbers. Jenifer Zurfluh from IncredibleBank has useful tips about cybersecurity, Curt Witynski updates us on the legislative session that's (still) not quite over, and Claire Silverman reviews Wisconsin's recreational immunity statute.

"Balance" is also on our mind with regard to the League's Annual Conference. Will it be possible to host our 122nd annual gathering of city and village leaders in La Crosse? Even if experts allow it, will you be willing to rub elbows with 600 of your peers? We know that this annual event is important to you. What's the right answer? Once again, it comes back to balance, and we think we've found it.

The League's 122nd Annual Conference will be a hybrid in-person/virtual event in place of our "one big event." The 2020 Annual Conference of the League will be a totally new experience; featuring virtual workshops, roundtables, and keynote speakers, coordinated with regional in-person gatherings, reaching parts of Wisconsin that have never seen an annual conference. It will look different, but familiar at the same time. The state's best experts will bring you the latest information on topics from finance to public works, and you will have numerous opportunities to meet and share ideas with your peers. About the only thing that will be missing is the hotel room.

Business partners and exhibitors, we haven't forgotten about you. We want you to be part of this new event. Soon you'll be hearing from Robin Powers about the new ways you can interact with municipal attendees.

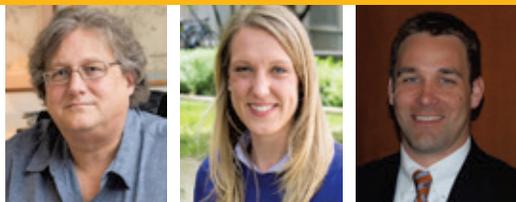
Being a local leader has always been about balance. Balancing competing needs and wants of citizens; demands for more services and affordable taxes; and lately, balancing public safety with economic security. This October, we invite you to balance those important duties with some really good workshop topics and lively conversation with your fellow local leaders. Because it's all about balance.

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COVID-19 and the Wisconsin Economy

Steven Deller ^{a,b,c} | Tessa Conroy ^{a,b,c} | Matt Kures ^{b,c}

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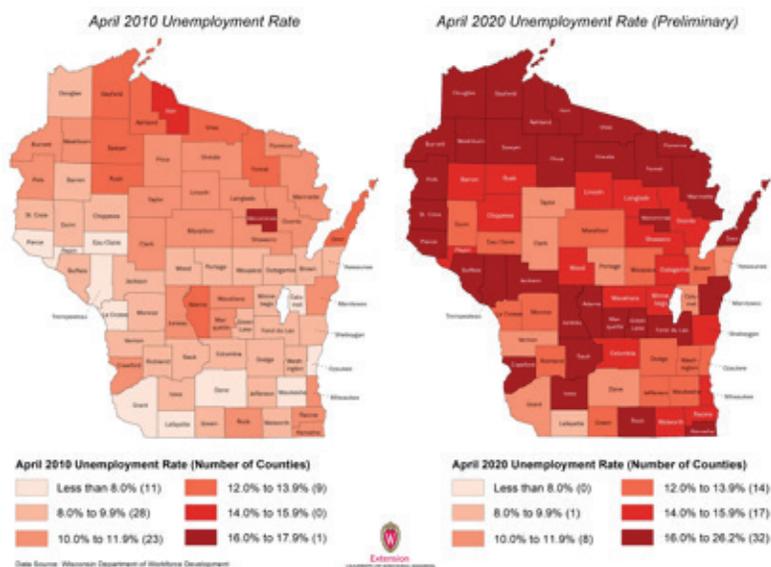
^c Economic Development Administration, University Center, Division of Extension

The sudden onset of the COVID-19 pandemic and the immediate impact on the economy is unique compared to other economic shocks, such as the collapse of the secondary markets for mortgagees that drove the financial crisis of the Great Recession. The rapid shut-down of large parts of the economy is most evident in the steep spike in the number of workers applying for unemployment insurance. For the week ending March 28, 2020, initial claims for unemployment insurance hit 110,934 – more than three times that during the worst week of the Great Recession in Wisconsin.¹ The speed and depth of the downturn is further reflected in the unemployment rate which peaked during the Great Recession in the first week of 2010 at 7.23% but reached 11.5% the week ending April 18.

The shock of COVID-19 on the labor market is being felt across Wisconsin. Looking at the first 11 weeks of 2020, the period before large parts of the economy were closed, the average weekly number of initial unemployment claims was 6,814. With the shutdown of much of the economy the average initial claims increased nearly ten-fold to 65,096. The rapidness of this increase is unparalleled in Wisconsin history. This impact of COVID-19 is not concentrated in the more urban parts of Wisconsin, but has spread across the entire state. For example, in April of 2019 the unemployment rate in Iron County was 6.9% and in April of 2020 it increased to 26.2%. For the April year over year unemployment rate, 57 of Wisconsin’s 72 counties experienced an increase of at least 10%.

Another indicator of the depth of the impact of COVID-19 on the Wisconsin economy is the flow of tax revenues to state government, which is a proxy measure of economic activity. The nonpartisan Legislative Fiscal Bureau (LFB) estimated that April tax collections were down \$870 million compared to the same month last year. There are two reasons for this sharp decline: (1) deferment of personal income tax payments from April 15 to July 15 to coincide with Federal rule changes and (2) declines in sales tax collections. Unfortunately, the most current available sales tax data is for March 2020, which includes taxes collected prior to the COVID-19. But analysis by the LFB using preliminary data from the Dept. of Revenue, indicates taxable retail sales were lower in March of 2020 compared to March of 2019 by 46% for clothing and clothing accessories stores, 38% for food services and drinking

Seasonally Unadjusted Unemployment Rate by County – April 2010 and April 2020



establishments, and 27% for motor vehicle and parts dealers. But at the same time March taxable sales were higher for nonstore retailers (e.g., internet sales) by 49% and food and beverage stores by 21%. Taken together, these shifts suggest that consumers are purchasing less and switching to online channels.

The challenge that economists face when assessing the economic impact of COVID-19 is threefold. First, the sudden shutdown of major parts of the economy is unprecedented and is rapidly evolving. When making assessments of impacts, economists often rely on the experiences of previous economic shocks. Other than natural disasters such as hurricanes there is little history to draw upon. While economists can draw on the experiences of the Spanish Flu of 1918, the structure of the modern economy is sufficiently different, so that drawing parallels is difficult. There is also relatively little data available for this time period particularly at the state and local level. Second, economists’ ability to assess the impact relies on access to quality data. Here the normal lag times between reporting, gathering, and publishing data means that economists have sparse data to draw on for immediate analysis of COVID-19. The timeliest data are the unemployment insurance claims data, which is why the majority of the analysis presented here relies on that data.

Lessons Learned

From an economic impact perspective, the COVID-19 pandemic has provided several lessons to help better position the economy. While many people living in rural Wisconsin have expressed concerns over the digital divide, the “Safer at Home” order and the resulting move toward telecommuting and distance education has made the problem of limited access to affordable broadband all the more acute. For example, analysis from the University of Chicago found that about 42% of U.S. jobs can be conducted at home. For Wisconsin, the Madison metro area ranked 20th of 395 metropolitan areas with 42.5% of jobs that could be done at home, the Milwaukee metro area ranked 95th at 36.5%, and Green Bay ranked 136th at 34.5%. The Racine metro area ranked the lowest at 348th place with 26.8% of jobs that can be done at home. A key element of the ability to telecommute from home is the availability of reliable and affordable broadband.

The Census Bureau’s American Community Survey estimates that almost 21% of households in Wisconsin do not have an internet connection. While this lack of access is generally thought of as an accessibility or supply-side issue, particularly in rural areas, it is also a cost issue. Consider Ozaukee County, one of the wealthiest counties in Wisconsin, only 4.5% of households with annual incomes greater than \$75,000 do not have broadband, but 38.2% of households with incomes less than \$20,000 have no broadband. For low-income households with children, this disparity places these children at a disadvantage in terms of their ability to access online learning resources and do their homework. Thus making equitable access to public education inseparable from the issue of broadband.

Another lesson learned from the University of Chicago study is that many of the occupations that cannot be done remotely, or at home, tend to pay lower wages. In Wisconsin, almost 80,000 retail salespersons make an annual average wage of \$28,290 while 65,000 cashiers earn an average of \$23,000 annually. Another 40,000 waiters and waitresses have average wages of just under \$23,000 per year. While many of these jobs are either part time or have earnings supplemented by tip income, many of these occupations are highly concentrated in industries substantially impacted by the downturn. The disproportionate impact of the partial economic shutdown on those relatively low-earning occupations was a driving factor behind the additional \$600 per week in unemployment insurance payments approved under the CARES Act. Because unemployment insurance generally pays a percentage of working wages, the level of benefits for these low-wage occupations is insufficient to cover day-to-day living expenses. While some low-paying occupations, such as customer services representative (69,000 jobs in Wisconsin with median annual wages of \$39,000), can work from home, this presumes that these workers have access to quality broadband services.

Going Forward

Economists and business analysts spend an inordinate amount of time, energy, and resources in attempting to gauge the future directions of the economy. Businesses, governments, and consumers

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use these forecasts to help plan both current and future expenditures and investments. For example, if the predominate opinion is that the economy will continue to grow businesses, then businesses may make investments today and consumers may make major purchases today.

Economic recessions, and recoveries, generally follow three patterns, a “V,” a “U,” or what has become known as the Nike Swoosh. A “V”-shaped recession is one with a quick rapid recovery. If an economy is fundamentally sound and some external shock, such as a natural disaster, sparks a recession the economy often rebounds quickly. Most recessions, however, tend to follow a “U”-shaped pattern where the economic decline begins to slow, bottom-out, then slowly recover with the recovery picking up speed. Following the Great Recession, the Wisconsin economy followed what more closely resembled a Nike Swoosh, where the recovery is slow and years may pass before the economy returns to where it was before the recession began.

With the current pandemic many economists and business analysts hope for a quick, or “V”-shaped recovery because there was nothing fundamentally unsound with the economy prior to the pandemic. Most analysts are thinking that the recovery from the pandemic will follow more of a “W” shape. The logic is that with a slow reopening of the economy, businesses will begin to reopen and people in greater numbers can return to work. There is uncertainty, however, as to whether or not reopening will come

with a rise in infections leading to another shutdown or multiple partial shutdowns as infections wax and wane. The fear amongst economists and business analysts is that a second shutdown will greatly undermine consumer and business confidence. Until a vaccine or viable treatment for COVID-19 is available in mass quantities, confidence in the economy will remain weak. If there are no increases in infection rates as the economy reopens, we may see a more rapid recovery.

In the end, COVID-19 speaks to the difference between “risk” and “uncertainty.” Risk is where we are in a position to make educated predictions about things that we do not know, such as what the economy might look like in six months or a year. Uncertainty is where we cannot make any predictions with any degree of probabilistic certainty. Consumers and businesses deal with risk analysis almost on a daily basis and are used to making informed decisions. Uncertainty, however, will undermine consumer and business confidence and, as such, hold back on making major purchases and investments. This natural reaction to uncertainty almost guarantees a weakening of the economy. With COVID-19 the level of uncertainty is uncomfortably high.

Dingel, Jonathan I., and Brent Neiman. How many jobs can be done at home?. No. w26948. National Bureau of Economic Research, 2020. <https://bf.uchicago.edu/working-paper/how-many-jobs-can-be-done-at-home/>

► p.7





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Tessa Conroy is an Assistant Professor and Economic Development Specialist at the University of Wisconsin-Madison in the Departments of Extension and Agricultural and Applied Economics. Her research and outreach focus on community economic growth and development with particular

emphasis on small business dynamics. Much of her work is used to directly analyze the challenges and opportunities facing the Wisconsin economy. Contact Tessa at tessa.conroy@wisc.edu

Matt Kures is a Distinguished Community Development Specialist with the University of Wisconsin-Madison’s Division of Extension. He carries out the Wisconsin Idea by assisting communities and organizations through economic development policy analysis, labor force research, and regional competitive analysis. Matt has worked at the University of Wisconsin since 2001 and has authored numerous studies on Wisconsin’s economy and has made over 100 presentations, including at the 2019 Small Community Forums co-hosted by the League. Matt has a B.S. and an M.S. from the University of Wisconsin-Madison. Contact Matt at matthew.kures@wisc.edu

1. Occurred in the first week of 2010 with 36,448 weekly claims.

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COVID-19 Effects and Maintaining Fiscal Stability: Impacts and Action

Jonathan Schatz, Financial Specialist, Ehlers

Over the last four months, the onslaught and spread of COVID-19 has wreaked havoc on nearly every Wisconsin community. And between necessary public service and school closures, shuttered businesses, and unprecedented job losses, municipal leaders find themselves facing new uncertainty or financial instability. Today, the question for many is “What’s next?”

Forecasts for economic recovery vary widely depending on the source. Some analysts suggest a return to growth yet this year in predicting a “V”-shaped recovery, while others believe the rebound will look more “U” shaped. And still others believe today is only the beginning of an even deeper financial recession. Without truly knowing what the future may hold and given decisions many Wisconsin communities have already made (i.e., delayed tax collections, development agreements, capital investments, etc.), now is a good time to revisit some key financial considerations and strategies that can help bolster municipal finances in the short term, and identify and mitigate potential longer-term risks.

Emergency Expenditures: Levy Limits and the Expenditure Restraint Program

Under Governor Tony Evers’ Routes to Recovery program, \$200 million has been allocated to helping Wisconsin local governments recover unreimbursed costs related to the pandemic. These funds will be allocated to each municipality in the State and a summary of disbursement amounts can be found on the Wisconsin Department of Administration (DOA) website. In the event those funds don’t fully cover unbudgeted expenses, Wisconsin’s levy limit worksheet gives municipalities the opportunity to recover costs incurred as a result of their response to an emergency declared by the governor. Although initially enacted to aid municipalities impacted by natural disasters, Adjustment G on the levy limit worksheet lets your municipality increase its allowable levy for unreimbursed expenses incurred in the COVID-19 response. Examples of appropriate expenditures under the adjustment include staff and commodities (e.g., personal protective equipment (PPE)) purchases required to ensure municipal facilities and operations complied with state and CDC orders.

Adjustment G can be taken at a municipality’s discretion and should only be used to recoup expenditures not reasonably expected to be later reimbursed from insurance, state, or federal aid payments or another source. If your community covers its emergency-related expenses with reserves on hand and does not feel the need to recapture these costs, you aren’t required to take the adjustment. Considerations in determining whether to make a claim under Adjustment G include the impact it would have on the tax levy and property taxes, and the sufficiency of fund balance reserves following any drawdowns to pay for emergency-related spending. Like the levy limit worksheet adjustment for debt, Adjustment G should only be taken if it will be fully levied.

It is also important to recognize that incurring expenditures related to a declared emergency will not jeopardize your community’s ability to qualify for an expenditure restraint payment. Emergency expenditures can be deducted on line 5 of the state’s expenditure restraint worksheet and will not count toward your expenditure restraint limit. The 2020 expenditure restraint worksheet will compare the 2019 budget to 2020 and determine if an expenditure restraint payment will be received in 2021.

Using Fund Balances

As uncertainty regarding future municipal revenues may linger well into the next fiscal year, elected officials and municipal staff may consider limiting certain expenses or reviewing cash flows to ensure maximum flexibility until some level of stability returns. It is an especially prudent idea to examine all fund balances to identify available cash should this year’s revenues fall short of budget. While fund balances are intended to cover fiscal emergencies like COVID-19, be sure to analyze them carefully with your financial staff and professional advisors so you can understand the potential rating impacts associated with any drawdown. Municipalities planning to seek a credit rating as part of a planned debt issuance should be prepared to address the fiscal and local economic effects of COVID-19 with rating analysts.

Debt Financing

One practical way to address cash flow shortfalls stemming from the fallout of COVID-19 is refinancing existing debt to lower annual payments. Reach out to your Municipal Advisor to explore structuring options that take into consideration call features, interest rate, and levy limit implications. The primary goal in this exercise is to devise a plan that reduces total debt service expense not only in the near-term, but over the life of the refinancing. It's important to note there are certain statutory requirements for refinancing public debt in Wisconsin, such as the 20-year maximum term for General Obligation debt, which begins "counting" from the date of original indebtedness. Borrowers continue to benefit from low interest rates, however, so you may have the opportunity to refinance debt that delivers much-needed savings without extending the term. You may even be able to restructure payments to provide additional short-term cash flow relief.

In more extreme situations, municipalities can issue debt to finance general operations. This is not typically a "first option" solution, and if considered, it's critical to have a clear understanding of statutory limitations, as well as the revenue source and timing needed to adequately cover debt service.

TID Impacts

The fiscal impact of COVID-19 on Tax Incremental Districts (TIDs) remains to be seen since potential economic depreciation will not be felt until future valuation cycles. Take time to review the financial position of your municipality's TIDs and re-evaluate any current plans to create new TIDs or amend existing ones. Key considerations include:

- If a TID has existing debt obligations, review cash positions and complete sensitivity testing of the TID valuation to determine whether the district may need to rely on tax levy or other revenue contributions to meet its obligations.
- For new agreements with developers, maximize the use of "pay as you go" financing to limit municipal risk.
- Where appropriate and permitted, extend the TID maximum life to expand the timeline over which liabilities may be repaid. In some situations, doing so will present an opportunity to restructure debt or other payment obligations to reduce annual cash flow requirements.
- Designate TIDs generating excess revenue as donors to districts with diminished revenue resulting from depreciating values or delays in project implementation.

- For new TIDs, or addition of territory to existing TIDs, "right-size" the TID to be only as large as needed to accomplish established goals. Including property not expected to be developed in the short term, or which must be included for other reasons (e.g., contiguity), increases the risk of depreciating value and diminishing increment.

Utility Impacts

In response to COVID-19, Governor Evers signed an executive order suspending several administrative rules that allowed the Public Service Commission (PSC) to take temporary actions to protect community welfare during the pandemic. The temporary actions include suspending all utility disconnections and stopping utilities from assessing late fees and requiring deposits for reconnection. Due to reliance on user fees, municipal utilities may be particularly susceptible to cash flow concerns if a significant number of system users can't make payments. This scenario could become even more challenging for municipalities whose customer base includes one or more large users that are experiencing financial difficulties. Preparing or updating utility cash flow projections now is critical in understanding whether cash reserves will be sufficient to maintain stable operations. Now is also a perfect time to review utility policies related to reserves and reassess any short-term planned uses of cash. The PSC voted on June 11 to terminate the executive order prohibiting late payments, changes, and disconnections. Municipal utilities will be allowed to again charge late fees for debts incurred after July 15, to require proof of identity and residency, and to require a cash deposit for service starting July 31.

Disclosure Implications

Municipalities with outstanding public debt are subject to continuing disclosure requirements. These requirements, which involve filing annual financial and other information, are designed to provide municipal securities investors with current information about the financial condition of a municipality to best inform their investment decision-making. Until recently, municipalities have generally refrained from issuing forward-looking statements over fears that information provided may later be deemed inaccurate and potentially expose municipalities to claims of providing misleading information to investors. In response to COVID-19, the Securities and Exchange Commission (SEC) issued a statement in April encouraging issuers of municipal debt to provide "as much information about their current financial and operating condition as is reasonably practical" and further stated that the SEC does not "expect to second guess good faith attempts to do so in



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response to the historic concern to providing forward looking projections.” Municipalities that have analyzed the fiscal effects of COVID-19 should consider making that information available to investors, especially in situations where the analysis suggests cash flow concerns could negatively affect the ability to make timely debt payments or cause a material deterioration in overall financial condition. Delivering timely fiscal information related to the COVID-19 environment promotes good investor relations and helps facilitate continued access to capital markets.

Local governments, especially those reliant on user fees, sales or room taxes, or tourism-related revenues may face immediate challenges as we collectively emerge from COVID-19 shutdowns and continue to operate in somewhat restricted capacities. Property taxes and intergovernmental revenue, such as state-shared revenue, may be delayed and could impact 2021 and future budget years. While some municipalities may move through this crisis seeing little ill effects, others may face years of uncertainty. The best strategy for maintaining fiscal stability during this time is to be

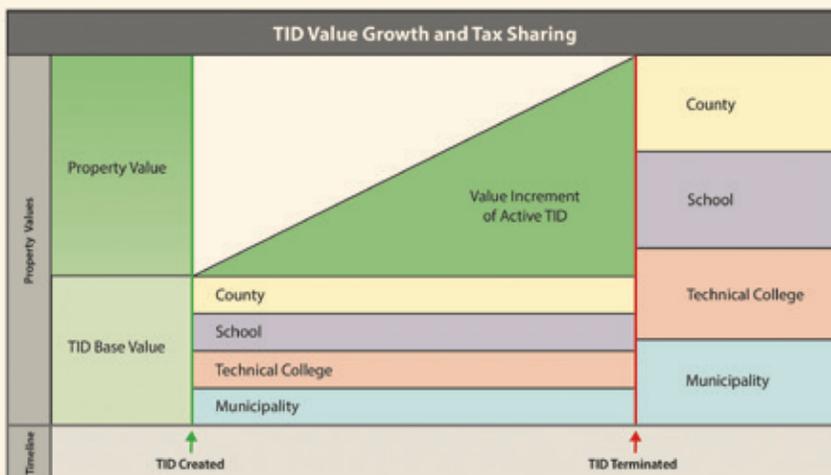
proactive, gather as much information as possible, and rely on your financial management fundamentals. And remember, as with all challenging situations, this too shall pass.

About the Author:

Jonathan Schatz is a Financial Specialist with Ehlers. He joined Ehlers in 2018 to help Wisconsin municipalities solve financial challenges and bolster economic development. He came to Ehlers from the Milwaukee County budget office where he modeled revenue options, assisted in the creation of a long-term financial plan, and collaborated with stakeholders to develop the strategic framework for performance-based budgeting. Prior to that, he spent five years providing research support in engineering and public health institutes at Northwestern University and Harvard University. Jonathan holds a Bachelor of Arts-Political Science, DePaul University and a Master of Arts-Public Policy and Administration, Northwestern University. Contact Jonathan at JSchatz@ehlers-inc.com

How TIF Works

When a municipality creates a TID, the municipality and other taxing entities agree to support their operation from the existing tax base within the TID. They agree the municipality will use the taxes on the value increase in the TID to pay for the investment. For more information, see the Wisconsin Department of Revenue “TIF Manual”: www.revenue.wi.gov/Pages/SLF/tif.aspx



Wisconsin Department of Revenue “TIF Manual” page 4.

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PROJECTED PANDEMIC COSTS



Graphic provided by Shelby Kisling, Director of Communications & New Media, WisconsinEye. Access WisconsinEye at: <https://wiseye.org/>

DID YOU KNOW?



Pandemic Impacting Municipal Revenue

The biggest financial impact the COVID-19 pandemic is having on many cities and villages in 2020 is a significant reduction in room tax collections. Even though typically municipalities forward at least 70% of room tax collections directly to tourism entities for tourism marketing, any drop in municipal revenue can present substantial challenges. In May, we asked 15 communities to inform us how much below budgeted amounts they anticipate their room tax revenue will be by the end of the year. Here's what we learned:

Projected 2020 Room Tax Revenue Shortfall

- Brookfield:..... \$2,500,000
- Eau Claire:..... \$600,000
- Franklin:..... \$117,000
- Green Bay: \$150,000
- Janesville:..... \$198,000
- Lake Delton: \$5,750,000
- Lake Geneva:..... \$130,000
- Madison: \$10,000,000
- Manitowoc: \$100,000
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Six Steps to Project Prioritization and Funding

Rob Uphoff, PE, Senior Vice President, Public Works Service Line Lead, MSA

Name your top-priority community project. If you find it difficult to name just one, you're not alone. It's no secret that every municipality has a laundry list of imperative projects – some with enthusiastic support, others with formidable opposition. Deciding when, how, and what to prioritize can be a complex matrix of decision-making. When budget time arrives – or funding opportunities come knocking – it's essential to have a plan.

No doubt you've heard that before. But, what does having a plan really mean? More than a simple statement of intention, there are many components to assess before getting to work. And, great consideration to be given about which projects should come first and whether they are a wise use of limited dollars.

Step No. 1: Identify Needs

Take a look at your core community infrastructure: water systems, mobility, buildings and housing, parks and recreational spaces, and public works. How do you begin to identify needs within this broad of a scope? The answer: segment by segment. There are methods and technologies at your disposal to most wholly scrutinize the functionality, condition, and future needs of each of these systems.



Wastewater Treatment Facility, New Lisbon, WI

Water. Potable water, wastewater, and stormwater. A proper assessment of water, infrastructure analyzes supply, demand, capacity, and conveyance. Some beneficial tools to assist with these analyses include: conducting a comprehensive

water system study to ascertain system deficiencies; employing digital 2D and 3D hydraulic modeling software to realistically envision things like system flow, wastewater treatment processes, or stormwater conveyance; developing a wastewater facility plan; performing a community-wide inflow and infiltration (I&I) study; and, creating a stormwater management master plan.

Mobility. Streets, roadways, bridges, airports, intersections, and public right of ways. Street and roadway repairs rank high on the priority list more often than not. Conducting a thorough investigation of public right-of-way condition and accessibility – in tandem with a community traffic study to gauge patterns and use – can help determine “must-do” versus “would-like-to-do” projects. More than ever, GIS and drones are being used to streamline infrastructure condition assessments and aiding communities in making smart decisions about their transportation needs.

Buildings and Housing. Take a close look at critical community structure: civic centers, fire and police stations, public libraries, schools, community centers, housing developments, retail buildings. Are they providing adequate access to citizens of all ages and mobility levels? Do emergency response departments have the space they need to provide vital public safety services? Do public housing options fulfill the needs of families of all sizes, preferences, and income levels? Tools such as space needs analyses, existing facilities evaluations, and ADA audits are helpful in determining gaps. In addition, conducting a housing study might help communities determine where investments in subsidized housing, single- or multi-unit apartments, or single-family homes might be of best use.

Parks and Recreation. Our outdoor spaces are more precious than ever, as they have been recognized as safer places to gather during public health crises such as the COVID-19 pandemic. As such, many communities are electing to invest in more community park, trail, and recreational spaces. To ensure your money makes the greatest and most sustainable impact, it makes sense to invest in the development or update of a Comprehensive Outdoor Recreation Plan. Such a plan might include community bike and pedestrian transit networks,

master park plans, or broader regional recreation plans that can help share assets, investments – and enjoyment.



Fireman's Park rendering, Verona, WI

Public Works. Combined with the aforementioned studies and models to help your community gauge infrastructure deficiencies, now is a good time to review the service history of each system. What water or sewer main breaks have been recorded, and where? What streets or roadways have chronic pothole issues? What neighborhoods are experiencing sewer backups, flooding, or underperforming utilities? Recording this data and incorporating it into one strategic planning document such as a Capital Improvement Plan (CIP) is one of the most productive means to clearly define public works needs – and to budget accordingly.

No. 2: Prioritize Needs

Once you have identified your community's top infrastructure needs, you'll need to prioritize them. This should be done based on public input, identification results, funding availability, and regulatory requirements.

Why is public input important? Public opinion is critical in attaining project support and in ensuring a collective vision for the future of a community. After all, what is a community without its people? How your residents engage with, move throughout, and support your public services is of utmost importance in municipal planning and budgeting.

Public Engagement. Take the time to institute a public engagement program as part of your budgeting process or engage with an outside consultant to lead the initiative. This involves the general public, potential project stakeholders, community organizations, agencies, and community officials. Place intention on requesting feedback from people of all ages, abilities, ethnicities, socioeconomic backgrounds, political ideologies, and any underserved community segments. A robust public engagement program consists of meetings – both

virtual and in-person, if possible – online surveys, complaint logs, open-house and pop-up events, and crowdsource mapping. Crowdsourcing is an incredible tool, and you can even go digital by using a GIS-based platform to incorporate user-generated content into project or capital planning efforts. Participants can make comments on an interactive map, report issues, mark priorities, and submit photos – with updates made in real time and accessible from any computer, laptop, or mobile device.

Funding Availability. Prioritization also depends upon new and existing funding. Communities can rely on a number of federal, state, and local funding opportunities that are made available annually. In addition, the COVID-19 pandemic has spurred the release of relief funding for municipalities. Since March, relief funding has been rolling out in waves – some more accessible than others – and much of it rewarding projects that are shovel-ready. Communities need to stay in front of applications, project eligibility, and deadlines in order to secure these sought-after funds.

No. 3: Identify Potential Funding Sources

Finding the right information about funding sources, eligibility, timelines, and award potential can be time-consuming. Be proactive in determining your resources and funding options based on known, funded grant and low-interest loan programs as well as those that are newly available. Identify critical projects that your community can't afford to delay. A trusted consultant can help you identify the most strategic way to phase your projects to capture the most funding and can help you stay informed as opportunities develop. Other helpful resources include contacting your regional planning commission, legislators, and neighboring communities, and reviewing state agency websites.

No. 4: Get Creative, Be Flexible

Funding is always competitive. Municipalities that shift their focus and envision where projects overlap may have a higher rate of funding success. The idiom about getting “more bang for your buck” applies directly here. Combining projects equates to money in the pocket and more projects checked off the list. Another option might be project phasing. Carefully dividing a large project into phases can help maximize project profitability and increase the potential of securing financial backing. Conversely, expanding projects can also be a smart funding strategy. Refer back to your CIP. Look forward five, 10, 15 years and see if you're able to thoughtfully incorporate smaller, adjacent, or feeder projects into your funding application. A larger, more holistic, forward-thinking project may also attract the eye of funding agencies.

No. 5: Promote Your Needs

Now is not the time to be shy. Work and plan “out loud” – meaning, be vocal about what your community needs, concise about your vision, and adamant about your pursuit of support. Talk to your funding agencies, legislators, and consultants. Share your outline of identified and prioritized needs as well as feedback from your constituents. The more cohesive of a plan you share, the more endorsement you’ll gain – and the more funding to back it.

No. 6: Be Shovel-Ready

The term “shovel-ready” is music to any municipal leader or funding agency’s ears. But, getting to that stage takes time. There are generally seven levels of project readiness that can help municipal leaders decide when it’s the right time to initiate funding applications.

- The project is part of a working CIP or comprehensive plan.
- Conceptual planning and cost estimating is complete.
- Environmental assessments are complete.
- Project site or property is secured for development.

- Preliminary designs are complete.
- Final designs are complete.
- Project partners receive the construction permit.

Ascending the Project Ladder

Working through each of these six steps should afford you a much clearer view from the top of the project implementation ladder. After all, your residents and businesses are trusting in you to keep the community operating smoothly and looking vibrant. Keep a critical eye toward core infrastructure needs, do the leg work to support the data, and rally your constituents around the promotion and institution of your plan. Together, you can look forward to ringing that funding bell. Good luck.

About the Author:

Rob Uphoff, PE, is the senior vice president and Public Works service line lead at MSA Professional Services, Inc. (MSA), where he has been planning, designing, and constructing infrastructure system needs for municipalities for over 30 years. Contact Rob at ruphoff@msa-ps.com

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Cybersecurity Best Practices for Municipalities

Jenifer Zurfluh, Senior Vice President Cyber Risk Manager, IncredibleBank

Data breaches and cybersecurity incidents like those involving large corporations continue to make headlines. But cyberthreats are not limited to the private sector. Overall, 2019 was a challenging year for cybersecurity of state and local government and municipal institutions. Often, not a week would go by without word of how the latest municipal cyberattacks impeded or even halted day-to-day operations.

The volume and speed of recent cyberattacks targeting government and municipal continue to evolve. Libraries, courthouses, schools, hospitals, and government service agencies are all susceptible to attacks.

Perhaps the biggest attack in terms of publicity occurred in the summer of 2019 when the City of Baltimore went into a state of chaos as it dealt with aggressive ransomware affecting its systems. Costs resulting from that attack are estimated to exceed \$18 million.

New Orleans was the target of another well-publicized cyberattack in December 2019. The city has spent more than \$7 million on restoration and recovery efforts and two months after the initial attack, city email systems had still not been fully restored.

Whether you consider yourself a target for cyberthreats or not, attacks against municipalities are increasingly common. According to a report published by the National League of Cities in October 2019, 26% of local municipalities report a cyberattack every hour. An analysis by that same agency found that nearly a quarter of municipalities don't have cybersecurity measures in place designed to protect information systems from an attack.

Municipal networks are attractive targets for cyber criminals. They are particularly susceptible to cyberattacks because of the large amounts of sensitive data they possess and maintain about their infrastructure, their residents, and their bank accounts. That sensitive data contains personally identifiable information, which means that municipalities have a fiduciary duty to safeguard that information. As the threat of large-scale breaches grows, all municipalities, regardless of size, should consider cybersecurity a priority. While many municipalities

continue to have budget constraints and lack the resources for cyber security programs, many security measures are simple and relatively low cost. As a Cyber Risk Manager, I routinely recommend 10 proactive security measures:

1. Make sure all computers are equipped with anti-virus and anti-spyware software. And be sure they are updated regularly.
2. Secure your network connections with a firewall. Hide your Wi-Fi network.
3. Establish security practices and policies for your employees to help them protect sensitive information.
4. Educate employees about cyberthreats and hold them accountable to your security policies and procedures.
5. Require employees to use strong passwords and change them often.
6. Invest in data loss prevention software, use encryption technology to protect data in transit, and use two-factor authentication where possible.
7. Protect all pages of your public-facing websites, not just the check-out and sign-up pages.
8. Backup your systems and do it often.
9. Follow social media best practices.
10. When all else fails, make sure you have cyber insurance.

In the world of cybersecurity there is no guarantee. Despite even the best security measures, cyberattacks are still going to happen. If a municipality finds themselves a victim of a cyberattack, or has experienced fraud or financial losses due to a cyberthreat, there are six key steps that should be taken.

1. Change all your passwords and notify your bank.
2. Inform local law enforcement.
3. Inform the state attorney general if appropriate.
4. Report the cybercrime to the Internet Crime Complaint Center at ic3.gov

5. Report fraud to the Federal Trade Commission at onguardonline.gov/file-complaint
6. Report computer or network vulnerabilities to US-CERT using their telephone hotline or the US-CERT website at us-cert.gov

With over a quarter of municipalities reporting cyberattacks every hour, one cannot afford to be complacent. There is an ever-increasing world of cyberthreats preying on those who remain vulnerable and fail to take proactive measures to protect themselves and their information systems. Municipalities need to be ready and must make cybersecurity a priority for it is not a matter of *if* they will be targeted, but *when*...

About the Author:

Jenifer Zurfluh is currently the SVP Cyber Risk Manager at IncredibleBank, a \$1.4 billion commercial bank headquartered in central Wisconsin. Jenifer has over 27 years' experience in the financial industry, having spent most of that time focused on various areas of risk management. Contact Jenifer at jjzurfluh@incrediblebank.com

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COVID-19 Reduces Traffic, Road Revenues

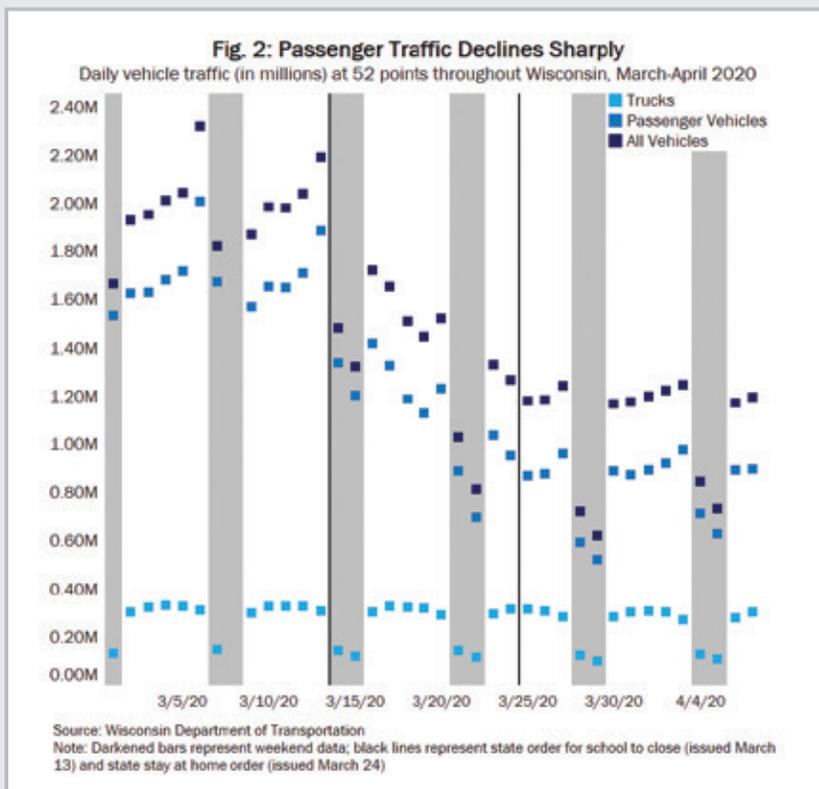
While less driving by Wisconsin motorists during the COVID-19 shutdown may have had a positive impact on public health, reduced fuel consumption will likely have a negative impact on state revenues for transportation projects.

The COVID-19 pandemic started causing traffic on Wisconsin's roads to plummet even before the governor's Safer at Home order was issued on March 24. Traffic decreased by more than 40% from roughly 2.5 million vehicles on March 3, to 1.5 million on April 7, across 61 locations monitored by the state. Significantly lower traffic counts were seen in all parts of the state, not just the areas that were initially hardest hit by the virus.

A study by the University of Wisconsin-Madison's Traffic Operations and Safety (TOPS) Laboratory in partnership with the WI Dept. of Transportation, which ran through May 7, found traffic volumes remaining at well below normal levels.

While the WI Dept. of Revenue has not yet quantified the impact of decreased driving and fuel consumption, lower gas taxes will exacerbate longstanding funding challenges for highways and other transportation infrastructure, including local roads. At \$1.07 billion in 2019, the state's 30.9 cents per gallon fuel tax (plus 2-cent environmental cleanup fee) accounts for just over half of the state's transportation fund revenues.

Gov. Tony Evers proposed a gas tax increase in the last state budget, but lawmakers instead approved increases in vehicle title and registration fees. Though the registration fee revenues should be more stable, title fees could also take a hit if consumers defer major vehicle purchases.



Difficult choices lay ahead for state and local officials, including whether to defer or cancel state highway projects, limit state funding for local roads, increase state borrowing to make up for lost revenues, or raise taxes or fees. As with many effects of the pandemic, the short-term impacts have been substantial and may linger for some time to come.

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COVID-19 Stalls Legislative Session with Key Bills Pending in Senate

Curt Witynski, Deputy Executive Director, League of Wisconsin Municipalities



The 2019-2020 legislative session is hopefully not over. The session started on January 4, 2019, and the Assembly met for the last time on February 20, 2020. The Senate planned to meet for the last time on March 24, but cancelled the floor session because of the COVID-19 pandemic. Senate leadership has indicated that it plans to convene the Senate once more to take up over 100 bills it was planning to act on in March, including several key municipal items. The Senate does not know when it will meet. It could be in the fall. As we wait to see if the Senate meets one more time, let us take a moment to review how municipalities have fared so far this session.

Even if the session has ended prematurely, it was generally positive for municipalities. The Legislature enacted dozens of bills beneficial to municipalities, some of which are highlighted below. No cuts were made to shared revenue, expenditure restraint, or other municipal aid programs, while transportation aids saw a 10% funding increase. Thanks to split party control of the state Capitol, few bills were introduced interfering with municipal powers. Like last session though, a major disappointment was the Legislature's failure to pass the dark store and Walgreens reversal bills, a top League priority.

A more detailed overview of how the Legislature treated municipalities during this stalled legislative session is provided below.

The 2019-2020 Session by the Numbers:

Number of Assembly bills introduced.....	1,037
Number of Senate bills introduced.....	932
Number of bills enacted into law as of 5/1.....	186
Number of bills the League followed.....	93
Number of bills League supported.....	69
Number of bills League opposed.....	12
Number of bills on which League was neutral.....	12

So far this session, of the 69 bills we supported, 24 were enacted into law. Of the 12 bills we opposed, only one became law. The number of bills we support that are enacted into law could change for the better if the Senate meets one more time. At this point, however, 35% of the bills we supported were enacted into law and 92% of the bills we opposed were not.

We were less successful getting bills we support signed into law this session than last, but more successful stopping bad bills from being enacted. Last session 52.5% of the bills we supported became law, while 80% of the bills we opposed did not. By comparison, in the 2015-2016 legislative session 58.5% of the bills we supported became law, while 70% of the bills we opposed did not.

Bills Enacted into Law that the League Supported

Act 151, Water quality trading. Authorizes water quality credit trades to be facilitated by a central clearinghouse. This bill creates another option for communities to use when attempting to find affordable ways to comply with phosphorus and other water pollution standards that apply to wastewater treatment plant effluent and stormwater. This bill was introduced by *Sen. Cowles (R-Green Bay)* and *Rep. Kitchens (R-Sturgeon Bay)*.

Act 166, Allowing municipal governing bodies to delegate to the clerk the authority to issue operator's (bartender's) licenses. This bill was introduced by *Sen. Kapenga (R-Delafield)* and *Rep. Knodl (R-Germantown)* at the request of the Village of Sussex.

Act 164, Making the process for filling vacancies in elective city and village offices clearer and easier to follow. This bill was introduced by *Rep. Brooks (R-Saukville)* and *Sen. Stroebel (R-Saukville)* at the request of Village of Fredonia Trustee Joshua Haas. The League worked with the authors to refine the language of the legislation.

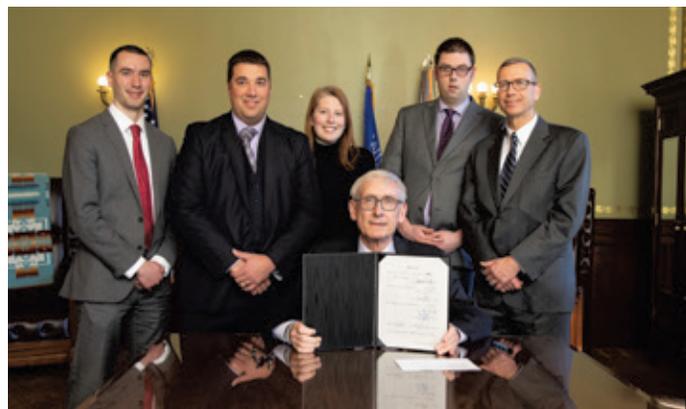


Photo credit: Joe Koshollek, Legislative Staff Photographer.

Act 126, **Timing of levy limit referendums.** Making it possible for a municipality or county to conduct a referendum to exceed levy limits earlier in the year than November, which was the earliest such a referendum could occur under prior law. The legislation allows communities to use an estimated net new construction number rather than the actual number determined by DOR each August. *Rep. Novak (R-Dodgeville), Rep. Shankland (D-Stevens Point), and Sen. Marklein (R-Spring Green)* introduced this legislation at the request of the League and the WI Counties Association.



Photo credit: Greg Anderson, Legislative Staff Photographer.

Act 133, **Levy limit exception for joint EMS.** Treats joint emergency medical services districts the same as joint fire departments under the levy limit law. *Rep. Loudenbeck (R-Clinton) and Sen. Nass (R-Whitewater)* introduced this bill.

Act 45, **Levy limit exception for reduced utility aid.** Allows a political subdivision to exceed its levy limit to replace revenue lost due to a reduction in utility aid payments because of closure or decommissioning of a power plant. *Rep. Kerkman (R-Powers Lake) and Sen. Wanggaard (R-Racine)* introduced this bill at the request of Pleasant Prairie.

Act 5, **Immobilizing vehicles owned by habitual parking violators.** Expands the type of immobilization devices that local governments may use to immobilize either an

unregistered motor vehicle or a motor vehicle owned by a habitual parking violator. Specifically, the act allows a local governmental unit to immobilize such motor vehicles with either: (1) a “boot”; or (2) a device that immobilizes a motor vehicle by being placed upon the front windshield to obstruct the driver’s view through the windshield. This bill was introduced by *Sen. Cowles (R-Green Bay) and Rep. Spiros (R-Marshfield)* at the request of the City of Milwaukee.

Act 146, **Due dates for paying property taxes.** Provides that if the due date for paying property taxes falls on a Saturday or Sunday, the five working day grace period ends at the close of business on the first Friday following the due date. The act also provides that, regardless of when it is received, a payment is timely if it is mailed in a properly addressed envelope, postmarked before midnight on the due date with postage prepaid, and is received by the proper official. *Rep. Ballweg (R-Markesan) and Sen. LeMahieu (R-Oostburg)* introduced this legislation.

Act 175, **Nonconforming homes in floodplains.** Allows for the reconstruction of or improvements to nonconforming homes in a floodplain even if costs exceed 50% of the property’s assessed value if certain conditions apply and the municipality approves. *Sen. Marklein (R-Spring Green) and Rep. Pronschinske (R-Mondovi)* authored this bill.

Act 101, **Regulating fire fighting foam containing PFAS.** Prohibits using or discharging, including for training purposes, Class B fire fighting foam containing intentionally added PFAS. Two exemptions from that prohibition are: (1) use of such foam as part of an emergency fire fighting or fire prevention operation; and (2) use of such foam for testing purposes, if the testing facility has implemented appropriate containment, treatment, and disposal or storage measures to prevent discharges of the foam to the environment. The Act requires a person to notify DNR of the use or discharge of fire fighting foam under the exemption for emergency situations and to notify DNR if foam is discharged into the environment under the testing exemption. *Rep. Nygren (R-Marinette) and Sen. Cowles (R-Green Bay)* introduced this bill.

▶ p.21

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5G Small Cell Legislation: A Preemption Bill Modified

One piece of legislation interfering with local control that was of concern to municipalities early in the legislative session was Act 14, the 5G small cell bill sought by the telecommunications industry. League staff successfully worked with the authors and proponents of the bill to make the impact on municipalities less onerous.

Act 14 mirrors limitations placed on municipal regulatory powers by the September 2018 Federal Communications Commission 5G ruling. It creates a uniform regulatory framework for: 1) deployment by wireless service providers of wireless equipment and facilities for 5G service, including the placement of such items in municipal rights-of-way; 2) the local permitting process for certain activities by wireless providers; 3) the regulation of access to municipal poles by wireless providers; and 4) the resolution of disputes.

During the legislative process, the League and other local government associations successfully negotiated with the cell phone industry to obtain the following changes to an early version of the bill:

1. Provide an annual 2% escalator to the maximum allowable pole rental fees municipalities may charge.
2. Allow municipalities to adjust any fee caps imposed by the bill whenever the FCC adjusts its determination of what fee amounts are presumptively reasonable.
3. Restore municipal authority to impose setback limits on macro cell towers placed on any parcels in which single family residential is a permitted use, regardless if it is the actual current use.
4. Expand ability of municipalities to recommend a different location than the wireless provider's proposed placement of small cell facilities in the right-of-way by deleting the following language "within 50 feet of the proposed location."
5. Clarify what constitutes "Technically feasible" as allowing a wireless provider to reject a municipal suggestion for placing facilities in a different location only if the alternative is not technically feasible or "material" additional costs would be incurred by the wireless provider.
6. Allow communities to regulate the aesthetics of small cell facilities and support structures placed in the right-of-way to the same degree communities have such authority under the FCC ruling.
7. Clarify that, consistent with the FCC ruling, a municipality may charge fees for each small cell device located on a pole

not just one fee for the pole regardless of number of antennas placed on it.

8. Make it clear that municipalities may rely on existing authority to reasonably regulate cable and wireless service providers' use of the right-of-way.

As a result of these changes, the League shifted its position on the bill from opposed to neutral.

Municipal Bills Pending in the Senate that the Assembly has Passed

If the Senate meets one last time in 2020 to take up the bills it was planning to act on in March, we are hopeful that it will pass the following bills helpful to municipalities that the Assembly passed in February.

AB 620, Personal property aid after TIF district closes. This League bill makes it clear that personal property aid payments being made to a TIF district transfer to the municipality and other taxing jurisdictions after the district closes.

AB 753, Correcting miscalculation of 2019 personal property aid distributions. Fixes the incorrect personal property aid payment amounts the department made to TIF districts, municipalities, and other taxing jurisdictions in 2019.

AB 683, Updating the room tax law to help municipalities collect from online lodging reservation services. The amended version of this bill makes the following helpful changes to the room tax law:

- Requires an online marketplace provider, like Airbnb or Expedia, to collect the room tax and file it with the municipality, on a form specified by DOR, on a quarterly basis.
- Specifies that a municipality may not impose the room tax on a marketplace seller, like a hotel, if it collects the tax from a marketplace provider.
- Specifies that the form prepared by DOR shall contain at least the following:

1. Total sales for properties located in a municipality with a room tax.
 2. Total number of nights properties were rented.
 3. The rate of the room tax applied to total sales.
 4. Total tax collected for properties located in a municipality with a room tax.
- Directs DOR to create a website, by July 31, 2020, containing contact information and the room tax rates for each municipality that imposes a room tax.

AB 859, **Expanding the use of TIF for workforce housing.**

AB 203, **Allowing communities the option of using an electronic voting machine to cast in-person absentee ballots.**

Municipal Bills Dead for the Session:

AB 146/ SB 130, **Darkstore/Walgreens fix.**

SB 96, SB 97, SB 98, **Legislative council dark store study committee bills.**

SB 560/AB 623, **Limiting municipal TIF powers, including capping cash grants to developers at 20% of total TIF project costs.**

AB 285, **Increasing the competitive bidding threshold for public construction projects from \$25,000 to \$50,000.**

AB 283/SB 282, **Requiring a referendum to enact a local vehicle registration fee.**

SB 71/AB 64, **Providing state aid to local governments to cover the cost of conducting special elections to fill vacancies in state or federal offices.**

SB 105/AB 90, **Exempting local governments from the Fair Dealership Act.**

SB 365/AB 450, **Prohibiting local governments from excluding from consideration certain plastic piping materials for public construction contracts.**

AB 87/SB 92, **Allowing municipalities to impose residency requirements on city or village managers.**

SB 612/AB 670, **Increasing the minimum retirement age under the Wisconsin Retirement System from 55 to 59.5.**

AB 843/SB 772 , **Bipartisan compromise PFAS legislation.**

Conclusion

So far, the 2019-2020 legislative session has been positive for municipalities and it could be even better if the Senate reconvenes and passes several municipal bills it has pending before it.

Your advocacy efforts make a difference. Thank you for participating in the League's lobbying efforts. Only by working together can we have an impact. Your continued engagement in lobbying is critical to the League's success next session. As state legislators campaign for office in your community this summer and fall, thank them for the bills they passed that help municipalities. But also remind them about the importance of preserving local control. Emphasize that local elected officials are in the best position to decide local policy matters.

To read about provisions in the State Budget that impacted municipalities, see Curt's article in the September 2019 *The Municipality* magazine. You can read it, and other past issues, online at <https://lwm-info.org/828/The-Municipality-Magazine>

About the Author:

Curt Witynski is the Deputy Executive Director for the League of Wisconsin Municipalities. He manages the League's lobbying program, representing the League before the Legislature, the governor's office, and state agencies. Curt joined the League staff as assistant legal counsel in 1987. Before becoming Deputy Executive Director, Curt served as the League's Legal Counsel for eight years. Contact Curt at witynski@lwm-info.org



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Wisconsin's Recreational Immunity Statute: How Much Protection Does It Offer?

Claire Silverman, Legal Counsel, League of Wisconsin Municipalities



In response to the COVID-19 pandemic, many municipalities are contemplating how to approach summer/fall sports leagues and recreational opportunities they typically offer. In addition to navigating the public health concern, municipalities are concerned about potential liability if recreational users contract COVID-19 while engaging in recreational activity on municipal property. In most cases, municipalities opening their property for recreational use should be protected by recreational immunity, subject to its existing exceptions. The following legal comment is a summary of Wisconsin's recreational immunity statute.

Many Wisconsin municipalities own property used to provide individuals with recreation opportunities – e.g., municipal parks, playgrounds, pools, beaches, golf courses, tennis courts, skating rinks, sledding hills, skateboard parks, and paths and trails for various activities like biking, running, walking, rollerblading, skiing, and snowmobiling. Municipal officials often inquire whether the municipality or its officials are liable for injuries occurring while people are engaged in such activities on municipal property. Generally speaking, they are not.

Section 895.52, commonly referred to as Wisconsin's "recreational immunity" statute, provides property owners, including municipal governments, with immunity against liability for any injury to a person engaged in recreational activity on the owner's property. The statute provides broad immunity to municipal property owners, but is not absolute. There are statutory exceptions and some significant cases interpreting

the law as it pertains to municipalities and other governmental bodies that municipalities must be aware of. This legal comment attempts to explain recreational immunity's general protections, as well as its limitations.

Statutory Purpose and Coverage

The legislature enacted Wis. Stat. § 895.52 and simultaneously repealed Wisconsin's first recreational use statute because judicial interpretation had created several exceptions rendering the statute ineffective.¹ With the current statute, the legislature expressly stated it intended to overrule any previous Wisconsin supreme court decisions interpreting the predecessor to § 895.52 that were more restrictive than or inconsistent with the new act's provisions.

Section 895.52 was enacted to "limit the liability of property owners toward others who use their property for recreational activities under circumstances in which the owner does not derive more than a minimal pecuniary benefit."² Accordingly, § 895.52 provides that no owner, officer, employee or agent of an owner owes to any person, entering the owner's property³ to engage in recreational activity, a duty to:

1. keep the property safe for recreational activities;
2. inspect the property; or
3. give warning of an unsafe condition, use or activity on the property.

The statute further provides that "no owner and no officer, employee or agent of an owner is liable for the death of, any injury⁴ to, or any death or injury caused by, a person engaging in a recreational activity on the owner's property or for

any death or injury resulting from an attack by a wild animal."

There are two statutory exceptions. Section 895.52(4) doesn't limit the liability of a municipality or any of its agencies, officers, employees, or agents for either of the following:

1. A death or injury that occurs on property owned by a governmental body during any event for which the owner charges spectators an admission fee; or
2. death or injury caused by a malicious act or by a malicious failure to warn against an unsafe condition a governmental body's officer, employee, or agent knew of, which occurs on property designated by the governmental body for recreational activities.

Conduct is "malicious" when it results from hatred, ill will, or revenge, or is undertaken when insult or injury is intended.⁵

Statutory Definitions and Terms

Section 895.52 defines most of the specific terms used within the statute. "Owner" is defined as "a person, including a governmental body... that owns, leases or occupies property" or that "has a recreational agreement with another owner." The term "governmental body" includes a "municipal governing body, agency, board, commission, committee, council, department" or a formally constituted subunit thereof.

Of all the terms used in § 895.52, "recreational activity" has spawned the most litigation. The statute broadly

defines “recreational activity” as “any outdoor activity undertaken for the purpose of exercise, relaxation or pleasure, including practice or instruction in any such activity.” Importantly, the term excludes any organized team sport activity sponsored by the owner of the property where the activity takes place. In enacting the statute, the legislature provided an extensive list of the kinds of activities meant to be included within the term but noted it was impossible to specify every activity that might constitute recreational activity.⁶ Where substantially similar circumstances or activities exist, the legislature intended that § 895.52 be liberally construed in favor of property owners to protect them from liability.⁷

Significant Court Decisions

Litigation over recreational immunity has involved, among other issues, whether the recreational immunity afforded by the statute is affected when municipalities provide services they are not obliged to, like supervision, which are then performed inadequately; whether someone was engaged in recreational activity when the injury or death in question occurred; and the limits of the organized sports exception. Although space constraints prevent a comprehensive discussion of the applicable case law, it’s worth noting a few things.

Generally, courts have been mindful of the statute’s underlying purpose of encouraging property owners to open property to recreational users and, in light of the legislature’s clear attempt to overrule judicially created exceptions to the predecessor statute, have not wavered in situations where applying the statute appears harsh because of alleged municipal negligence. The courts have held that municipalities don’t lose recreational immunity by undertaking an obligation they need not take, such

as providing some sort of supervision of recreational activities on municipal property, and performing in a manner that’s alleged to be negligent.⁸

The courts have had difficulty, however, distinguishing between recreational and non-recreational activities in varied fact situations. The Wisconsin Supreme Court has said it continues to be frustrated in its efforts to state a test that can be applied easily because of the “seeming lack of basic underlying principles in the statute.”⁹ This makes it harder to predict, with certainty, what the outcome will be in a given case. In determining whether someone is engaged in recreational activity, courts have held that the injured person’s subjective assessment of the activity is pertinent, but not controlling. A court must consider the nature of the property, the nature of the owner’s activity, and the reason the injured person is on the property. A court should consider the totality of circumstances surrounding the activity, including the activity’s intrinsic nature, purpose, and consequences. A court should apply a reasonable person standard to determine whether the person entered the property to engage in recreational activity. Finally, a court should consider whether the activity in question was undertaken in circumstances substantially similar “to the circumstances of recreational activities set forth in the statute.”¹⁰

In some cases, the issue has been whether the activity’s intrinsic nature is commercial rather than recreational so that the recreational immunity statute might be held inapplicable. A governmental body earning profit does not, in itself, convert a recreational event into a commercial one for purposes of § 895.52.¹¹

Other significant court decisions involve cases where the courts have interpreted the exclusion from the definition of

“recreational activity” of any organized team sport activity sponsored by the owner of the property on which the activity takes place. In *Hupf v. City of Appleton*,¹² a participant in a recreational softball league sued the city, alleging negligence, after a softball struck him in the eye while he was leaving the city park. The court held that the city was the softball league’s “sponsor” within the meaning of § 895.52, even if the city did not have a profit motive, where the city took team registrations, maintained the grounds, and provided umpires, scoreboards, bases, and softballs. As further evidence of the City’s sponsorship, the court looked to an exculpatory contract participants signed releasing the city from any damage claims and referencing the city Parks and Recreation department or the school district as “sponsoring” the league.

The City argued that because Hupf was injured while leaving the park, versus participating in the organized sport, the exclusion didn’t apply. The court rejected that argument, holding that although a walk in the park for the purpose of exercise, relaxation, or pleasure is an activity for which the owner is immune, “the legislature did not intend to create a corridor of immunity from the ball field to the parking lot when the walk is inextricably connected to a non-immune activity.” The court noted that this same logic applies when someone is engaged in a recreational activity that is covered by the statute; momentary diversions such as going to the bathroom or taking a brief break from a recreational activity don’t remove the protection of § 895.52.

In another case involving the organized sport exclusion, the Wisconsin Supreme Court held that the exception from landowner immunity extends to spectators as well as participants.¹³

Conclusion

Wisconsin’s recreational immunity statute, § 895.52, provides municipalities with broad immunity against liability for injuries to people engaged in recreational activity on municipal property. However, that immunity is not absolute. Municipal officials and municipal attorneys should

be aware of statutory exceptions and case law interpretations that might expose a municipality to potential liability so that the municipality can secure the requisite insurance or implement measures to mitigate such liability.

Liability 390R2

About the Author:

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1. See 1983 Wis. Act 418, repealing sec. 29.68 which was created in 1963.
2. 1983 Wis. Act 418, sec. 1.
3. "Property" means real property and buildings, structures and improvements thereon, and the waters of the state. § 895.52(1)(f).
4. "Injury" means an injury to a person or property. § 895.52(1)(b).
5. *Ervin v. City of Kenosha*, 159 Wis.2d 464, 464 N.W.2d 654 (1991).
6. "Recreational activity" "includes hunting, fishing, trapping, camping, picnicking, exploring caves, nature study, bicycling, horseback riding, bird-watching, motorcycling, operating an all-terrain vehicle or utility terrain vehicle, operating a vehicle, as defined in s. 340.01(74) on a road designated under s. 23.115, recreational aviation, ballooning, hang gliding, hiking, tobogganing, sledding, sleigh riding, snowmobiling, skiing, skating, water sports, sight-seeing, rock-climbing, cutting or removing wood, climbing observation towers, animal training, harvesting the products of nature, sport shooting and any other outdoor sport, game or educational activity." § 895.52(1)(g).
7. 1983 Wis. Act 418, sec. 1.
8. See *Johnson v. City of Darlington*, 160 Wis.2d 418, 466 N.W.2d 233 (Ct. App. 1991) and *Ervin v. City of Kenosha*, 159 Wis.2d 464, 464 N.W.2d 654 (1991). *But cf Linville v. City of Janesville*, 184 Wis.2d 705, 516 N.W.2d 427 (1994), where a vehicle was accidentally driven into a municipal pond while the occupants were looking at a fishing spot, and the paramedics allegedly were slow to respond or allegedly negligent in other respects. Wisconsin Supreme Court held that § 895.52 didn't afford the municipality immunity for injuries sustained by the recreational land users. The court reasoned that the claims were based on allegedly negligent emergency rescue services provided by the municipality which were unrelated to the municipality's ownership of the recreational land or were based on the allegedly negligent actions of municipal employees whose employment was unrelated to the recreational land.
9. *Auman v. School Dist. of Stanley-Boyd*, 2001 WI 125, 248 Wis.2d 548, 635 N.W.2d 762.
10. *Id.*
11. *Fischer v. Doylestown Fire Dept*, 199 Wis.2d 83, 543 N.W.2d 575 (Ct. App. 1995). *But cf Silingo v. Village of Mukwonago*, 156 Wis.2d 536, 458 N.W.2d 379 (Ct. App. 1990).
12. *Hupf v. City of Appleton*, 165 Wis.2d 215, 477 N.W.2d 69 (Ct. App. 1991).
13. *Meyer v. School District of Colby*, 226 Wis.2d 704, 595 N.W.2d 339 (1999) (school district not immune from liability when spectator watching a high school sponsored football game was injured when the bleachers broke under her as she descended following the football game. Although watching a high school football game is a recreational activity, and the school district hadn't charged spectators admission, the organized sport exception extends to spectators who aren't participants and whose injuries don't arise out of team sport activity or the actions of participants in that activity).

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- Operations Services

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- decisions on issues such as whether to use a second interviewer, witness admonitions, recording interviews, and allowing representatives.

6. Interview all relevant parties using proper techniques.

The key to effective interviews is to build rapport with the interviewees and make them feel as comfortable as possible to secure receipt of complete and quality information. Interrogation techniques are inappropriate in workplace investigations.

Interviews should begin with simple open-ended questions about witnesses' backgrounds to help put them at ease. Questions around substantive issues should start broadly using the standard who, what, where, when, and how, and then become progressively narrower to gather all relevant details and check for consistencies and contradictions. Asking questions in different ways, and making inquiries like, "how do you know that," and "what do you mean by that" are valuable to obtain details and to discern fact from witnesses' opinions.

Every interview should end with questions that will ensure witnesses have shared all they know. These include, "Is there anything else I should know?"; "Is there anything else you thought I would ask but didn't?"; "If you were in my shoes

is there anything else you would ask?"; "Is there anyone else you think I should talk to, or documents that I should see?"

Throughout the process, interviewers must set aside biases and preconceived notions, keep an open mind, and avoid assumptions and jumping to conclusions. Conclusions must wait until all evidence has been gathered and facts evaluated. Moreover, interviews are not the time to share opinions, and words and tone of voice should be carefully monitored to avoid giving an impression that the interviewer agrees with anything a witness says.

7. Gather other potentially relevant evidence.

In some investigations evidence will be limited to witness statements. However, in other situations, other forms of evidence may need to be gathered and evaluated to make a final determination. Relevant information may include:

- personnel, payroll, disciplinary, attendance, and computer or other electronic records,
- emails, texts, and other correspondence,
- citizen or vendor complaints,
- sales receipts and credit card charges,
- or even video footage or audio recordings.

Any reliable information that could prove or disprove a pertinent fact should be considered.

8. Make a decision!

In many investigations, there will be conflicting stories or versions of what happened. Making credibility determinations in the face of these conflicts is the core of what the investigator is called to do. A conclusion needs to be made as to whether, based upon a preponderance of the evidence, it is more likely or not that the allegations are true. Rarely is it impossible to reach a conclusion.² This is where a trained investigator who understands and is skilled at making credibility decisions proves valuable.

Conclusion

Investigations help detect problems in a timely manner and determine what happened so that appropriate remedial measures can be taken. They must be treated with the seriousness they are due, and there are many factors involved in making sure they are done correctly. When legal considerations are implicated, employers should consult their municipal or employment law attorney before undertaking one.

Employees 363

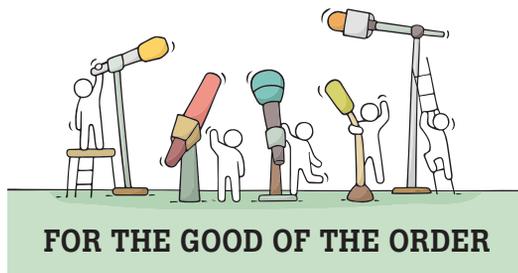
1. *EEOC Enforcement Guidance: Vicarious Liability for Unlawful Harassment by Supervisors* (06-18-1999). ("Whoever conducts the investigation should be well-trained in the skills that are required for interviewing witnesses and evaluating credibility.")
 2. *See for example EEOC Policy Guidance on Current Issues of Sexual Harassment* (03-19-1990) ("In appropriate cases, the Commission may make a finding of harassment based solely on the credibility of the victim's allegation. As with any other charge of discrimination, a victim's

account must be sufficiently detailed and internally consistent so as to be plausible, and lack of corroborative evidence where such evidence logically should exist would undermine the allegation. By the same token, a general denial by the alleged harasser will carry little weight when it is contradicted by other evidence.; see also *EEOC Enforcement Guidance, supra note i*, sections on "Credibility Determinations" and "Reaching a Determination."

Stay tuned for announcements on the League's
122nd Annual Conference.

We are busy planning a great event!





The Main Motion and Secondary Motions Relating to it

Daniel Foth, JD, Local Government Specialist,
Local Government Center, UW-Madison, Division of Extension

Motions are the tools that a governing body uses to start, discuss, and complete its business. Robert’s Rules of Order (RONR) provides a chart¹ categorizing the types of motions into three Parts:² (1) Main Motions; (2) Incidental Motions, and (3) Bring Back Motions.

This month, I discuss Part One, **Main Motions**, which ranks the secondary motions from §21 to §10 (high to low).³ Part One notes the various secondary motions (§21 to §11), that typically relate to the main motion (§10). Using the RONR chart, a higher-ranked secondary motion outranks all lower ones. When discussing the **main motion**, secondary motions are discussed and decided by their order of rank.

To illustrate, consider this scenario: A village president wants to attend the League’s Local Government 101 training, so they decide to make a motion at the next board meeting to take this training.

At the next meeting, before making their motion, the president turns the chair duties over to the vice-president (if applicable) or another trustee, to ensure the motion’s impartial handling. The vice president now is the meeting chair. Then, the president seeks recognition and makes their **main motion**, “I move that I should attend the League’s training, and the village should pay the meeting

registration and travel expenses.” This **main motion** (§10) is duly seconded and repeated back to the board.

Trustee #1 dislikes spending money and immediately *moves to postpone indefinitely* (§11), Trustee #2 likes to discuss every motion and seconds. Trustee #3 wants every board member to attend the training and moves to *amend the motion* (§12) accordingly, #2 seconds. Then, Trustee #4, concerned about the budget, moves to *refer the main motion to the finance committee* (§13) to study the cost impact; again, #2 seconds. With four motions on the floor, how should the chair proceed?

Here the chair remembers, each secondary motion has a rank and should be addressed in that order. Here, the *motion to refer* (§13) has the highest rank and is addressed first. The board discusses the motion and a majority votes to refer the **main motion** to the Finance Committee. Now what happens? As the motion goes to the finance committee, #1’s *motion to postpone indefinitely*, the *motion to amend* and **main motion** are now moot, pending the finance committee’s review and recommendation.

What if the *motion to refer* did not pass? The board would then discuss the next highest-ranked motion. In this case, the *motion to amend* (§12). If the board

discusses and approves the *motion to amend*, what is next?

The *motion to postpone indefinitely* (§11) (as amended, see above) has the next highest rank and comes next. Since the board just approved the amendment to train all trustees, the board votes this motion down. Because the board has resolved other motions, now, the chair can take up the **main motion** (§10).

However, Trustee #1 moves to *adjourn the meeting* (§21), #2 seconds. The president consults the RONR chart. “*Adjourn the meeting*” is the highest-ranked motion and the chart notes the board must vote immediately without any discussion. Here, the village board, by a majority, votes down the *motion to adjourn*.

However, Trustee #1 isn’t done yet and moves to *table the motion* (§17), #2 seconds. The chair asks: what is the need to lay the **main motion** aside temporarily? Trustee #1 cannot identify a need, and the motion to postpone *indefinitely* was previously defeated, so the chair rules the motion to table out of order. Finally, the board takes up the **main motion**, which after a short discussion, passes.

Hopefully, this scenario illustrates the benefit of understanding and using the RONR Motions Chart.

1. The Main Motions
§21-Adjourn - I move to adjourn
§20-Recess - I move to recess
§19-Raise a Question of Privilege - I rise to ask a question about the proceedings
§18-Call for the Orders or the Day - I ask the chart to follow the agenda

§17-Lay on the Table - I move to lay the current item aside temporarily
§16-Previous Question - I move close debate
§15-Limit or extend debate - I move that discussion be ____
§14-Postpone to a Certain Time - I move to postpone the motion to ____

§13-Commit or Refer - I move to refer the motion to committee ____
§12-Amend - I move to amend the motion by ____
§11-Postpone Indefinitely - I move to postpone the motion indefinitely
§10-Main motion - I move to ____

2. RONR MOTION Chart <https://robertsrules.org/motions.htm>
3. RONR (11th Ed.), Charts, Tables and Lists, P. 3



Did you know? The published Legal FAQs are taken directly from the extensive library of resources on the League's website. Have a question? Try the search function on the website and get an answer. <http://www.lwm-info.org>

Employees FAQ 12

What restrictions govern the employment of minors?

Municipal employers that hire minors must be aware of restrictions governing child labor. Restrictions govern the age a minor must be to work, the specific hours and number of hours minors can work, and the kind of work that minors can be asked to perform. With limited exceptions, before a minor under 18 years old is permitted to work, the employer must have a work permit on file. If a minor pays the work permit fee

to the permit office, the employer must reimburse the minor for that expense no later than the first paycheck. Wis. Admin. Code DWD 270.05(1) and (3)(e).

Minors must be at least 14 years old to be employed in most jobs. However, minors who are at least 12 years old may work in agriculture, street trades jobs such as delivering newspapers, school lunch programs, and as football sideline officials, ball monitors, and golf caddies. Statutes and administrative regulations regulate the hours that minors can work and the total number of hours that minors can work in a given week. These hours vary depending on whether school is in session. To a large extent, with the exception of employment relating to school programs, minors may not be employed or permitted to work during hours that they are required to attend school unless the minor has completed high school. Wis. Stat. § 103.67(1), and Wis. Admin. Code DWD 270.11.

Certain types of employment are deemed too hazardous for minors. See Wis. Admin. Code DWD 270.12. For example, minors under the age of 16 are prohibited

from operating power-driven machinery including lawn and garden equipment and sidewalk-type snow blowers. Minors 16 and 17 years of age may be employed as lifeguards and swimming instructors and aides if they have successfully completed a bona fide lifesaving course.

For further information about child labor, contact the Wisconsin Department of Workforce Development's Equal Rights Division. (rev. 4/20)

Employees FAQ 3

Does vacation or sick leave count toward the number of hours worked in a week when calculating whether an employee is entitled to overtime (or compensatory time if used)?

No. The Fair Labor Standards Act (FLSA) requires overtime to be paid only for actual hours worked in excess of 40 hours per week. Paid vacation or sick leave is not considered hours worked under the FLSA. Wisconsin law follows the FLSA. Therefore, municipalities are not required to include paid vacation or sick leave when calculating overtime; however, they may elect to do so if desired. (rev. 6/20)



A Partner to Benefit Your Municipality

Making connections and drawing on the knowledge of your colleagues has always been important for leaders to succeed.

Now, in this season of uncertainty, with so

many new challenges and unknowns, it may be time to broaden your network.

A program at UW-Madison helps local government leaders tap into faculty, staff, and students across the university.

UniverCity Year is a flexible, three-year partnership where local governments bring issues and ideas to UW-Madison, and they help you think through your approach. Partnerships could include being matched with a graduate student, researcher, a small student group, or a whole class of upper level undergraduate or graduate students and their professors.

Issues can run the gamut of expertise available at UW-Madison. In the past, projects have involved COVID-19, affordable housing,

economic development, the opioid crisis, climate change, tourism, water quality and nutrient management, sustainability, communications, education, landscape architecture, traffic engineering, renewable energy, food deserts, and more.

For example, Monona is using students' turf management plan to inform its park maintenance. Monroe is using students' marketing campaigns to promote their farmers' market. And Juda School just experienced its lowest energy costs for their building after UW-Madison and Juda students conducted an energy audit together.

Information about the program, past partnerships, and how to apply is available on the UniverCity Year website at univercity.wisc.edu/ucy. To learn more about the program and whether it might be a good fit for the issues facing your municipality, contact Gavin Luter, Managing Director, at gavin@cow.org. Application deadline: July 27, 2020.

**2020 Local Government 101
In-Person Workshop
September 11, 2020
Waupaca, Par 4 Resort**

\$100 Member Tuition, \$125 Non-Member Tuition (Staff and officials from cities and villages that are currently members of the League and League Business Partners may register as members.)

Hotel Information: This is a one day workshop, which usually does not require an overnight stay, but small hotel blocks are available. Please make reservations directly with Par 4 Resort 715-256-9000.

Agenda:

- 8:30 a.m. Registration
- 9:00 a.m. Welcome
- 9:15 a.m. Organization & Powers of Cities and Villages
- 10:00 a.m. Recognizing and Avoiding Conflicts of Interest
- 11:00 a.m. Budgeting & Financial Oversight
- 12:15 p.m. Lunch (included)
- 1:00 p.m. Procedures for Local Government Meetings
- 2:45 p.m. Managing Public Works Activities
- 4:00 p.m. Adjourn

Registration Online at: <http://lwm-info.org>



**2020 Plumbing Inspectors Institute
September 23-25, 2020
*Lismore Hotel, Eau Claire***

\$165 Member Tuition, \$190 Non-Member Tuition (Staff and officials from cities and villages that are currently members of the League and League Business Partners may register as members.)

Hotel Information: Make reservations directly with Lismore Hotel at 715-835-8888. \$82 depending on room type. Use booking ID *Plumbing Inspectors Institute* to receive the block room rate. Deadline for room reservations at the block rate is September 2, 2020, or until group block is sold out, whichever comes first. 72-hour cancellation policy. Check-in is at 4:00 p.m. Check-out is at 11:00 a.m.

Agenda and Registration Online at: <http://lwm-info.org/800/Plumbing-Inspectors-Institute>

Registration Deadline: September 16, 2020

2020 League Workshops, Institutes, and Conferences

EVENT	DATES	LOCATION	LODGING	REGISTRATION FEE
Local Government 101	June 26	Webinar	Not Applicable	\$70 Member
Avoiding Common Mistakes	July 8	Webinar	Not Applicable	\$0 LWMMI Insured \$50 all others
Chief Executives Workshop	TBD	Webinar	Not Applicable	\$200 Member \$225 Non-Member
Municipal Attorneys Institute	September 2-4	Sturgeon Bay	Stone Harbor Resort 877-746-0700 \$135 single/double ID: League of WI Muni Attorneys Institute	\$295 Member \$320 Non-Member
Avoiding Common Mistakes	September 10	Waupaca	Par 4 Resort	\$0 LWMMI Insured \$50 all others
Local Government 101	September 11	Waupaca	Par 4 Resort 715-256-9000 Small block is available	\$100 Member \$125 Non-Member
Municipal Assessors Institute	September 15-17	Webinar	Not Applicable	\$190 Member \$215 Non-Member
Plumbing Inspectors Institute	September 23-25	Eau Claire	Lismore Hotel 715-835-8888 \$82 single/double ID: League of WI Muni's - Plumbing Insp Institute	\$165 Member \$190 Non-Member
Annual Conference and Engineering & Public Works Institute	Stay tuned for announcements on the League's 122nd Annual Conference. <i>We have big things in store!</i>			
Police & Fire Commission Workshop	November 13	Wisconsin Dells	Wilderness Hotel - Conference Center 1-day workshop Usually does not require overnight stay but small block is available	\$130 Member \$155 Non-Member

CHECK WEBSITE FOR UPDATES

We are continuously monitoring the COVID-19 pandemic and may adjust in-person events accordingly. See our website for the most up-to-date information. www.lwm-info.org

Legal Captions

Employees 363

HR Matters column article by Attorney Lisa Bergersen discussing how to conduct sound workplace investigations. The article includes several considerations to help ensure a timely, fair, objective, and thorough investigation, such as: proper timing of an investigation, taking interim measures when warranted, selecting the right investigator, planning the investigation, using proper interview techniques, gathering all potentially relevant evidence, and making a final decision.

Liability 390R2

Summarizes Wisconsin's recreational immunity statute, § 895.52, which provides municipalities with broad immunity from liability for the death or injury of a person engaged in a recreational activity on municipal property. Also summarizes significant court decisions interpreting the statute.

In Transition

We Welcome Newly Elected Officials and New Staff

Alder Appleton-Joe Prohaska; **Brillion**-Joe Behnke, TJ Moehr; **Brookfield**-Kathryn Wilson; **Buffalo City**-George Fuller, Niki Secisr; **Chippewa Falls**-Jason Hiess; **Columbus**-Mike McCabe, Paul Pyfferoen; **Cumberland**-Michael Cifalsi; **Evansville**-Gene Lewis; **Franklin**-Shari Hanneman; **Gillett**-Gary Spaulding; **Green Lake**-Christopher Foes; **Jefferson**-Debbie Neils, Alan Young; **Lake Geneva**-Joan Yunker; **Marion**-Jill Grogan, Richard Workman; **Milton**-Devin Elliott; **Park Falls**-Daniel Greenwood; **Pittsville**-Renee Losievski; **Plymouth**-Jerry Matzdorf; **Rhineland**-Gerald Anderson, Tom Barnett, Carrie Mikalauski; **Ripon**-Jolene Schatzinger; **Schofield**-Mike Steele; **St. Francis**-Sarah Calderon; **Stanley**-Mark Fitzsimmons, Kevin Hendrickson, Rick Hodowanic, Mike Karlen; **Sun Prairie**-Robert Jokisch, Theresa McIlroy; **Verona**-Charlie Ryan; **Wauwatosa**-Meagan O'Reilly; **West Bend**-Brett Bergquist, Jed Dolnick, Randy Koehler

City Administrator Verona-Adam Sayre

City Attorney Stanley-Bryan Symes

City Clerk-Treasurer Stanley-Cyndi Bergman

Council Member Two Rivers-Jack Powalisz, Adam Wachowski

Mayor Brillion-Mel Edinger; **Buffalo City**-Kevin Mack; **Fountain City**-Gwen Katula; **Marion**-Aaron Schoen; **Neillsville**-Diane Murphy; **Wausau**-Katie Rosenberg

Treasurer Stratford-Jenny Wussow

Treasurer-Finance Director Sun Prairie-Kristin Vaner Kooi

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Village Administrator Port Edwards-Ray Bossert

Village Clerk Footville-Shawna March; **Kellnersville**-Heather Dachelet; **Potter**-Lisa Herrick; **Stratford**-Terri Wiersma

Village Clerk-Treasurer-Admin. Sturtevant-Amanda Gain

Village Clerk-Treasurer Camp Douglas-Sarah Stark; **Campbellsport**-Shelby Sarauer; **Ellsworth**-Nicole Stewart; **Sherwood**-Randy Friday

Village President Dallas-Sue Dodge; **Oakdale**-Richard Lee



July is National Park & Recreation Month

Have an update?

Please send changes, corrections, or additions to Robin Powers at rpowers@lwm-info.org, fax (608) 267-0645 or mail to the League at 131 West Wilson Street, Suite 505, Madison, WI 53703

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