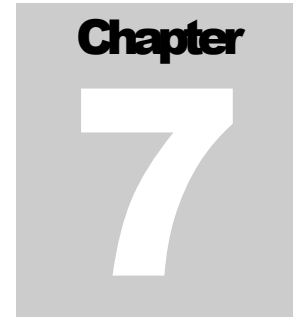


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## Intergovernmental Cooperation

Currently, several communities have cooperative agreements to work together, ranging from areas where specific services cover multiple jurisdictions (e.g. EMS or School Districts) to areas where more than one governmental entity has helped planned the future of an area (e.g. Joint planning area in the Town of Westport shared with the Village of Waunakee). In this section, the plan will address the issues associated with intergovernmental cooperation in Dane County as well as recommend policies to promote intergovernmental cooperation.

This section is generally directed at guiding future Dane County actions, any policies directed at entities and municipalities other than the county should be viewed as recommendations only. Wisconsin State Statute has not given Dane County any new authorities and none should be implied here.

### The Dane County Role

Discussed at great length was how this element should be described and the two roles of Dane County were discussed and deemed very important.

**Direct Actor** – as a direct actor Dane County enters into agreements and other arrangements with second and third parties.

**Facilitator** – as a facilitator, Dane County can bring communities to the table and help them balance issues and reach agreement while keeping an eye on larger regional issues. With such a forum, local communities could potentially come up with a mediation – dispute resolution type of process to help them solve issues. The County can also provide information (e.g. lessons learned, best practices, boiler plate agreements, and etc.) to the local communities to help them achieve their own plans and goals.

## Element Issues

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The topic of Intergovernmental Cooperation is varied and occasionally difficult to understand. To that end, the participants in this planning process have generated a list of important issues connected to Intergovernmental Cooperation. As they are complicated issues that can both help and hurt these arrangements, we listed them here for your information. The following are some of the issues a community should be aware of when considering an intergovernmental agreement.

- Cost Savings – Cooperation can save money by increasing efficiency and avoiding unnecessary duplication. Cooperation can enable some communities to provide their residents with services or provide services to a larger area that would otherwise be too costly. It may be hard to realize these cost savings as well. Each community must balance service levels with cost effectiveness. ***Examples are: Fire and EMS Districts; School Districts; and Contract Policing.***
- Address Regional Issues – By communicating and coordinating their actions, and working with regional and state jurisdictions, local communities are able to address and resolve issues that are regional in nature.
- Early Identification of Issues - Cooperation enables jurisdictions to identify and resolve potential conflicts at an early stage, before affected interests have established rigid positions, before the political stakes have been raised, and before issues have become conflicts or crises.
- Reduced Litigation – Communities that cooperate are able to resolve issues before they become mired in litigation. Reducing the possibility of costly litigation can save a community's money, as well as the disappointment and frustration of unwanted outcomes.
- Consistency – Cooperation can lead to consistency of the goals, objectives, plans, policies, and actions of neighboring communities and other jurisdictions.
- Predictability – Jurisdictions that cooperate provide greater predictability to residents, developers, businesses, and others. Lack of predictability can result in lost time, money, and opportunity.
- Understanding – As jurisdictions communicate and collaborate on issues of mutual interest, they become more aware of one another's needs and priorities. They can better anticipate problems and work to avoid them.
- Trust – Cooperation can lead to positive experiences and results that build trust between jurisdictions.
- History of Success – When jurisdictions cooperate successfully in one area, the success creates positive feelings and an expectation that other intergovernmental issues can be resolved as well.

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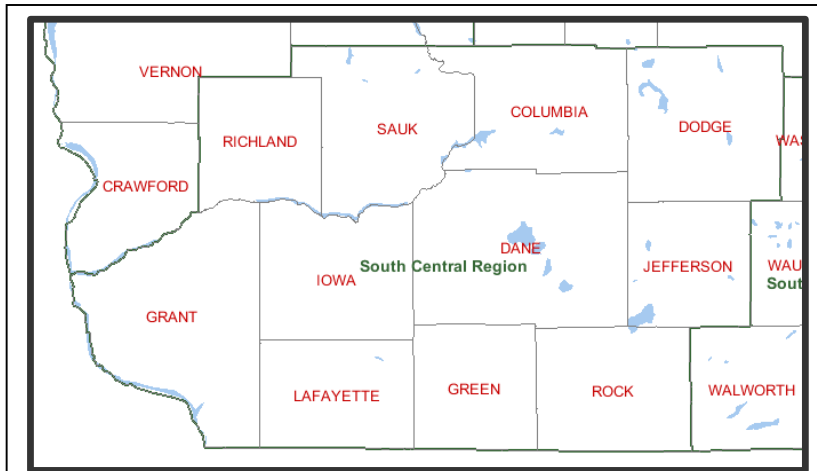
- Service to Citizens – The biggest beneficiaries of intergovernmental cooperation are citizens for whom government was created in the first place. They may not understand or even care about the intricacies of a particular intergovernmental issue, but all Wisconsin residents can appreciate their benefits, such as cost savings, provision of needed services, a healthy environment and a strong economy.
- Local Control – Communities need to decide if joint agreements provide enough incentive to overcome any real or perceived loss of local control. Local control goes hand-in-hand with responsibility; a community must be responsible to provide the best service possible at the most cost effective levels.
- Regional Government – If a regional entity exists, working together with that entity may lead to some cost saving and awareness of issues that exceed municipal boundaries.
- Cooperative Development/Boundary Agreement -- Recent history in Dane County has shown how cooperative agreements can benefit communities. Additionally, it has been shown how areas that lack such agreements can be adversely impacted. Communities must do their own cost/benefit analysis to ensure that such agreements are good for them.
- Community Identification/Separation – A recent trend in planning in Dane County has been the inclusion of language about community separation. These separations help a community retain part of its identity, sense of place and “uniqueness.” This idea can be integrated as cooperative agreement or as part of respective comprehensive plans if it is to be continued as a separation over time.
- Accountability & Liability – Communities entering into agreements with others must realize that along with sharing costs, responsibility, accountability, and liability are things that will be shared.
- Annexation – Existing Wisconsin State Statutes concerning annexation can put communities at odds with each other. Cooperative agreements may help to make these annexations less contentious.
- Revenue Sharing – Agreements may sometimes include revenue sharing to help offset fiscal or economic disparities between jurisdictions and make the agreement more palatable to both parties
- Bigger is not necessarily better – Expanded service areas could have the effect of decreasing the quality of the service thinning out finite resources allocated to a particular services. Some services may be better off staying at the local level, so service areas may be more responsive, especially when it comes to time sensitive issues such as EMS response times and road plowing.
- Politics – the relationships communities have with each other can be made better or worse by the politics involved.

## Analysis of Relationships

### School Districts

There are approximately 25 public school districts that have some jurisdiction within Dane County. Other than the County role of tax collection and redistribution, there is little direct relationship with the County.

### Adjacent Counties



South central Wisconsin: here you can see the counties around Dane County and the South-central Region of Wisconsin DNR

### *Columbia County*

In 2003, Columbia County received a Wisconsin Comprehensive Planning Grant. The application was for the county and included 15 of the towns. The timetable has them completing the plan by 2007. For more information see the Columbia County Comprehensive Plan Website:

<http://www.co.columbia.wi.us/dept/planning/Comprehensive.asp>

### *Dodge County*

Dodge County, including 18 municipalities were awarded a 2003 Grant, it should be done near 2007.

Website: <http://www.co.dodge.wi.us/planning/plan/comprehensive-plan.htm>

### *Green County*

With the Southwestern Wisconsin Regional Planning Commission (SWRPC) providing support Green County -- including 19 Communities: 14 Towns, 3 villages, and 2 Cities were awarded a 2003 Wisconsin Comprehensive Planning Grant

Website: <http://wicip.uwplatt.edu/regional/swrpc/green/index.html>

### *Iowa County*

With the Southwestern Wisconsin Regional Planning Commission (SWRPC) providing support to Iowa County -- including 13 Communities: 13 Towns, 7 villages, and 2 Cities were awarded a 2003 Wisconsin Comprehensive Planning Grant

Website: <http://wicip.uwplatt.edu/regional/swrpc/iowa/index.html>

### *Jefferson County*

Completed without a grant, ran into problems solved by integrative techniques used by Planning and UWEX in Jefferson County. Was modified slightly to come into compliance with the State Statutes.

**Lafayette**

**Rock**

It appears that Rock County itself has not applied for a grant. Three communities inside of Rock County have begun the process (City of Beloit, City of Evansville, City of Edgerton) The City of Edgerton, partially in Dane County, is working jointly with several communities in the South East part of the county.

**Sauk**

Sauk County, in concert with 21 local municipalities, applied for and got a 2003 Wisconsin Comprehensive Planning Grant. The county is acting in an advisory role providing assistance and mapping to the communities.

Website: [http://www.co.sauk.wi.us/dept/pz/comp\\_plan/index.html#](http://www.co.sauk.wi.us/dept/pz/comp_plan/index.html#)

**Region**

Regional Planning Commission  
Madison Metropolitan Planning Organization

**State**

Wisconsin Department of Transportation -- Dane County is in Madison Transportation District 1

Wisconsin Department of Natural Resources -- South Central Administration Region

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**Other**

**Existing Intergovernmental Cooperation Inventory**

To get an idea of the types and places in Dane County that have intergovernmental agreements, the Steering Committee solicited input from all of the municipalities. This is the list of the returned inquiries. Full text of the response is available upon request and will be part of an appendix to the final plan.

<b>Responding Community</b>	<b>Agreements</b>
<i>Village of Black Earth</i>	<i>None, Discussions of Agreement with Town of Black Earth</i>
<i>Village of McFarland</i>	<i>Intermunicipal Agreement with City of Madison</i>
<i>Town of Cottage Grove</i>	<i>Wis § 66.030 with Village of Cottage Grove</i>
<i>Town of Dunn</i>	<i>None</i>
<i>Town of Westport</i>	<i>Joint Planning &amp; Boundary Agreement with Waunakee. Joint Planning with City of Middleton</i>
<i>Town of Bristol</i>	<i>Fire District—Town of Burke &amp; Sun Prairie &amp; Sun Prairie Vol. Fire Dept. EMS Contract with City of Sun Prairie</i>
<i>Village of Mount Horeb</i>	<i>Joint Fire District</i>

<i>Town of Roxbury</i>	<i>None</i>
<i>City of Stoughton</i>	<i>Intergovernmental agreement with Town of Rutland Intergovernmental agreement with Town of Pleasant Springs</i>
<i>Town of Vienna</i>	<i>Boundary &amp; Joint Development Agreement with Village of Deforest Voluntary Joint ETZ with Village of Deforest 5 year renewable Boundary Agreement with Village of Waunakee</i>
<i>Village of Marshall</i>	<i>No agreements, they do exercise ETJ</i>
<i>Town of Verona</i>	<i>Discussions for possible agreement with City of Verona</i>
<i>Town of Pleasant Springs</i>	<i>Informal Boundary Agreement with the City of Stoughton</i>
<i>Village of Mazomanie</i>	<i>Agreement with local Electric Co. – equipment purchase Wastewater treatment – Black Earth, Arena, Dane, Iowa Fire District – Black Earth, Sauk Prairie, Mt. Horeb, etc. EMS District – Black Earth, Berry, and Vermont</i>
<i>City of Fitchburg</i>	<i>Cooperative Boundary Agreement with the City &amp; Town of Madison</i>

- Map

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## Goals and Objectives

1. **Promote communication** – it has been discussed that just sitting down at the same table goes a long way to promoting understanding and cooperation.
2. **Provide support** – Dane County has a long-standing tradition of providing service to local municipalities. That tradition should continue in aiding the local municipalities to complete the intergovernmental cooperation element of their respective comprehensive plans.
  - a. **Inclusive Process** – to the greatest extent possible, Dane County should ensure all affected parties are part of the process when issues are focused in a certain area.  
*(For example: Northeast Transportation issues should include all communities, Dane County highways department, Madison Area Metropolitan Planning Organization, and Wisconsin Department of Transportation.)*
  - b. **Provide a forum** – as a facilitator, Dane County should provide at least one forum (per year) for local communities to sit down and discuss local or countywide issues.
  - c. **Encourage agreements** – Dane County should encourage more communities to engage in and complete intergovernmental agreements.
  - d. **Be part of more agreements** - Dane County should actively enter into more intergovernmental agreements to promote improved service, shared public service and lower costs.

## Conflict Identification

### Impacts Greater than Property or Municipality Boundary

Often, planned land uses will have specific far reaching impacts: housing, traffic, noise, and others. Communities and landowners should be aware of these impacts and if those impacts

cross boundaries they should work with their respective neighbors to make them aware of possible land use changes and to help in mitigating some of the extended impacts. Example: With a proposed zoning change, the Dane County Zoning Department uses a notification system where all adjacent (specific distance) landowners are informed as to the proposed changes and the neighbors are allowed to comment on the changes.

**Incompatible land uses**

**Between Comprehensive plans (Consistency)**

As a rule, the intent behind Dane County Comprehensive Plan is to maintain a similar structure as the current Farmland Preservation Plan. The County plan would provide structure and guidelines to the local plans and it would be up to the local plans to choose local, site-specific implementation techniques. Additionally, the County Comprehensive plan is intended to act as an umbrella unifying all county plans.

As there have been many different planning processes over the last 5-10 years, there is the distinct possibility that Town, City and Village plans may contradict the Dane County Comprehensive Plan. The intent of the Wisconsin State Statutes (66.023) was to have completed comprehensive plans by 2010 but to not to alter the community relationships that already exist. Below are listed the 4 possible conflicts that could exist once each community has a comprehensive plan in place and the processes that can help resolve any conflicts.

**Plan conflicts between Dane County and Cities and Villages**

Conflict Resolution Process

**Plan conflicts between Dane County and Towns**

Conflict Resolution Process

**Plan conflicts between Cities and Villages and Towns**

Conflict Resolution Process

**Plan conflicts between County and State or Regional Plans**

Conflict Resolution Process

**Plan conflicts between County and Federal Plans**

Conflict Resolution Process

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**Conflict Resolution Process**

- Method
- Consistency Process?
- Forum
- Format

**Strategies and Recommendations**