

Chapter 10 - Intergovernmental Cooperation

Per State of Wisconsin Statute, Comprehensive Planning, 66.1001 (2) (g), the Intergovernmental Cooperation element of a community's comprehensive plan is to be:

"A compilation of objectives, policies, goals, maps, and programs for joint planning and decision making with other jurisdictions, including school districts, drainage districts, and adjacent local governmental units, for siting and building public facilities and sharing public services. The element shall analyze the relationship of the local governmental unit to school districts, drainage districts, and adjacent local governmental units, and to the region, the state and other governmental units. The element shall consider, to the greatest extent possible, the maps and plans of any military base or installation, with at least 200 assigned military personnel or that contains at least 2,000 acres, with which the local governmental unit shares common territory. The element shall incorporate any plans or agreements to which the local governmental unit is a party under s. 66.0301, 66.0307 or 66.0309. The element shall identify existing or potential conflicts between the local governmental unit and other governmental units that are specified in this paragraph and describe processes to resolve such conflicts."

10.1. Intergovernmental Cooperation Planning

Cooperation among units of government can both save money and improve efficiency. While some examples of intergovernmental cooperation are dictated in well-documented agreements, other instances are simply unwritten understandings.

When government departments and units are overlapping and not always aligned with political boundaries, the task of achieving intergovernmental cooperation can be difficult. This is particularly true when the goals and priorities of separate governmental units may not coincide with one another.

However, with increased communication and cooperation, it is hopeful that each jurisdiction within the County can find allies in each other, to pool resources, negotiate land use disagreements and aim collectively to improve the quality of life for all of the County's residents.

10.2. Inventory of Jurisdictions

Government Jurisdictions Within Rock County

Twenty-nine local governments operate with the borders of Rock County. There are 20 Towns, five Cities and three Villages, in addition to the County itself.

- City of Janesville

The County seat of Rock County is Janesville. The City of Janesville last updated their comprehensive plan and land use plan in 1989. They are currently working towards adoption of a new comprehensive plan with assistance by the firm Vandewalle and Associates. A park and open space plan was adopted by Janesville in 2008, and they adopted a *Consolidated Housing Plan* in 2005. The City's last solid waste management plan was the *208 Water Quality Management Plan* of 2007. Two neighborhood plans have been completed in the City, the *NE Area Plan* in 2000 and the *SW Janesville Area Plan* in 2002. Also, the *Downtown Vision and Strategy Plan* was completed in 2007, and the *Central City Neighborhood Plan* is slated for completion in 2009.

Additional plans currently in progress for the City of Janesville include an update of their water utility master plan, the creation of a facility plan amendment and a collection system master plan for their wastewater utility, and stormwater management plans for seven separate watersheds in the City.

Janesville's zoning ordinance was adopted in 1981, and their land division ordinance was adopted in 1972. These ordinances will be updated following the completion of the City's comprehensive plan. A cooperative boundary agreement has been completed between the City of Janesville and the Town of Rock. Current policy for the City is that properties must be annexed before municipal water and sewer is extended to new properties. Land within the cooperative boundary agreement is exempt from this policy.

- City of Beloit

Beloit's comprehensive plan was adopted in March of 2008. The City received the State's smart growth grant and worked with Vandewalle and Associates to complete the plan. In 2003 the City's economic development plan was completed, and their stormwater management plan followed in 2004. Regarding highway corridors, the City completed their *Gateway Plan* in 1999 and *Highway Corridor Plans for the Gateway Extension and Freeman Parkway* are currently underway. Regarding neighborhood plans, the *Merrill* and *Westside Asset Plans* were completed in 2002. A solid waste management plan has also been completed for the City.

Beloit's last zoning ordinance was adopted in 1999 and their Land Division Ordinance was adopted in 2002.

- City of Milton

The City of Milton is currently completing their comprehensive plan. They too received the smart growth grant from the State, and have contracted with Vandewalle and Associates. Their draft plan was completed in July of 2008, and is expected to soon be adopted. The City is working with a zoning code last amended in October of 2007.

- City of Edgerton

The City of Edgerton adopted their comprehensive plan in July of 2006. It was completed with assistance from Vandewalle and Associates. An economic development plan is one aspect of the comprehensive plan. The City has had a park and open space plan in place since 1995, and a north neighborhood plan. Various basin plans are a means for stormwater management in the City.

Edgerton has had a zoning ordinance in effect since 1948, in addition to their land division ordinance. The City has a policy that properties must be annexed into the City before they will be connected to municipal services such as water.

- City of Evansville

Evansville has a comprehensive plan, which was adopted in 2005. In addition, the City has updated their park and outdoor recreation plan, and economic development plan, both in 2008. A redevelopment master plan has also been completed for the Allen Creek and North Union Street neighborhood in the City. Both the City's zoning ordinance and land division ordinance date to 1986, but are in the process of being updated. The City has a policy that sanitary sewer is only extended to service properties after they have been annexed into the City. However, a small number of parcels lie outside of City limits, but receive City water.

- Villages of Clinton, Orfordville and Footville

Clinton adopted a Comprehensive Plan in September of 2008. They received the state's smart growth grant, and the plan was done with assistance from Planning Service & Solutions LLC.

Orfordville has both a comprehensive plan and a land use plan, both adopted in 2001. The Village's zoning ordinance and land division ordinance date back to 1992.

Footville's comprehensive plan was just updated in 2005. They have a land use plan and an economic development plan that were both last updated in 1999. A stormwater management plan for the Village was adopted in 2005. The Village does not have their own land division ordinance, but they do have a zoning ordinance that dates from 1989.

- Unincorporated Hamlets

In addition to incorporated cities and villages in the County there are a number of small unincorporated centers, or hamlets. They include Afton in the Town of Rock, Avon in the Town of Avon, Cooksville in the Town of Porter, Emerald Grove in the Town of Bradford, Fulton in the Town of Fulton, Hanover in the Town of Plymouth, Indianford in the Town of Fulton, Lima Center in the Town of Lima, Newville in the Town of Fulton, Shopiere in the Town of Turtle, and Tiffany bordering the Towns of Turtle and La Prairie.

- Towns

There are 20 townships in the County. Each is 36 square miles in size. The area of each township that falls outside of a municipality is referred to as the Town. In Rock County, Towns are general-purpose local governments that yield a significant sum of power, because the Towns each administer their own zoning ordinance. They each have their own development plans, as well as their own Town boards, clerk and treasurer.

Transportation Planning Jurisdictions

There are two separate metropolitan planning organizations designated for transportation planning in Rock County; the Janesville Area Metropolitan Planning Organization (JAMPO) and the Stateline Area Transportation Study (SLATS). SLATS and JAMPO are just two of the twelve metropolitan planning organizations responsible for transportation planning in the State of Wisconsin.

JAMPO encompasses the City of Janesville, City of Milton and portions of the Towns of Janesville, Harmony, La Prairie, Milton and Rock. JAMPO is staffed from within the City of Janesville's Community Development Department. A Technical Advisory Committee for JAMPO makes recommendations to JAMPO's 16-member Policy Board. In addition to representatives from the municipalities within JAMPO boundaries, The Technical Advisory Committee is also comprised of representatives from Rock County, the City of Beloit, the WisDOT, the Federal Transit Administration and the Federal Highway Administration, as well as a bicycle/pedestrian representative and a freight representative.

The SLATS metropolitan planning area includes the City of Beloit and its surroundings, and crosses the State line into South Beloit, Rockton and small parts of Roscoe, Illinois and the surrounding areas of unincorporated Winnebago County, Illinois. The City of Beloit Engineering Division provides the staff support for SLATS. As with JAMPO, a Technical Advisory Committee makes recommendations to a Policy Board. The SLATS Policy Board has eleven members. The SLATS Technical Advisory Committee is comprised of transportation engineers, planners and administrators from the member communities, as well as representatives from the WisDOT, the Illinois Department of Transportation and the Federal Highway Administration.

Public Transit Systems

Both the Cities of Beloit and Janesville operate transit systems. The Janesville Transit System has 6 routes, three of which offer nighttime service that runs until 10:15 p.m. Beloit Transit has 5 routes, none of which operate in the evening. In addition to the routes that run throughout the two cities, there is a route called the Beloit-Janesville Express, which runs between the two cities. This route operates daytimes, Monday through Friday. It originates at the Beloit transfer center and the Janesville transfer center, with stops at the Rock County Job Center, UW Rock County, Blackhawk Technical College, and various Rock Valley Community Programs.

The Rock County Council on Aging provides transportation for elderly individuals. Wheelchair lift-equipped vans can take patrons to specialized destinations, including to medical appointments outside of the County.

Southern Wisconsin Regional Airport

The Southern Wisconsin Regional Airport is located west of U.S. Highway 51, between the Cities of Janesville and Beloit. There is no commercial passenger air service at the airport. Rock County manages and operates the airport, and it is utilized strictly for corporate aviation and general aviation. Over 100,000 flights take place at the airport annually, and the airport site is approximately 1,300 acres in size.

An Federal Aviation Administration operated control tower is manned at the airport from 6:00 a.m. to 9 p.m. each day. There are three runways. Their lengths are 7,300 feet, 5,000 feet and 6,701 feet. Two of the runways are 150 feet wide, while the third is 75 feet wide. All taxiways are 50 feet wide.

Emergency personnel are on-site at the airport, as are crash, fire and rescue vehicles. The on-site fire station is managed by the City of Janesville. There is on-site security provided by the Rock County Sheriff's Department. There are eight snow removal vehicles that operate at the airport.

There are several services based at the Southern Wisconsin Regional Airport. These include fuel sales, rental, repair, instruction, hangers and charter services. An automobile rental agency is located at the airport. There is a terminal that offers a restaurant and conference room, as well as an aircraft sales dealership.

Housing Authorities

There are four housing authorities in the County; one administered by the City of Beloit, one administered by the City of Janesville, one administered by the City of Evansville, and one administered by the City of Edgerton.

The Beloit Housing Authority falls under the Community Development Department at the City of Beloit. They own and operate public housing in the City, offer Section 8 Rent Assistance, and administer a Section 8 Homeownership Program. The City of Janesville Department of Housing and Neighborhood Services does not own any public housing. However, they do offer Section 8 Rent Assistance. The Evansville Housing Authority also offers Section 8 Rental Assistance, and owns and operates the South Meadows Apartments.

In addition, the Rock County Housing and Community Development Agency assists low and moderate-income residents with the purchase of owner-occupied housing, and the rehabilitation

of both owner and renter occupied housing in areas of the County that are outside of the cities of Beloit and Janesville. The agency also administers the Lead Hazard Control Grant Program.

Economic Development Corporations

The Rock County Economic Development Alliance is a cooperative effort by economic development professionals, to promote development efforts throughout the County. They aim to attract business and industry to the area. They maintain economic and demographic data, and market available industrial properties in the County.

In addition, individual Cities in the County head their own economic development efforts. The non-profit association called Forward Janesville works to ensure the continued health and prosperity of business and industry in the Janesville area. In Beloit, the group Greater Beloit Works organizes economic development activities and efforts in the region surrounding and including the City of Beloit. In addition, the Cities of Janesville and Beloit have downtown/merchants associations.

In smaller communities in the County, economic development efforts are often folded into the functions of the chambers of commerce.

Chambers of Commerce

There are six separate chambers of commerce throughout Rock County. The communities of Janesville, Beloit, Milton, Clinton, Edgerton and Evansville each have their own chambers in place, while Orfordville and Footville have a collective chamber of commerce. Each of these chambers works to support and promote their local business communities while encouraging and assisting new business growth. A board of directors governs each of them and they organize various events, newsletters and fundraisers, aimed at improving the economic vitality of their communities.

Rock County Land Conservation Department

The County's Land Conservation Department provides educational, technical and conservation planning assistance to landowners, land users and communities throughout Rock County. The office has a staff of five, and are governed by a committee comprised of County Board Supervisors as well as one representative from the United States Department of Agriculture - Farm Service Agency.

Some of the programs Land Conservation is involved in include the Farmland Preservation Program, the Land and Water Resource Management Program, Conservation Reserve Enhancement Program, Animal Waste Management Program, Well Abandonment, and Wildlife Damage Claim Program. They also work with the Town of Beloit to acquire funds for the Gypsy Moth Program, and they organize a yearly Clean Sweep, where Rock County residents can safely dispose of household and agricultural hazardous waste.

Special Districts

There are a number of special districts in Rock County, to provide specialized services to the properties within each district. These include but are not limited to emergency services districts and sanitary sewer districts. Special district boundaries commonly cross governmental jurisdiction boundaries and are empowered to tax residents within the districts.

School Districts

There are nine school districts that lie entirely or primarily within Rock County. These are the School District of Janesville, School District of Beloit, Beloit Turner School District, School District of Milton, Edgerton School District, Evansville School District, Clinton Community School District and Parkview School District and Brodhead School District. The school districts of Clinton, Edgerton, Evansville and Brodhead each encompass both lands within, and outside of Rock County. Although approximately half of the Brodhead district's area is in Rock County, its administrative offices are in Green County.

The School District of Janesville is the largest in the County. It has an enrollment of approximately 10,400 students and includes 12 elementary schools, one charter school, one academy, three middle schools and two high schools. Two school districts serve the City of Beloit and the surrounding area. The School District of Beloit serves over 7,100 students. It has 12 elementary schools, one charter school, two middle schools and one high school. Beloit Turner School District has over 1,200 students, approximately 13% of whom are there on open enrollment. It serves portions of the City and much unincorporated Town of Beloit and Town of Turtle residents. This district has two elementary schools, one middle school and one high school.

The smaller Cities in Rock County each have their own school district, to service the City and their surrounding area. The School District of Milton has four elementary schools, one intermediate school, one middle school and one high school. Edgerton School District includes two elementary schools, one middle school and one high school. Evansville School District includes one elementary school, one intermediate school, one middle school and one high school.

Clinton Community School District serves the Village of Clinton and the surrounding area. It has one elementary school, one middle school and one high school. The villages of Footville, Orfordville and surrounding areas are served by a single school district called Parkview School District. This district has three elementary schools, one junior high school and one high school.

There are seven school districts that partially serve portions of Rock County, though their administrative offices are within neighboring counties. Albany School District, Oregon School District and the Stoughton Area School District all serve small areas in the northwestern portion of Rock County. Rock County is included in the boundaries of the School District of Delavan-Darien. Portions of northeastern Rock County are included in the Whitewater Unified School District and the Fort Atkinson School District.

Universities/Colleges/Vocational Schools

There are many opportunities for higher education in Rock County, with one four-year college, one two-year college, one technical college and other small private and correspondence programs available.

Beloit College is the only four-year college in the County. It is located on a 40-acre campus on the northern edge of the downtown in the City of Beloit. It has an enrollment of approximately 1,200 students, hailing from all over the country and from more than 40 different nations. It is a private liberal arts school, founded in 1846. 50 different majors are offered at Beloit College, along with 30 different minors and several pre-professional programs.

University of Wisconsin-Rock County (UW-Rock County) is a two-year liberal arts transfer campus, which is one of 13 in the state. This institution is located in Janesville, at 2909 Kellogg Avenue, and had a fall 2008 enrollment of 1,046 students. In recent year, enrollment has steadily increased. UW-Rock County offers freshman and sophomore general education courses, transferable to Wisconsin's 4-year schools. Also, UW-Milwaukee, UW-Whitewater and UW-Platteville each have degree collaborations with UW-Rock County, where students can attend class at the UW-Rock County campus, and earn bachelor degrees for these 4-year institutions.

Blackhawk Technical College has two locations in Rock County. The central campus is located at 6004 Prairie Rd., between the cities of Beloit and Janesville, while another, smaller campus is located on Janesville's north side, at 1740 U.S. Highway 14. Blackhawk Tech offers a number of associate degree programs, ranging from various office and computer courses to criminal justice, culinary arts and many degrees in the medical field. Diploma programs and certificate programs are also offered at the school, mostly focusing on technical and medical fields. Apprenticeship programs for a number of specialty laborer jobs are also administered through Blackhawk Tech. In addition, the school offers an aviation program at the Southern Wisconsin Regional Airport.

There are two private universities, Upper Iowa University and Franklin University, which have partnerships to offer four-year degrees through Blackhawk Technical College. Blackhawk Tech is one of Upper Iowa University's Extended University Centers. The school's main campus is in Fayette, Iowa. Bachelor degrees offered through Upper Iowa include criminal justice, psychology, public administration and a number of management degrees. Similar minors are also offered. Franklin University, out of Columbus, Ohio, includes Blackhawk Tech in their Community College Alliance, which means an array of bachelor degrees can be earned from Franklin University through a combination of required courses at Blackhawk Tech and online courses through Franklin. Majors available include a number of management, accounting and technology degrees.

There are two private adult education universities in the City of Beloit. Concordia University, located at 2040 Sutler Ave. in the City of Beloit, offers accelerated courses for working adults to earn bachelor degrees in business management, management of criminal justice, human

resource management or liberal arts. Several minors are also offered. Concordia's main campus is located in Mequon, Wisconsin, but they have adult education campuses located throughout the State. A National-Louis campus is located at 501 Prospect St., in the City of Beloit. This school's main campus is in Milwaukee. Like Concordia, National-Louis offers classes for working adults. However, National-Louis courses are all for the education field and they are graduate level, offering several master of education degrees and even offers an educational leadership doctoral degree.

Surrounding Governments

- *Neighboring Counties*

There are four Wisconsin counties adjacent to Rock County. Dane County, to the northwest, is the most populous of the surrounding counties, with 426,526 people in 2000. Madison, the State capital, is the county seat of Dane County, and the county covers 1,202 square miles. Dane County was a recipient of the Comprehensive Planning Grant Program, and adopted their plan in October of 2007.

Jefferson County, to the northeast, is significantly smaller than Dane County, with 557.1 square miles and a 2000 population of 74,021. The county seat of Jefferson County is the City of Jefferson. Jefferson County did not acquire a planning grant from the State, but they do have a comprehensive plan that was completed in 1998, and significantly updated in 2004.

To the east of Rock County is Walworth County. With Elkhorn as the county seat, Walworth County had a 2000 population of 93,759 people, and covers 555.4 square miles. The Southeastern Wisconsin Regional Planning Commission is currently in the process of authoring a comprehensive plan for Walworth County.

Green County lies to the west of Rock County. The population of Green County in 2000 was 33,647, making it the least populous of all surrounding counties. Monroe is the county seat, and Green County covers 584 square miles. Green County's smart growth plan was done by the Southwestern Wisconsin Regional Planning Commission, and adopted in April of 2006.

Two Illinois counties abut Rock County. Winnebago County, bordering Rock County to the south, had a 2000 population of 278,418 people. The county covers 520 square miles, and Rockford is the county seat. A future land use plan map, and accompanying goals, objectives and policies have been drafted as part of their *2030 Land Resource Management Plan*. This plan was done by the consulting agency Camiros and adoption of the plan is anticipated by November of 2008.

Boone County lies to the southeast. The county seat is Belvidere and Boone County had a 2000 population of 41,786 people and covers only 290 square miles. Boone County has a comprehensive plan, which was adopted in November of 1999.

- *Neighboring Municipalities*

There are three municipalities in neighboring counties, whose extraterritorial jurisdiction areas significantly cross into Rock County. They are the City of Brodhead (of which a small portion crosses into Rock County) in Green County, the Village of Brooklyn in Green and Dane County, and the City of Whitewater in Walworth County.

The City of Brodhead had a comprehensive plan completed by the Southeastern Wisconsin Regional Planning Commission, and adopted in December of 2005

The Village of Brooklyn lies over the edge of both Green County and Dane County. No comprehensive plan has been done for this small community.

The City of Whitewater is located in Walworth County, just to the northeast of Rock County. They currently have quadrant neighborhood plans as components of their master plan, dating back to 1996. This master plan will be replaced by the comprehensive plan they are working on with assistance from Vandewalle and Associates, to be completed in 2009. The City also has a *West Whitewater Neighborhood Development Plan*, adopted in 2004, which will remain applicable.

The City of South Beloit, Illinois lies adjacent to the southern border of Rock County. However, intergovernmental planning cooperation across state lines can be difficult, and the planning efforts taking place there are generally independent of planning efforts taking place in Rock County.

State and Federal Agency Jurisdictions

- *Wisconsin Department of Transportation (WisDOT)*

WisDOT was established in 1967, as a convergence of formerly separate agencies such as the State Highway Commission, State Aeronautics Commission and State Patrol. They plan, build and maintain the State's highways and Interstate highway system, as well as supporting all modes of travel in the State. The main office for WisDOT is located in Madison, and regional offices are dispersed throughout the State, to serve the 5 WisDOT regions.

- *Wisconsin Department of Natural Resources (WDNR)*

The WDNR is dedicated to the preservation, protection, effective management and maintenance of Wisconsin's natural resources. It is responsible for implementing the laws of the State and, where applicable, the laws of the federal government that protect and enhance the natural resources of the State. The main office for the WDNR is located in Madison, and there are 31 service centers serving the 5 regional offices.

- Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP)
DATCP is responsible for ensuring food safety and consumer protection in the State. They also do land and water resource planning and administer the Farmland Preservation Program. The main office for DATCP is located in Madison, and there are 4 regional offices.
- Government Representation Districts
There are two State senate districts that encompass portions of Rock County. Senate district 15 covers the entire County, with the exception of the Towns of Union and Magnolia. Senate district 27 covers Union and Magnolia.

There are four State assembly districts that encompass portions of Rock County. Assembly district 44 covers the City of Janesville. District 43 is for the northern tier of Towns, and the western half of the County. District 45 covers the City of Beloit as well as the eastern portion of the County. District 80 encompasses the Towns of Union and Magnolia.

As with each state, two United States senators represent the State of Wisconsin. And there are eight members of Congress representing Wisconsin in the United States House of Representatives. Congressional district #1 covers the eastern portion of Rock County, while congressional district #2 covers the western portion of the County.

10.3. Current Levels of Intergovernmental Cooperation

There are currently three boundary agreements in effect in the County. They are between the Town of Rock/City of Janesville, City of Milton/City of Janesville, and the Town of Turtle/City of Beloit. Additional agreements are being considered in other high-growth areas of the County.

In addition, Rock County oversees various permits and approvals for a number of Towns in the County (see 10.5.).

10.4. Intergovernmental Conflicts

Potential conflicts among Rock County jurisdictions are not uncommon. Solutions should attempt to be agreed upon to address these issues, and help achieve consensus and improve efficiencies. Following are the potential intergovernmental conflicts, as reported by each jurisdiction.

Town of Avon

No issues reported.

Town of Beloit

No issues reported.

Town of Bradford

Issue #1: Protection of Rock Prairie land.

Possible solution: Plan with City of Janesville an alignment of U.S. Highways 11/14 to avoid the prairie lands, and discourage development in the northern portion of the Town.

Town of Center

No issues reported.

Town of Clinton

No issues reported.

Town of Fulton

Issue #1: Sewer service to new Edgerton Hospital, and the possible annexation of Town residents.

Possible Solution: Work with City of Edgerton to plan future land uses near the new hospital.

Issue #2: Future land use issues with City of Janesville.

Possible solution: Giving Town the option to develop the southern portion of the Town as they wish.

Town of Harmony

No issues reported.

Town of Janesville

Issue #1: Annexation policy with the City of Janesville.

Possible solution: Boundary agreement.

Issue #2: City of Janesville only allows one land division per 35 acres in extraterritorial areas they've designated for agriculture.

Possible solution: Urge the City to allow flexibility in Town zoning decisions.

Issue #3: The granting of access permits along Austin Road.

Possible solution: Boundary agreement with the City of Janesville.

Town of Johnstown

No issues reported.

Town of La Prairie

Issue #1: State and municipal policies on annexation.

Possible solution: Revised state law.

Town of Lima

No issues reported.

Town of Magnolia

No issues reported.

Town of Milton

Issue #1: Boundary issues with the City of Milton.

Possible solution: Work together on a mutual agreement to benefit both jurisdictions.

Town of Newark

No issues reported.

Town of Plymouth

No issues reported.

Town of Porter

No issues reported.

Town of Rock

Issue #1: Loss of tax revenue after annexation of the airport.

Possible solution: An increase in State road aid.

Issue #2: State regulation that requires stormwater discharge permits.

Possible solution: Less State regulation.

Town of Spring Valley

No issues reported.

Town of Turtle

No issues reported.

Town of Union

No issues reported.

City of Beloit

Issue #1: Future land use, boundary rationalization and utility provision with the Town of Beloit.

Possible solution: Intergovernmental agreement with the Town of Beloit.

Issue #2: Development in the Town of Turtle, without the extension of urban services.

Possible solution: Amendment of 1999 *Cooperative Boundary Plan* with the Town of Turtle.

City of Edgerton

No issues reported

City of Evansville

Issue #1: Future land use and transportation issues with the Town of Union.

Possible solution: Compromises reached by an advisory committee, with representatives from both jurisdictions.

Issue #2: Annexation and extraterritorial power issues with the Town of Union.

Possible solution: Compromises reached by an advisory committee, with representatives from both jurisdictions, and create a boundary agreement.

Issue #3: Non-city, Town residents not paying equal share for city services.

Possible solution: Reconsideration of taxing districts, and consideration of mutually beneficial sharing of services.

Issue #4: Railroad in need of repair, to Oregon and Fitchburg.

Possible solution: Increased efforts by Oregon and Fitchburg to repair railroad, to benefit economic development in the region.

Issue #5: Poorly coordinated National Incident Management System training.

Possible solution: The County and Blackhawk Technical College aiming to improve coordination to local municipalities.

City of Janesville

Issue #1: Future land use issues with the Town of Rock.

Possible solution: Updating the 1995 Cooperative Plan between the City and Town.

Issue #2: Future land use issues with the Town of Harmony.

Possible solution: Consider an intergovernmental agreement, engage in ongoing discussions, and encourage preservation of environmental features and agricultural land.

Issue #3: Future land use issues with the Town of Janesville.

Possible solution: Consider an intergovernmental agreement, engage in ongoing discussions, and work collaboratively.

Issue #4: Future land use issues with the Town of La Prairie.

Possible solution: Work collaboratively and cooperatively, engage in ongoing discussions, and encourage preservation of environmental features and agricultural land.

Issue #5: Future land use issues with the City of Milton.

Possible solutions: Explore an expanded intergovernmental agreement, cooperatively support the creation of a county park in the area, and cooperatively plan for a buffer area along the State Highway 26 bypass.

City of Milton

Issue #1: Negotiating terms of a boundary agreement with the Town of Milton.

Possible solution: Adopt a mutually agreed upon boundary agreement.

Issue #2: Development at State Highway 26 and Townhall Road.

Possible solution: Flexibility and compromise from the Town of Harmony and the City of Janesville to restrict commercial development in and around the intersection.

Village of Clinton

No issues reported

Village of Footville

Issue #1: Levy freeze by the State.

Possible solution: Allowing municipalities to take care of their own levy.

Village of Orfordville

No issues reported

In addition to issues the separate jurisdictions within Rock County are experiencing, there are the issues experienced by the County government itself, with emphasis pertaining to smart growth. In general, the following are potential sources of conflict, that if remedied could aid in improving cooperation and making the attainment of individual and shared goals less problematic.

Rock County

Issue #1: Government jurisdictions within the County may not be fully aware of all of the services the County could provide to assist them.

Issue #2: Mutual respect between the County and the separate government jurisdictions could be improved in some instances, and all parties could be more willing to make compromises.

Issue #3: There tends to be an overall lack of regional vision in local decision-making.

Issue #4: Some town jurisdictions do not adeptly enforce their own zoning codes, leaving some properties not in compliance with County ordinances, and sometimes creating perplexing situations for the County to mend.

Issue #5: Towns occasionally approve zoning changes on lands where new lots cannot be created per the County's Land Division Regulations (Chapter 15 - Municipal Code of the County of Rock), thus resulting in inconsistency, and an inefficient waste of resources.

Issue #6: Towns occasionally do not notify the County of zoning changes, resulting in inaccurate zoning maps being maintained by the County.

Issue #7: More local level support and understanding of shoreland zoning is necessary, as well as an understanding of when permits from the County are required.

Issue #8: There is a lack of consistent respect for the environmentally significant open space areas (ESOSA) the County has identified and aims to protect.

Possible solution: All eight of these issues share a common solution. That solution is improved communication and cooperation. Unfortunately, a history of distrust and un-unified ambitions has beset the interaction between the County and some of the other local governments within the County. The adoption of this *Plan* is the ideal opportunity to repair relations, and begin a fresh and consistent epoch of teamwork.

10.5. Intergovernmental Cooperation Issues and Opportunities

Five primary issues have emerged, concerning intergovernmental cooperation within Rock County. They are:

1. Mutual regional vision
 2. Land use planning coordination
 3. Joint park, open space, trail and recreational system planning
 4. Regulatory coordination
 5. Sharing of provisions
- **Mutual Regional Vision:** Each government within Rock County has their own goals, their own agendas and issues to address. Unfortunately, there are times when they do not agree with one another, or they even allow themselves to be a bit competitive towards other jurisdictions in the region. However, with coordination and a shared regional vision, the area can pool resources and, particularly when it comes to economic development, work to compete against other regions when it comes to attracting industries, and creating jobs.

In essence, it will be easier to achieve the goals set forth by the County, and by each individual jurisdiction, if cooperativeness and a unified regional vision can first be embraced.

- **Land Use Planning Coordination:** The coordination of land use planning is perhaps the preeminent smart growth issue in Rock County. Each Town has their own vision for the development of lands within their borders. However, neighboring municipal jurisdictions often have opposing plans for the areas within their extraterritorial jurisdiction areas. They sometimes annex properties, thus taking those properties off the Towns' tax rolls, making it more difficult for the Towns to provide services to their residents.

Often in Rock County, the Towns have a greater desire to protect agricultural land from development, and to maintain a rural character. And these desires can be impeded by municipal aspirations for growth. In such cases, it is imperative that each jurisdiction come to the table, prepared to listen and to compromise.

Some jurisdictions in the County have established boundary agreements, which focus on shared values, shared vision, compromise, and often an agreement for revenue sharing. As more land use clashes occur, between municipalities and Towns, as well as between two municipalities that are growing into each other, the potential to offset future adversarial positions via boundary agreements should be applied when appropriate.

- **Joint Park, Open Space, Trail and Recreational System Planning:** The availability of parks, open space and trails is a key facet in the overall quality of life of Rock County residents. Intergovernmental cooperation is necessary to best provide these amenities. There are many opportunities for improvement.

To provide a vast network of interconnected trails, such trails would ideally cross jurisdictional boundaries, through municipalities and Towns, and on into neighboring counties and/or states. Every occasion to extend and improve the trail networks available to county residents should be explored.

Park facility offerings could increase and be improved if joint school/municipal parks are established and if school district facilities are available for park district activities and events. The sharing of provisions could be applied specifically to park districts. For example, lawn maintenance equipment could be shared or in joint ownership, to save each district money.

Efforts to preserve and protect open space will best be achieved if a multitude of jurisdictions agree to make it a priority. It is crucial that what actually constitutes an open space, worth protecting, be agreed upon. For this reason, ESOSAs identified by the County should be revisited, and perhaps redefined, so that all jurisdictions feel justified in setting those lands aside, and not permitting development on them.

- **Regulatory Coordination:** Rock County is unique in the abundance of separately administered regulatory tools. For instance, each Town in the County enforces their own zoning ordinance and zoning district standards and terminology are not consistent countywide. The County, however, administers shoreland, floodplain, and airport height overlay districts. The County's Land Division Regulations (Chapter 15 - Municipal Code of the County of Rock) applies to all unincorporated lands in the County. And in some cases a Town may approve a zoning change to create a new lot, but the County may deny the land division. On top of that, each City and Village in the County has the right to review rezonings and land divisions in their extraterritorial jurisdiction areas.

Due to the overlapping of regulations, it can be difficult for taxpayers to understand what permits are needed, when, and from whom in various situations. For instance, building permits and a zoning site permit are always required from the local Town. But zoning site permits are also required from the County if the subject property is in the shoreland area, the floodplain, or the airport overlay area.

The County issues driveway permits for all accesses onto County roads. And they also issue the permits onto local roads in nine of the 20 Towns, who have requested that the County do so.

The County administers its Construction Site Erosion Control Ordinance (Chapter 27 - Municipal Code of the County of Rock) for all unincorporated areas of the County, except for in the Town of Beloit, which administers their own ordinance. The County also administers a Storm Water Management Ordinance ((Chapter 28 - Municipal Code of the County of Rock) for all unincorporated areas of the County, except for in the Towns of Beloit and Union, which both have their own ordinances.

In addition, if a now-incorporated area was annexed into a City or Village following the March 2004 adoption of the County's erosion control and storm water ordinances, then the County's ordinances have jurisdiction, unless the City or Village has an ordinance that exceeds the standards in the County's ordinance.

As for non-metallic mine reclamation, the County has Countywide jurisdiction, including in Cities and Villages.

All of these layers of regulation can cause confusion and conflict. There is no clear solution to remedy the complexity. But it is crucial that all jurisdictions involved have a clear understanding of when each type of permit or clearance is needed, and from which jurisdiction(s) approvals should be obtained.

- **Sharing of Provisions:** Local governments have the essential task of providing services to taxpayers. Effectively providing those services, without increasing taxes or relying on ever dwindling federal and State aid, is becoming more of a challenge. For that reason, it makes sense to explore opportunities to share provisions, such as equipment and labor. Perhaps there are ways for local governments to trade provisions, or rent them out to each other for a nominal fee. Consolidating services is another option worth exploring. Or simply making joint purchases, with shared ownership, or cooperative purchasing.

10.6. Intergovernmental Cooperation Goals, Objectives, and Policies

This section states the County's intergovernmental cooperation goal, objectives, and policies.

Intergovernmental Cooperation Goal

- 10.1. Encourage mutually beneficial relations among governmental jurisdictions in the County and the region, to increase efficiencies and build consensus.

Intergovernmental Cooperation Objectives and Policies

- 10.1.1. Promote and encourage mutually beneficial methods to increase efficiencies, for cost savings and to provide services to taxpayers more proficiently.
 - 10.1.1.a. Mutually identify, among local units of government, possible efforts to avoid duplication of services and the potential for consolidation in the provision of government services.
 - 10.1.1.b. Complete a comprehensive review of the different types of services provided by each unit of government in Rock County for the purpose of determining if services could be combined or eliminated.
 - 10.1.1.c. Complete a study to determine what governmental services could be handled at a comparable service level, yet lower cost by the private sector.
 - 10.1.1.d. Local units of government should study and determine whether the level of services provided by the governmental unit is appropriate.
 - 10.1.1.e. Local units of government should consider sharing personnel or contracting with personnel from another jurisdiction for specific situations as appropriate.
 - 10.1.1.f. A joint study should be undertaken by municipalities in Rock County to determine the advantages and disadvantages of service consolidation among adjoining jurisdictions.
 - 10.1.1.g. A joint study should be undertaken by jurisdictions in Rock County to determine whether it would be fiscally beneficial and practical to share equipment used in providing services.
 - 10.1.1.h. Jurisdictions in Rock County should explore whether they would incur cost savings by consolidating the provision of employee benefits with other municipalities, including State government.

- 10.1.1.i. Local governments should support and encourage efforts by state governments to make it easier for local governments to provide services to its citizens in a more cooperative, economical manner. This should include enabling the freedom and flexibility to be innovative in the provision of services. When necessary, existing laws that discourage innovative thinking should be changed.
- 10.1.1.j. Cooperative efforts with local colleges and universities should be explored.
- 10.1.1.k. Cooperative efforts between the federal, State and local agencies should be promoted, in the provision of government services and the implementation of similar ordinances and regulations.
- 10.1.1.l. County officials should build on existing cooperative efforts with other counties in the provision of government services.
- 10.1.1.m. Rock County and the private sector should continue to work toward coordination in the provision of social services so residents of Rock County can best be served in the most economical manner as possible while maintaining an adequate level of service.
- 10.1.1.n. The Rock County Sheriff's Department should continue to contract with individual Rock County municipalities to provide additional police service and to expand such contracts to additional jurisdictions if the opportunities and need arises.
- 10.1.1.o. When appropriate, jurisdictions should take advantage of financial incentives offered by the state and federal government by way of revenue sharing, grants, or other means such as rewards or benefits for fiscal responsibility and for consolidation of local government services.
- 10.1.1.p. Economic development should be emphasized as a regional benefit, and less as an individual benefit.
- 10.1.1.q. Rock County should undertake a study to consider whether the various units of government could incur cost savings by consolidating with other municipalities, including State government, in the procurement of goods and materials required for municipal use.
- 10.1.1.r. Opportunities for joint purchasing should be explored, as well as other ways to cut costs for materials such as recycled materials discounts.

- 10.1.1.s. If feasible, a more efficient on-line geographic information system (GIS) should be developed, such as a consortium of City, Village and County mapping.
 - 10.1.1.t. The practice of school districts cooperating with local park and recreation departments and service leagues to allow use of school district facilities for recreation activities should continue and be expanded whenever possible to include other activities, such as community meetings.
 - 10.1.1.u. The practice of developing joint school/municipal parks should continue and be utilized whenever possible.
- 10.1.2. Encourage and promote cooperation among area governmental entities, to achieve consensus when possible, and a unified regional vision.
- 10.1.2.a. Jurisdictions should utilize comprehensive plans so that long-range decisions are well thought out and consistent.
 - 10.1.2.b. Rock County should provide leadership in putting together a program to implement consistent stormwater management requirements throughout the County.
 - 10.1.2.c. The Rock County Highway Department should continue to involve all municipalities in the County in obtaining input prior to putting together a listing of future highway projects.
 - 10.1.2.d. Rock County should continue to monitor regulations affecting land use to ensure that no unnecessary impediments arise, which could contradict the utilization of new land development techniques.
 - 10.1.2.e. Rock County should work together with State and Federal agencies in making it easier for existing wetland and floodplain regulations to be understood by the general public.
 - 10.1.2.f. Rock County jurisdictions should work with State and Federal agencies in providing inter-municipal and inter-regional recreational trail systems.
 - 10.1.2.g. Continue to coordinate the development of trail facilities with adjoining communities, thereby maximizing the trail linkages for all residents of the region.
 - 10.1.2.h. Work with State and local agencies in providing sound transportation planning for the region, including consideration of multi-model forms of transportation.
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- 10.1.2.i. When possible, jurisdictions should work together on the extension of utilities, such as sewer and water service, when there is the potential for cost savings.
- 10.1.2.j. Jurisdictions should be encouraged to negotiate intergovernmental boundary agreements to determine long-term boundaries that enable communities to develop in an efficient manner that is consistent with local goals and objectives.
- 10.1.2.k. Rock County should expand efforts to communicate and cooperate with neighboring governmental jurisdictions.
- 10.1.2.l. Jurisdictions should be encouraged to develop industrial and business parks as a joint development with a sharing of the tax base among the communities that work together.
- 10.1.2.m. Where possible, adjacent jurisdictions should consider developing joint recreational park sites and community building sites when providing certain community facilities.
- 10.1.2.n. Jurisdictions should be encouraged to coordinate land use activities along each community's respective borders.
- 10.1.2.o. A more efficient website should be developed, to better disseminate shared information to City, Village and County residents, and avoid the duplication of services.
- 10.1.2.p. In order to reduce conflict, periodic meetings should be held between officials of adjacent communities to discuss common issues, potential problems, and to acquire an understanding of the position of the other municipality. Meeting agendas and minutes from municipal meetings should be shared with adjoining communities.
- 10.1.2.q. Explore the possibility of formulating a County growth management coalition, to guide the pattern and pace of regional development, composed of representatives from all County municipalities, as well as those from neighboring municipalities.
- 10.1.2.r. Local jurisdictions should monitor local regulations affecting land use to ensure that the existing regulations are not an impediment to the utilization of new land development techniques.

- 10.1.2.s. Ordinances should be reviewed by governments and government agencies within Rock County to determine if regulations could be streamlined, keeping in place the needed requirements while cutting down on the amount of similar permits or approvals necessary to develop property.
- 10.1.2.t. Jurisdictions should coordinate the requirements within similar types of local ordinances and, when possible, make requirements as uniform as possible over the entire region.
- 10.1.2.u. School districts should be encouraged to consult with jurisdictions and Rock County prior to planning for locations of future schools.