

Chapter 8 - Intergovernmental Cooperation

Introduction

State of Wisconsin Statute, Comprehensive Planning, 66.1001 (2) (g), states the Intergovernmental Cooperation Element of a community's comprehensive plan is intended 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."*

Goal and Objectives

Intergovernmental Cooperation Goal

Continue to encourage mutually beneficial relations between the Town of Clinton and other governmental jurisdictions, to increase efficiencies and evade conflicts.

Objective: Maintain open communication and cooperation among area governmental entities, while improving proficiencies and cost savings by sharing services and provisions.

Purpose of Planning for Intergovernmental Cooperation

The primary goal of a governmental unit is to best serve the interests of its constituents in the most responsible, efficient, and economical manner. The contemporary governing model, in which a broad array of overlapping governmental units provides varying levels of service, requires a cooperative, constructive relationship between these units to ensure achievement of this goal.

However, cooperative, constructive relations between governmental units is often difficult, as these units will likely have disparate opinions and methods of how to most responsibly, efficiently, and economically serve their constituents. Furthermore, impediments to cooperative, constructive intergovernmental relations are often exacerbated when overlapping governmental units, such as a County and a Town, provide different services to the same constituents.

Thus, given the contemporary governing model, compromise and communication between governmental units is vital to ensure constructive, cooperative intergovernmental relations, so as to ultimately achieve government's goal of serving all constituents in the most responsible, efficient, and economical manner.

Inventory of Jurisdictions

This section identifies these various governmental units by category, and where relevant, their enabling legislation, governing structure, duties and powers, and long-term planning interests.

General-Purpose Districts - Town, County, and City

General-purpose districts provide a wide array of vital services, including but not limited to, police and law enforcement, street repair and maintenance, and water management, to residents living within their borders. These districts, termed local government units, conform to municipal boundaries and include Towns, Counties, and Cities. General-purpose districts are organized, with powers and duties granted, per *State of Wisconsin Statutes, Chapters 59, 60, 62, and 66*. These *Statutes* designate Counties and Towns as unincorporated local government units, generally providing a narrower array of services to a predominately rural population, and Cities as incorporated government units, generally providing a broader array of services to a predominately urban population. The Town is served directly by two general-purpose districts (Town of Clinton and Rock County) and shares a border with, or is in close proximity to, four other general-purpose districts (three Towns and one Village) in the State of Wisconsin, as well the neighboring counties in Illinois. The following identifies these districts:

Town of Clinton

The Town of Clinton is governed by a Town Board, comprised of five elected supervisors, with one serving as Chair. The Town also has a Clerk, Treasurer, Appraiser and contracted Building Inspector.

The Town's Comprehensive Plan is currently being completed with assistance from Rock County Planning and Development. The Town is planning for residential growth extending both east and west of the Village of Clinton, which would abut the north end of the Town of Turtle's eastern boundary.

Rock County

Rock County, comprised of 20 Towns, three Villages, and six Cities, is governed by a Board of Supervisors, consisting of 29 elected members representing the County's various geographical regions. The County Board of Supervisors, headed by a Chair, sets the County's long-term policies by creating, modifying, or repealing County ordinances, approving the County budget, and staffing various committees governing the County's services. The Board of Supervisors also appoints a County Administrator, responsible for overseeing the daily operations of County services. The Town is within Rock County. The County has fixed boundaries, and its long-range planning interests include preservation of productive agricultural lands and responsible housing, commercial, and light development in appropriate, designated locations.

Town of Bradford

The Town of Bradford is governed by a Town Board, comprised of five elected supervisors, with one serving as Chair. The Town also has their own Clerk, Treasurer, Assessor and Constable.

The Town is currently working on their Comprehensive Plan, to be completed by the fall of 2009, with assistance from the Rock County Planning and Economic Development Agency.

Town of Turtle

The Town of Turtle is governed by a Town Board, comprised of five elected supervisors, with one serving as Chair. The Town Board oversees the daily operations of Town services and sets

the Town's long-term policies by creating, modifying, or repealing Town ordinances, approving the Town budget, and appointing a six-member Planning Commission, as well as a number of committees, which Town Board members also sit on. The Commission hears planning and development proposals, and provides a recommendation regarding proposals and applications to the Town Board. The Town also has a Clerk/Treasurer, Deputy Clerk, Assessor, Fire Chief and Building Inspector. The Town has fixed boundaries, and its long-range planning interests include preservation of productive agricultural lands and responsible housing development in appropriate, designated locations.

Village of Clinton

A Village Board, comprised of a President and six Trustees, governs the Village of Clinton. The Board sets the Village's long-term policies by creating, modifying, or repealing the Village ordinances, approving the Village budget, and staffing various committees governing the Village's services. The Village also has an Administrator/Clerk, tasked with overseeing the daily operations of Village services. In addition, a Treasurer/Deputy Clerk, Public Works Director, Chief of Police and Library Director are employed by the Village.

The Village adopted a Comprehensive Plan in September of 2008, with assistance from Planning Services and Solutions LLC. The Village is interested in pursuing cooperative boundary agreements with the Town of Clinton, and also with the Towns of Bradford, Turtle and La Prairie.

Boone County, Illinois

Boone County borders the Town of Clinton, to the south. It had a 2000 population of 41,786 people and covers 290 square miles. Belvidere is the county seat. They have a Comprehensive Plan that was adopted in 1999.

Special-Purpose Districts - School and Other

Special-purpose districts differ from general-purpose districts by providing a single, or a few, focused services, including but not limited to, public education, fire protection, sewer service, and water management, to residents living within their borders. These districts often cross general-purpose district boundaries, and are organized, with powers and duties granted, per *State of Wisconsin Statute, Chapter 60 and 120*.

Clinton Community School District

This District has 1 elementary school, 1 middle school and 1 high school. A School Board of 7 elected members, with a Superintendent to oversee the District's daily operations, governs it. The eastern portion of the Town is within this District.

Government Representation Districts

State Senate district 15 covers the Town of Clinton, in addition to much of the rest of Rock County. State Assembly district 45 covers the Town of Clinton, in addition to the rest of the eastern portion of the County and the City of Beloit.

There are two United States Senators representing the entire State of Wisconsin, and eight members of congress. The Town of Clinton is within congressional district #1.

State

State governments wield all governmental powers reserved to them, per the United States Constitution. The State of Wisconsin's Constitution dictates the structure of the State government, delineating three branches, the Executive, Legislative and Judicial. The State's

Constitution is carried out through various statutes, administrative codes, and legislative acts. Administration and enforcement of these statutes, codes, and acts is undertaken by State agencies. The Town is served by various State agencies. The following identifies these agencies:

Department of Transportation (WisDOT)

This Department plans, promotes and financially supports statewide air, rail, water, bicycle, and pedestrian transportation systems. This Department is responsible for planning, building, and maintaining the network of state highways and the Interstate highway system in the State of Wisconsin, and also shares the costs of building and operating County and Local government transportation systems. WisDOT has a central office in the City of Madison. The Town is also in the Department's Southwest Region, with offices located in the City of LaCrosse and Madison.

Department of Natural Resources (WDNR)

This Department is dedicated to the responsible management of the State of Wisconsin's natural resources. This Department is responsible for implementing the laws of the State and the Federal government (where applicable) that protect and enhance the State's natural resources, as well as coordinating the many disciplines and programs necessary to provide a clean environment and a full range of outdoor recreational opportunities for citizens of, and visitors to, the State of Wisconsin. WDNR has a central office in the City of Madison. The Town is also in the Department's Southcentral Region, with an office located in the City of Janesville.

Department of Agriculture, Trade and Consumer Protection (DATCP)

This Department is responsible for protecting water and soil, and animal and plant health, promoting the State of Wisconsin's agriculture at home and abroad. DATCP has a central office located in the City of Madison. The Town is also in the Department's Madison Region, with an office located in the City of Madison.

State of Wisconsin Housing and Economic Development Authority (WHEDA)

This Authority links State of Wisconsin residents and communities to affordable housing and economic development opportunities, by providing construction, rehabilitation, and permanent mortgage loans to eligible sponsors of housing projects for low and moderate-income households. The WHEDA office located in the City of Madison serves the Town.

Federal

The United States Government is organized on principles put forth in its Constitution. The United States Constitution delineates three branches of government, the Executive, Legislative, and Judicial, and reserves numerous rights for States. The Constitution is carried out through various laws, regulations, and legislative acts. Administration and enforcement of these laws, regulations, and acts is undertaken by Federal agencies. The Town is served by various Federal agencies. The following identifies these agencies:

United States Department of Agriculture (USDA)

This Department manages the Nation's agricultural resources by expanding markets, both domestically and internationally, for agricultural products, providing financing to expand rural housing, utilities, infrastructure, and job opportunities, reducing food borne hazards, improving health through food assistance and nutrition education, and managing agricultural lands cooperatively with other levels of government and the private sector. A USDA field office located in the City of Janesville serves the Town.

United States Housing and Urban Development Agency (HUD)

This Agency is responsible for national policy and programs that address the Nation's housing needs, thereby improving and developing the Nation's communities. The Town is in HUD's Region 5, with an office located in the City of Milwaukee.

United States Environmental Protection Agency (EPA)

This Agency implements federal regulatory laws, through enforcement and by setting national standards that states enforce through their own regulations, to protect human health and the environment. Almost half of this agency's budget goes towards grants to state environmental programs, various non-profits organizations, and other entities. Additionally, this agency works with various partners, including state and local governments to conserve water and energy, minimize greenhouse gases, re-use solid waste. The Town is in EPA's Region 5, with an office located in the City of Chicago, Illinois.

Intergovernmental Cooperation Issues and Opportunities

This section identifies the Town's Issues and Opportunities regarding Intergovernmental Cooperation.

Potential Concerns and Conflicts

Town officials feel the only concern or conflict regarding intergovernmental cooperation between the Town of Clinton and other jurisdictions is with the Village of Clinton. In particular, storm water runoff from the Village into the outlying Town land is a point of contention. Perhaps the Village and Town can work cooperatively to realize a management plan and potential infrastructure improvements to help divert water in a way that does not negatively affect Town properties.

Land Use Planning Coordination

The Town would like to have a Cooperative Boundary Agreement with the Village of Clinton, to help stave off land use disagreements. And the Village appears to be open to exploring the possibility of an agreement. In the Village's Comprehensive Plan a large portion of Town land is planned for future annexation and development. While the Town realizes that intense uses, such as commercial and industrial, should be serviced by municipal infrastructure, they do not wish to lose some of their agricultural land and open space.

In addition, land use planning involves more than merely deciding where development will take place. There are other aspects, such as trail and recreation planning. Trails often need to cross numerous jurisdictions to be vast and interconnected enough to attract users, and Clinton should continue to cooperate with neighboring jurisdictions in this regard.

Sharing of Provisions

The Town of Clinton, like all local governments, has the task of providing essential 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.

The Town already shares provisions to some extent, with the Village of Clinton and with the County. However, it could prove beneficial to explore further opportunities to share provisions, such as equipment and labor. Perhaps there are ways for the Town to trade provisions, or rent them to other jurisdictions and vice versa, for a nominal fee. Consolidating services is another option, or making joint purchases of equipment, with shared ownership.

Intergovernmental Cooperation Policies

1. Continue open communication with neighboring communities.
2. Work with the Village of Clinton to form a Cooperative Boundary Agreement.
3. Work with the Village of Clinton to rectify stormwater runoff issues that are currently detrimental to Town properties.
4. Explore opportunities and benefits of potential contracting, service consolidation, and/or provision sharing among the Town of Clinton and other jurisdictions.
5. Participate in a Growth Management Coalition led by Rock County.
6. Participate in and promote regional transportation, land use and economic development efforts.