

Town of

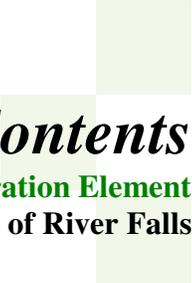
River Falls

*Intergovernmental
Cooperation Element*



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s. 66.101(2)(g) Wis. Stats

**Intergovernmental Cooperation Element
Town of River Falls**

s. 66.101(2)(g) Wis. Stats

The purpose of the *Intergovernmental Cooperation Element* is to provide a compilation of objectives, policies, goals, maps and programs for joint planning and decision making with other jurisdictions, including school 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 and adjacent local governmental units, and to the regions, the state and other governmental units. The element shall incorporate any plans or agreements to which the local governmental unit is a part 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.

Introduction

Intergovernmental Cooperation Element Town of River Falls

Introduction

Given the number and range of public and quasi-public entities that can affect the daily lives of town residents, intergovernmental cooperation is a very important consideration in this plan.

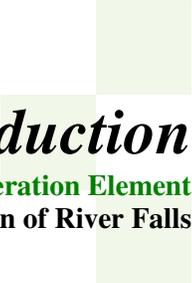
Cooperation can take many forms. Relationships may be informal, based on verbal agreements or other informal arrangements. Or, cooperation may be more formal as expressed in a legally binding agreement. Most intergovernmental cooperation is done for the purpose of delivering services or exercising joint powers. Some cooperation is undertaken to receive services or make cooperative purchases.

Intergovernmental relations can be described as vertical or horizontal. Vertical relationships are those linking a municipality to governments of broader jurisdiction. For example, the relationship between a local unit of government to the state and the federal government is vertical. Actions of one often have a direct bearing on the others. For the most part, this relationship occurs in a top down fashion. For example, when the state adopts a statewide policy plan, it in essence directs future activities with counties, villages, cities, and towns. As discussed in the Transportation Element of this plan, the Wisconsin Department of Transportation has adopted a number of statewide policy plans that directly affect transportation activities within the jurisdictions of local units of government. It is therefore imperative that when such policies are considered, local units of government, individually or cooperatively, work with the appropriate state bodies to develop a mutually beneficial relationship.

■ “Intergovernmental cooperation is any arrangement by which two or more governmental entities work together to address an issue of mutual interest.”

Examples of Intergovernmental Cooperation

- Transfer of Territory (Annexation, Detachment)
- Sharing Information, Staff, Resources, Etc.
- Communication
- Consolidating Services / Trading Services
- Areawide Planning
- Special Purpose Districts Serving Multiple Jurisdictions
- Joint Ventures
- Revenue Sharing
- Boundary Agreements
- Areawide Service Agreement
- Joint Use Of A Facility
- Cooperative Purchasing



Introduction

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Horizontal relationships describe the town's connection to adjacent towns. Together, these relationships cut across each of the nine functional elements of this plan.

Over the years, and most recently with the Kettl Commission (The Commission on State-Local Partnerships) report, there has been a statewide push for consolidating governmental services at the local level. The Kettl Commission calls for the creation of "growth-sharing areas: within which local units of government would collaborate to serve the needs of their citizens. The report recommends that local governments adopt "Area Cooperation Compacts" with at least two other governments in at least two functional areas including: law enforcement, housing, emergency services, fire, solid waste, recycling, public health, animal control, transportation, mass transit, land-use planning, boundary agreements, libraries, parks, recreation, culture, purchasing or e-government. The Commission also advocates for the reform of state aids to municipalities.

Organizational Structure of the Town

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Organizational Structure of the Town

The Town Board of River Falls consists of three board members (one chair, and 2 supervisors). They are elected to a 2-year term, as are the town clerk and town treasurer. It is the Town Board's responsibility to carry out the decisions made at the annual town meeting, as well as to oversee town property, finances, highways, and public services. The Board has the authority to make and adopt ordinances and policies.

The planning committees, in the Town of River Falls, are made up of the Land Use Ad Hoc Committee and the Plan Commission. Their primary purpose is to advise the Town Board on planning issues. Planning committees typically prepare and recommend to the Town Board land-use plans, review development proposals, recommend amendments and the zoning ordinance, and comment upon major public improvements which are likely to affect development within the Town.

The establishment of a planning committee should encourage maximum citizen involvement throughout the planning process. Ideally, planning should be accomplished in a systematic and coordinated manner with other townships and municipalities so that land use plans adopted by towns can be integrated into a single county-wide plan.

The Town has a number of boards, commissions, and committees as listed below.

Town of River Falls Boards, Commissions, and Committees

- | | |
|-------------------------------|---|
| ▪ Land Use Ad Hoc Committee | ▪ Plan Commission |
| ▪ Board of Park Commissioners | ▪ Extraterritorial Zoning Committee |
| ▪ Board of Appeals | ▪ Comprehensive "Smart Growth" Planning Committee |

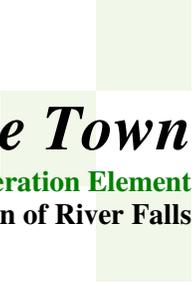
Area Local Units of Government

County Government

The town is situated in Pierce County. The Board of Supervisors consists of 17 county board supervisors each representing a geographic area. Town residents are located in supervisory districts 3 and 8.

Surrounding Towns

Nearby towns in Pierce County are the towns of Clifton, Oak Grove, Trimbelle, Ellsworth, and Martell. The town also borders St. Croix County and the towns of Troy, Kinnickinnic, and Pleasant Valley



Organizational Structure of the Town

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Surrounding Cities and Villages

The town partially surrounds the City of River Falls.

Regional Governing Bodies

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Regional Governing Bodies

Regional Planning Commission (RPC)

There are eight regional planning commissions within Wisconsin created pursuant to §66.0309, Wis. Stats. The governor with consent of local governing bodies creates them. RPCs are formed to provide a wide range of services to local units of government within its geographic boundary, including planning assistance on regional issues, assist local interests in responding to state and federal programs, provide advisory service on regional planning problems, act as a coordinating agency for programs and activities, and provide cost shared planning and development assistance to local governments. A six-county area in the southern part of the state is not served by a RPC (Columbia, Dane, Dodge, Jefferson, Rock and Sauk counties).



The town is located within the Mississippi River Regional Planning Commission, which covers nine counties (Buffalo, Crawford, Jackson, La Crosse, Monroe, Pepin, Pierce, Trempealeau, and Vernon). The Commission was organized in 1964 and is governed by a board of 27 commissioners that are appointed by the county boards and governor. MRRPC's office is located in La Crosse.

Metropolitan Planning Organization

Metropolitan planning organizations (MPOs) are federally-sanctioned entities charged with transportation planning on a regional basis and are designated for each urbanized area in the United States with a population greater than 50,000. Within Wisconsin there are 12 MPOs that take on a variety of forms. Some are housed within existing regional bodies, while others are agencies created for this single purpose. Still others are simply committees staffed by state or county employees.

The town is not located within the jurisdiction of an MPO (Exhibit 5). The closest MPOs is Chippewa-Eau Claire Metropolitan Planning Organization, and it is located roughly 50 miles to the east. As part of the Minneapolis-St. Paul Metropolitan Statistical Area (MSA), the town is more likely to be affected by the Twin Cities MPO. The Twin Cities

Regional Governing Bodies

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Metropolitan Council serves as the MPO, and much of the MSA is within the boundaries of the Metropolitan Council's jurisdiction.

MPOs are administered by a board consisting primarily of elected officials from the local jurisdictions within the geographic boundary of the MPO. Funding for MPOs is provided through a combination of federal, state, and local funds. Each MPO is governed by a board consisting primarily of chief elected officials who represent different parts of the area served by the MPO. A technical committee (typically referred to as a Technical Advisory Committee or TAC) advises the policy board. In some MPOs, a citizen advisory committee and other specialized committees serve as advisory bodies to the policy board.



Over the years, the responsibilities of MPOs have changed, but currently, MPOs fulfill several important roles. First, they prepare and adopt a long-range transportation plan that provides a multi-modal investment strategy for meeting the mobility needs of people and businesses within its jurisdiction. Second, an MPO has the responsibility of developing a short-range transportation improvement program to prioritize federally funded improvement projects. MPOs also ensure that state and federal requirements relating to regional transportation planning are implemented.

Special Purpose Districts

Special purpose districts are local units of government that are created to provide a specified public service. Like municipalities, special purpose districts derive their authority from state statutes. They have geographic boundaries that may or may not coincide with those of counties, villages, cities, or towns. Once a special district is created, it becomes an autonomous body often with its own taxing authority. In a few instances, state statutes create unique districts (e.g., professional team districts) but typically authorize counties, towns, cities, and villages to create special districts according to the requirements contained in the statutes. The following chart provides a sample of non-educational special purpose districts authorized by state statute. Local school districts and the vocational educational districts in the state are also considered special districts because they have been created to provide a single service – education.

Regional Governing Bodies

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Sample of Non-educational Special Purpose Districts in Wisconsin

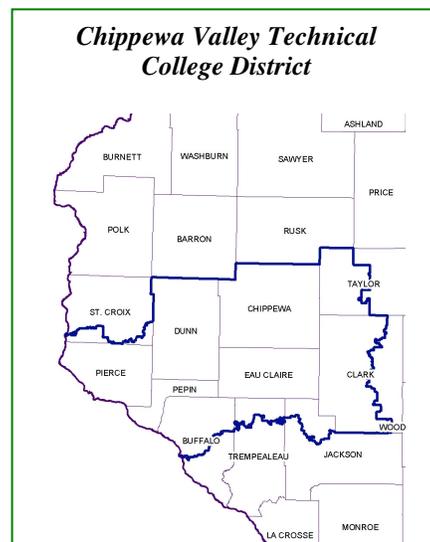
Type of District	State Authorization
<ul style="list-style-type: none"> ▪ Metropolitan sewerage district ▪ Town sanitary district ▪ Drainage district ▪ Public inland lake protection and rehabilitation district ▪ Local exposition districts ▪ Local professional baseball park district ▪ Local professional football stadium district ▪ Local cultural arts district ▪ Architectural conservancy district 	<ul style="list-style-type: none"> ▪ Chapter 200 ▪ Subchapter IX, Chapter 60 ▪ Chapter 88 ▪ Chapter 33 ▪ Subchapter II, Chapter 229 ▪ Subchapter III, Chapter 229 ▪ Subchapter IV, Chapter 229 ▪ Subchapter V, Chapter 229 ▪ §66.1007

School District

The town is located in the River Falls School District, except for the far southeastern corner of the town, which is located in the Ellsworth School District. The River Falls School District is governed by a board of 7 members. Board members may serve on various subcommittees of the Board. The School Board meets the third Monday of each month at the High School.

Technical College District

In Wisconsin there are 16 technical college districts. The town is located in the Chippewa Valley Technical College District. The District is governed by 9 board members, serving staggered three year terms. It has campuses located in Chippewa Falls, Eau Claire, Menominee, Neilsville, and River Falls.



State Agencies

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State Agencies

By virtue of their roles, there are a number of state agencies that are integral partners in town policies, programs, and projects.

Department of Natural Resources (DNR)

The DNR has a wide range of statewide responsibilities for environmental quality, state parks, and recreation. From an organization standpoint, the DNR is divided into five regions as depicted in the Department of Natural Resources Region map. The town is located in the West Central Region of the state.

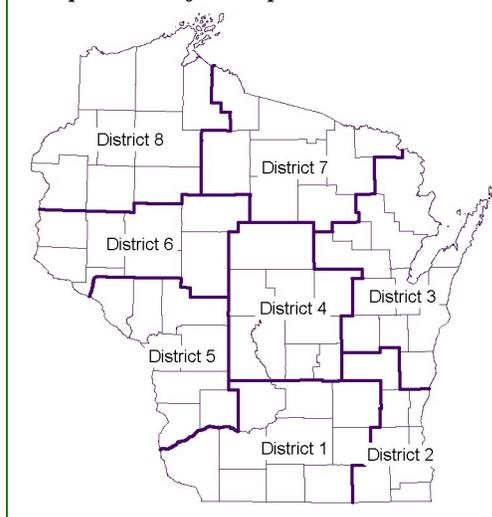
Department of Natural Resources Regions



Department of Transportation

The Wisconsin Department of Transportation (WisDOT) is divided into eight districts for administrative and programmatic purposes. The town is located in District 6. The district office is located in Eau Claire.

Department of Transportation Districts



State Agencies

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Department of Commerce

The Department of Commerce is another state agency with regulatory responsibility. The Safety and Buildings Division administers and enforces state laws and rules relating to building construction, safety and health. Plan review and site inspection are part of the division's role in protecting the health and welfare of people in constructed environments.

Department of Agriculture, Trade and Consumer Protection

The Department of Agriculture, Trade and Consumer Protection (DATCP) has regulatory duties concerning the Farmland Preservation Program and certain agricultural practices.

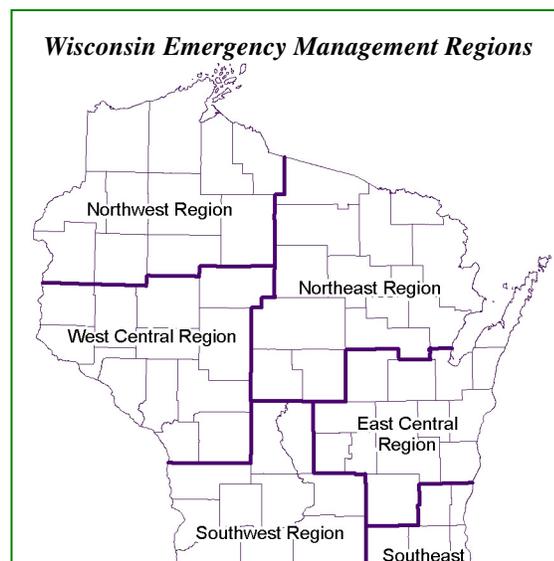
Department of Revenue (DOR)

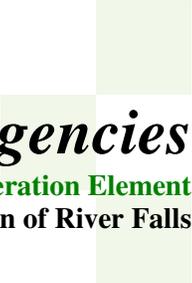
The Department of Revenue is responsible for assessing real estate under its purview. Because of its role, there is little interaction between DOR and the town.

Department of Administration (DOA)

The Department of Administration fulfills a number of functions. It reviews annexation requests, incorporations, and cooperative boundary plans. Additionally, the Land Information Office (LIO) within DOA is charged with identifying ways to enhance and facilitate planning of local governments and improve coordination and cooperation of state agencies in their land use activities. LIO also provides technical assistance and advice to state agencies and local governments with land information responsibilities, among other things. LIO will review this comprehensive plan to ensure consistency with the State's 'Smart Growth' legislation.

Along with regulating local activities, all of these agencies provide information, education and training and maintain funding programs to assist local governments in development efforts and maintaining a basic level of health and safety.





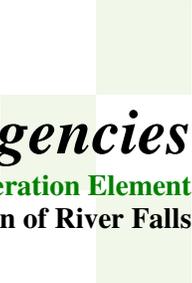
State Agencies

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Wisconsin Emergency Management (WEM)

Wisconsin Emergency Management is charged with a wide range of responsibilities for disaster mitigation, planning, response, and education. It administers a number of grants to local communities and is responsible for preparing and administering several statewide policy plans. Most recently, it completed a statewide hazard mitigation plan for natural and technological hazards in conformance with the Disaster Mitigation Plan of 2000.

Regional directors are located in each of the six regional offices throughout the state. They work directly with municipal and county programs in planning, training exercising, response and recovery activities, as well as the coordination of administrative activities between the Division and local governments. When disasters and emergencies strike, they are the Division's initial responders and serve as field liaisons with the state. The office of the West Central Region is located in Eau Claire.



Interstate Agencies

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Interstate Agencies

As allowed by the state's constitution, Wisconsin is party to a number of interstate organizations and compacts.

The **Lower St. Croix Management Commission** was created by a 1973 cooperative agreement to provide a forum for discussion of problems and programs associated with the Lower St. Croix Scenic Riverway. It is composed of three voting members, one from the National Park Service, and one from each state's Department of Natural Resources. A commissioner of the Minnesota-Wisconsin Boundary Area Commission serves as a nonvoting member. The Commission coordinates

- Planning
- Land acquisition
- Development
- Protection
- Riverway management

The **Minnesota-Wisconsin Boundary Area Commission** is a joint effort by the two states to study, make recommendations, and coordinate government action related to protection, use, and development of the land and water forming the boundary between the two states. There are five members serving on the commission, and it is supported by a Legislative Advisory Committee and a Technical Advisory Committee.

Nongovernmental Organizations

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Nongovernmental Organizations

In addition to governmental organizations there are other types of organizations that can affect the daily lives of town residents. These may include a chamber of commerce, non-profit organizations, and similar organizations that are actively working to promote the quality of life in the area. It is imperative that governmental and nongovernmental organizations work together for the good of all residents. The following section briefly describes some of these organizations and how they are organized and their purpose.

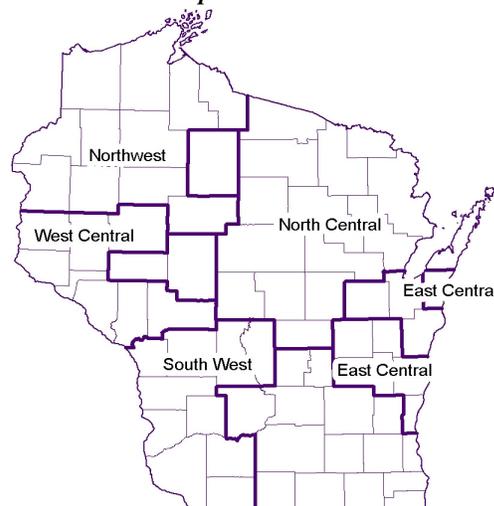
Forward Wisconsin

Forward Wisconsin, Inc., is a public-private statewide marketing and business recruitment organization. It was created in 1984 as a not-for-profit corporation. Its job is marketing outside Wisconsin to attract new businesses, jobs and increased economic activity to the state. It is governed by a board of directors, which reflects the public-private partnership. Governor Jim Doyle is chairman of the board. Private sector representation includes Wisconsin's utilities, banks, educational institutions, investment firms, law firms, and manufacturers. Public sector representation includes four state legislators and the Secretary of the Department of Commerce. Funding for Forward Wisconsin comes from private-sector contributors and from the state through a contract with the Wisconsin Department of Commerce. Forward Wisconsin is headquartered in Madison and has offices in Eau Claire, Milwaukee, and Chicago.

International Trade, Business and Economic Development Councils

Since 1992, five regional International Trade, Business and Economic Development Councils (ITBECs) have been created in Wisconsin to expand economic development in the state by promoting tourism from foreign lands and the exporting of Wisconsin products to other countries. ITBECs are a public-private partnership between business leaders, county elected officials, and tribal representatives. What began as 11 counties in the northwest part of the state now includes 54 counties. The Town of River Falls is located in the West Central ITBEC.

*International Trade, Business and Economic
Development Councils*



Nongovernmental Organizations

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Resource Conservation and Development Councils

Resource Conservation and Development Councils (RC&Ds) are private, non-profit organizations created pursuant to state enabling legislation to improve the social, economic, and environmental opportunities of the area. Nationally, there are more than 200 districts and there are five in Wisconsin. The town is located in the River Country RC&D.

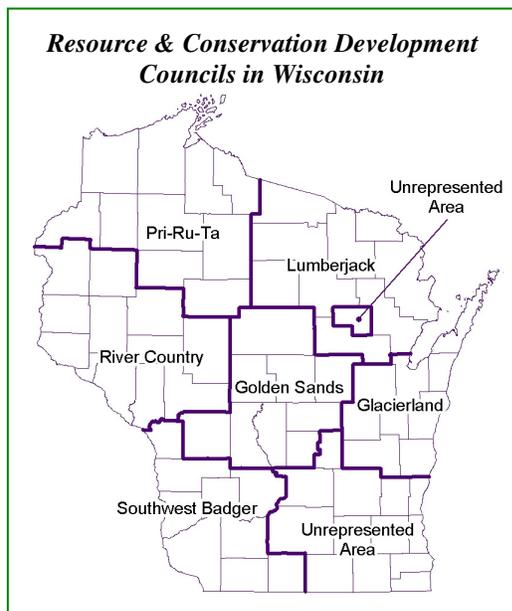
Working through its RC&D council, local citizens provide leadership and work together to set program priorities. Each RC&D district establishes an area plan (also known as a resource conservation and utilization plan), which provides direction for the council in making community improvements and conducting activities. A variety of government agencies, organizations, and companies provide assistance in accomplishing program goals.

- The mission of the Lumberjack RC&D Council is to conserve, develop, and utilize local resources to raise the level of economic activity and enhance the environment and standard of living in the area.”

RC&D councils have broad authority to seek help from a variety of sources including federal or state agencies, local government, community organizations, and private industry. Help may be technical or financial assistance in the form of donations, loans, grants, or cost-sharing programs.

Recent activities of the River Country Council include the following:

- **Alternative Rural Enterprise Workshop** – Hosted a showcase for new sources of income for rural citizens.
- **Farm-a-syst and Field-a-syst** -- Helped landowners assess environmental risk to ground and surface water in Buffalo County.
- **Western Wisconsin Land Information Network** – 15 counties networking on modernization and automation of land records.
- **Balsam Branch Partnership** – A collaborative effort of several Polk County landowners to provide environmental education and recreation for all ages throughout the four seasons.
- **Alternative Value-Added Agriculture** - - Provided baseline information to producers on value-added products and markets.





Nongovernmental Organizations

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- ***Forest Products Technology Transfer*** – Sharing of research and technology developed at the US Forest Products Lab with potential end-users.

Existing Intergovernmental Cooperation

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Existing Intergovernmental Cooperation

State statutes set up a number of tools for local units of government to formally cooperate on a number of issues of common concern. The following chart summarizes these tools and the following sections describe them in more detail and if the town is currently using them.

Types of Intergovernmental Agreements				
	General Agreement	Stipulation and Order	Revenue Sharing Agreement	Cooperative Boundary Agreement
State Authorization	§66.0301	§66.0225	§66.0305	§66.0307
Uses	Services	Boundaries	Revenue sharing	Boundaries, services, & revenue sharing
Who decides?	Participating municipalities	Municipalities involved in the lawsuit, the judge, and area residents if they request a referendum	Participating municipalities	Participating municipalities and Department of Administration, Municipal Boundary Review
Referendum?	No	Binding referendum possible	Advisory referendum possible	Advisory referendum possible

Source: *Intergovernmental Cooperation*, Wisconsin Department of Administration

General Agreements

State statute (§66.0301) authorizes local units of government to cooperate for the “receipt or furnishing of services or the joint exercise of any power or duty required or authorize by law”. The town has a mutual aid agreement with surrounding towns for fire and emergency medical services.

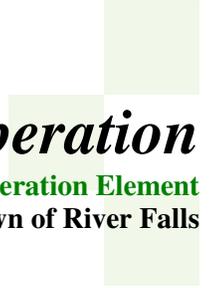
Stipulations and Orders

Section 66.0225, Wis. Stats., allows local units of government to resolve an on-going legal battle over a boundary conflict with a legally binding stipulation and order. The town is not party to a stipulation and order.

Existing Intergovernmental Cooperation

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Existing Intergovernmental Cooperation

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Municipal Revenue Sharing Agreements

Under §66.0305, Wis. Stats., adjoining local units of government can share taxes and fees with a municipal revenue-sharing agreement. This type of agreement can also include provisions for revenue sharing. The town is not party to any revenue sharing agreement.

Cooperative Boundary Agreements

Cooperative boundary agreements (§66.0307, Wis. Stats.) can be used to resolve boundary conflicts between villages, cities, and towns and may include revenue sharing or any other arrangement. With adoption of a cooperative boundary agreement, the rules of annexation do not apply.

A cooperative boundary commission has been formed with members from the City of River Falls and its surrounding towns (Troy, Kinickinnic, River Falls, and Clifton). The draft Cooperative Boundary Plan identifies the sewer service area boundary line (adopted through the Sewer Service Area Water Quality Management Plan for the year 2000-2020) as a base for the cooperative boundary line. However, these communities have not yet established a cooperative boundary agreement.

Existing or Potential Areas of Conflict

The Town of River Falls enjoys a good working relationship with the surrounding towns. It is imperative that this cooperation continues through the implementation of this plan and those of the surrounding towns. There are goals and objectives throughout this document that describe the ways in which River Falls will attempt to avoid and/or minimize conflict with its surrounding neighbors.

Extraterritorial (ETZ) Area

When established in 1987 this area of the Town included that portion within 1 ½ miles from the city limits. This area represents only about 1/3 of Town land area, but over ½ of the Town development is in the ETZ. This development consists of residential and commercial land uses. Since the population of the City of River Falls has increased to the level of a third class city, the extraterritorial plat review zone has been extended to 3 miles from the corporate limits.

The Town and the City control the zoning through the ETZ Committee, which consists of three members from the Town and three members from the City. The residents in this area have experienced problems with the development and encroachment of the City of River Falls as property within the ETZ becomes annexed to the City.

Cooperative planning with the City is continuously ongoing. This is required to provide the necessary course to protect the Town residential area. In so doing the Town needs to establish policies to meet these goals.

Goals, Objectives and Policies

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S.W.O.T. Analysis

On July 24, 2003 a Strengths, Weaknesses, Opportunities, and Threats analysis was conducted with the town's Smart Growth Advisory Committee. Strengths identified with respect to housing included:

- 1) Talented people
- 2) Strong involvement in planning process

Weaknesses identified included:

- 1) Divided objectives
- 2) Animosity & suspicious relationship between the Town and City of River Falls
- 3) No permanent legal boundary with City of River Falls
- 4) City of River Falls allowing numerous recent developments
- 5) Not having a cooperative boundary with the City of River Falls
- 6) The lack of equal consideration by the City regarding transportation, land use, etc.
- 7) Not a broad base of people governing the town
- 8) Have to deal with the county on zoning
- 9) Limited planning resources – no permanent staff, no GIS system, limited money

Community Survey

A community survey was completed on June 4, 2003. Seventeen hundred surveys were mailed out to town residents, and 35 percent (601 surveys) were returned. Questions pertaining to intergovernmental cooperation found the following:

Do you feel you are adequately represented by the Town of River Falls regarding joint issues affecting the:

	Yes	No	Not sure	No response
a. Town and the City	43%	24%	30%	3%
b. Town and the County	44%	17%	37%	2%
c. Town and the State	34%	18%	45%	3%

Do you want to see a legally binding agreement regarding the land boundary between the Town and the City?

Yes	49%
No	14%
Not sure	35%
No response	2%

Goals, Objectives and Policies

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Goals and Objectives

Goal 1: Enhance intergovernmental cooperation.

Objective: Foster a cooperative working relationship with the City of River Falls.

Objective: Communicate with nearby towns, municipalities, school districts, special districts, and other government entities to discuss common issues and solutions.

Objective: Coordinate the siting, building, and redevelopment of public facilities and the sharing of public services with possible

Objective: Continue to share services with neighboring jurisdictions to provide for residents and businesses in the most efficient and cost-effective manner.

Objective: Enhance coordination/communication with the DNR, DOT, and other state agencies.

Objective: Work with state officials involved with property taxation to assure equitable distribution of the property tax burden.

Objective: Work with the city and county in developing land-use plans, policies, ordinances, and enforcement of such.

Objective: Work with the state and county to develop standards regarding large-scale farming.

Goal 2: Encourage citizen participation.

Objective: Provide opportunities for resident involvement in the functions and operation of the town.

Objective: Encourage residents to become involved in their community.

Objective: Educate new residents to the Town of River Falls services

Goal 3: Avoid farmer/non-farmer conflicts.

Objective: Educate residents concerning the use and development of land within the Town.

Goals, Objectives and Policies

Intergovernmental Cooperation Element

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Objective: Build awareness among residents regarding agricultural concerns such as line-fence maintenance, manure handling, after-hours machinery operation, etc.

Policies and Implementation Strategies

Policy: Establish a land use plan within the ETZ

1. Support the existing parcels in preserving the existing town rural development
2. Protect and stabilize property values through avoidance of incompatible uses
3. Limit congestion on town roads and preserve rustic road character
4. Preserve open space within and around development
5. Consider cluster/conservation design development as part of plan process

Policy: Enter into a boundary agreement with the City of River Falls to guide where certain types of development occur and preserve open space to the extent possible.

Policy: Initiate joint Plan Commission meetings with surrounding jurisdictions.

Policy: Support efforts of neighboring communities to attract quality industrial development in industrial parks with full urban services.

Policy: Work with the County and adjoining municipalities to prepare more detailed inventories of environmental features to be designated as conservancy.

Policy: Coordinate the siting, building, and redevelopment of public facilities and the sharing of public services when possible.

Policy: Maintain existing service sharing agreements with neighboring communities and explore opportunities to create new alliances.

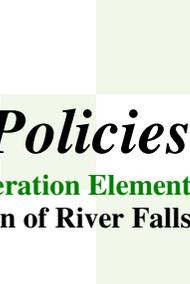
Policy: Invite area city and town governments and school districts to participate in facility planning meetings.

Policy: Provide residents with the opportunity to review draft plans, propose plan amendments, and participate in the development of rules and regulations.

Policy: Provide citizens with up-to-date information on community events, issues affecting the town, the planning process, and their opportunities to participate.

Policy: Seek out and use the skills and expertise of residents to serve on volunteer committees.

Policy: Encourage residents to get out and vote.



Goals, Objectives and Policies

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Policy: Support programs and events that help integrate new residents into the community.

Policy: Encourage cultural activities through the school, civic clubs, private organizations, and foundations.