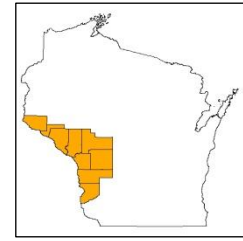


## CHAPTER 8 – INTERGOVERNMENTAL COOPERATION



As required by Wisconsin Statutes Sec 66.1001(2)(g), this element will examine 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 MRRPC unit to counties, cities, villages, towns, school districts, other RPCs in the state, state government agencies, technical colleges, universities, and federal government entities, including Ft. McCoy, a US Army installation in Monroe County. The element will discuss the MRRPC's involvement with plans or agreements to which it is a party under Wisconsin State Statutes 66.0301, 66.0307, and 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. This element lists examples of intergovernmental cooperation that the MRRPC has achieved with other units of government.

### ANALYSIS OF THE MISSISSIPPI RIVER REGIONAL PLANNING COMMISSION'S (MRRPC'S) RELATIONSHIP WITH OTHER GOVERNMENTAL UNITS

#### Analysis of MRRPC's Relationship with Local Governments

The following analyzes the MRRPC's Relationship with local governments that comprise of counties, cities, villages, towns and school districts.

**Counties:** The MRRPC owes its existence to its member counties who created it in 1964 by petitioning the governor for its creation in 1964. Since then the MRRPC has been providing planning and economic development services for its member counties and their cities, villages and towns. The MRRPC member counties provide the base funding to the MRRPC that allow it to carry out its planning and economic development function. The nine counties of Buffalo, Crawford, Jackson, La Crosse, Monroe, Pepin, Pierce, Trempealeau and Vernon are authorized members of the MRRPC, see Map 1.01. Some examples of services the MRRPC provides are: comprehensive planning, zoning, hazard mitigation planning, park and recreation planning, grant writing, geographic information system mapping, economic development plans, acting as a coordinator for multi-governmental programs and activities, advocating public policy positions on local and regional issues and providing business loans. The MRRPC and its member counties' relationship and responsibilities are described in detail in Wisconsin State Statute 66.0309. No intergovernmental conflicts with counties were identified in the planning process.

**Cities and Villages:** The MRRPC does not have a formal ongoing agreement with the cities and villages in the region. As part of its planning and economic development service function the MRRPC often provides these services to cities and villages on a contractual basis. Some examples of services the MRRPC provides are: comprehensive planning, zoning, hazard mitigation planning, park and recreation planning, grant writing, geographic information system mapping, economic development planning, acting as a coordinator for multi-governmental programs and activities, advocating public policy positions on local and regional issues and providing business loans. The MRRPC also collects social, economic, infrastructure, natural resource, housing, economic development and public facility information on its cities and villages to assist it in its regional planning function that also assists the village and cities with their local plans and projects. There are 50 villages and 22 cities in the region, see Map 1.01. No intergovernmental conflicts with cities or villages were identified in the planning process.

**Towns:** The MRRPC does not have a formal ongoing agreement with any town in the region. As part of its planning and economic development service function the MRRPC often provides these services to towns on a contractual basis. Some examples of services the MRRPC provides are: comprehensive planning, zoning, hazard mitigation planning, park and recreation planning, grant writing, geographic information system mapping, economic development planning, acting as a coordinator for multi-governmental programs and activities, advocating public policy positions on local and regional issues and providing business loans. The MRRPC also collects social, economic, infrastructure, natural resource, housing, economic development and public facility information on its towns to assist in its regional planning function that also assists the towns

with their local plans and projects. There are 146 towns in the region, see Map 1.01. No intergovernmental conflicts with towns were identified in the planning process.

**School Districts:** The MRRPC does not have a formal ongoing agreement with school districts in the region. As part of its planning and economic development service function the MRRPC has at times provided these services to school districts. Some examples of services include population projections, school bus route planning, and Safe Route to School Plans. The MRRPC also collects social, economic, infrastructure, natural resource, housing, economic development and public facility information on all its local governments to assist in its regional planning function that also assists the region's school districts with their plans and projects. There are 45 school districts in the region, see Map 4.11. No intergovernmental conflicts with school districts were identified in the planning process.

**Regional Planning Commissions (RPCs):** The MRRPC has an ongoing working relationship with the other eight regional planning commissions in the state through the Association of Wisconsin Regional Planning Commissions (AWRPC). All nine RPCs are members and actively participate in AWRPC. AWRPC is a voluntary association that meets on a quarterly basis to exchange information with each other, as well as with federal and state agencies. The AWRPC serves as a clearinghouse for State agency communications and involvement with RPCs. The MRRPC nine county region borders the Southwest RPC on the South, the North Central Wisconsin RPC on the East, the West Central RPC to the North and the Mississippi River and the State of Minnesota on the West. All regional planning commissions that the MRRPC shares a border with have Regional Comprehensive Plans. No intergovernmental conflicts with the other eight regional planning commissions were identified in the planning process. Map 8.01 shows the nine Regional Planning Commission boundaries in Wisconsin.

#### **Analysis of MRRPC's Relationship with Wisconsin State Government and Its Agencies**

The following analyzes the MRRPC's Relationship with state universities in the region and state agencies the MRRPC has had a working relationship with.

**Technical Colleges:** The MRRPC does not have a formal ongoing agreement with the region's technical colleges. As part of its planning and economic development service function the MRRPC has provided services at times to technical colleges. Some examples include assisting the colleges with grant applications to federal and state agencies, industry cluster based economic development initiatives to assist the technical colleges in designing training and education programs around regional industry needs. The MRRPC also collects social, economic, infrastructure, natural resource, housing, economic development and public facility information on all its local governments to assist in its regional planning function that also assists the region's technical colleges with their plans and projects. The three technical colleges in the region and their main campus locations are: Chippewa Valley Technical College in Eau Claire WI, Western Technical College in La Crosse WI, and Southwest Technical College in Fennimore WI, see Map 7.03. No intergovernmental conflicts with technical colleges were identified in the planning process.

**Universities:** The MRRPC does not have a formal ongoing agreement with the region's universities. The MRRPC relationship with its universities has mostly been one of a customer. Examples include the universities supplying interns to the MRRPC or the MRRPC contracting with a university department to conduct surveys or advise us on research methodology or a planning project. The MRRPC also collects social, economic, infrastructure, natural resource, housing, economic development and public facility information on all its local governments to assist in its regional planning function that also assists the region's Universities with their plans and projects. The three universities in the region include U.W. River Falls, U.W. La Crosse, and Viterbo University in La Crosse WI, see Map 7.03. No intergovernmental conflicts with universities were identified in the planning process.

**Wisconsin Department of Natural Resources (WDNR):** The MRRPC relationship with the WDNR revolves around the MRRPC's planning activities that involve WDNR regulations and recommendations on protecting environmental features, plants and animals. In addition the WDNR has jurisdiction over the state's waterways and oversees floodplain and shoreland regulations that are enforced through county and municipal zoning ordinances. The WDNR also regulates fishing and hunting and does have ownership and/or management authority over numerous properties in the region that are integral to many communities recreation opportunities and the region's quality of life (these properties are listed in Chapter 5 - Utilities,

Community Facilities and Energy and in Chapter 6 - Agricultural, Natural and Cultural Resources ). No intergovernmental conflicts with the WDNR were identified in the planning process.

**Wisconsin Department of Transportation (WDOT):** The MRRPC has an annual contract with the Wisconsin DOT to undertake transportation planning activities at the local and regional level involving highways, air, water, rail and public transit. Each year the MRRPC staff meet with WDOT staff to go over the coming year's work plan. No intergovernmental conflicts with the WDOT were identified in the planning process.

**Wisconsin Department of Administration (WDOA):** The MRRPC uses the population and housing estimates produced by WDOA on a regular basis in its planning activities. The WDOA administers the state comprehensive planning grant program. The MRRPC becomes involved with the DOA directly or on behalf of communities in applying for and administering this grant program. In addition the WDOA administers the U.S. Department of Housing and Urban Development's Community Development Block Grant Program for housing, public facilities, and economic development. The MRRPC often assists communities and counties in grant writing and then administering these funds when grants are successful. No intergovernmental conflicts with the WDOA were identified in the planning process.

**Wisconsin Department of Agriculture Trade and Consumer Protection (DATCP):** The MRRPC utilizes the agricultural production information and land use data produced by DATCP to help it provide quality planning and economic development services to the region. The DATCP also administers the state's Farmland Preservation Program and Working Lands Initiative. The MRRPC often assists counties in applying for grants from these programs and assisting them in the undertaking the agriculture planning activities that these programs call for. No intergovernmental conflicts with the DATCP were identified in the planning process.

**Wisconsin Emergency Management (WEM):** WEM administers most of the U.S. Department of Homeland Security Programs and the Federal Emergency Management Agency Programs in the State of Wisconsin. The MRRPC often assists communities and counties in grant writing and may administer these funds when grants are successful. The grants have been used for such things as: flood prone property acquisition programs, flood prone property relocation programs, developing hazard mitigation plans for local governments, flood proofing of residential and commercial properties. In the past WEM contracted with the MRRPC to prepare a hazard mitigation guide for communities in the state and served on WEM's state hazard mitigation plan committee to oversee the development of the State Hazard Mitigation Plan. No intergovernmental conflicts with the WEM were identified in the planning process.

**Wisconsin Economic Development Corporation (WEDC):** WEDC is a new state agency that came into existence in 2011. WEDC is headed by the Governor and is the state of Wisconsin's lead economic development organization charged with creating jobs for the state. WEDC was originally charged with administering the HUD Community Development Block Grant Program funds for economic development but administration of that program was transferred to WDOA in the summer of 2013. WEDC still administers eight state programs involving loans or grants as well as four state tax credit programs. The MRRPC has a regional planning and economic development mission so cooperatively coordinating both our programs is important to maximize service delivery to our communities and businesses. No intergovernmental conflicts with the WEDC were identified in the planning process.

### **Analysis of MRRPC's Relationship with the U.S. Government and its Agencies**

**Fort McCoy:** Fort Mc Coy is a 60,000 acre U.S. Army installation with land use agreements for another 62,000 acres in Monroe and Jackson counties see Map 7.03. It has a "Power Projection Platform Mission". This mission involves organizing, training, and deploying troops for wars such as Iraq and Afghanistan. Once troops are fully organized and trained at Fort Mc Coy they are bussed to nearby Volk Field in Camp Douglas for air transport. The Fort has many other mission responsibilities too. Well over 110,000 military and Department of Defense related personnel train at the Fort annually. Fort Mc Coy's multiple missions have an annual economic impact that ranges from over \$450 million to \$1.3 billion annually. The MRRPC has had two major regional planning projects involving Fort Mc Coy. The first was in 2004 that resulted in the production of a regional document titled "*A Plan to Position the Fort Mc Coy and the Volk Field Region as the Best Four Season Region in the Nation*

*to Train and Care for our Nation's Defense Personnel and their Families.* This regionally developed document was hand delivered to the Department of Defense by Governor Doyle in late 2004 in response to the Pentagon's upcoming 2005 Base Realignment and Closure Program. The MRRPC's second major involvement with Fort Mc Coy was in partnership with Monroe County and Fort McCoy in developing a Joint Land Use Study for the area surrounding Fort Mc Coy. This study involved studying and mapping potential land use conflicts around the Fort and developing solutions for resolving them. This study was completed in the summer of 2013 and forwarded on to the Department of Defense, who recommended the Study be conducted back in 2008. It is hoped that now after fulfilling this recommendation and the Plan for the Fort Mc Coy and Volk Field Region mentioned previously that Fort Mc Coy will maintain and grow its current mission responsibilities and not be interrupted by future Base Realignment Closure decisions by the Pentagon so its \$450 million to \$ 1.3 billion annual impact on the regional economy will continue. Fort McCoy's Boundaries are shown in all of the Land Use Maps in Chapter 7. No intergovernmental conflicts with Fort Mc Coy were identified in the planning process.

**U.S. Department of Commerce – Economic Development Administration (EDA):** The EDA provides economic development funding to communities and counties that have infrastructure projects such as industrial parks and incubators that demonstrate through the grant application process a strong likely hood to create jobs. Many industrial parks in the Mississippi River Region have been funded in part from EDA funding. In addition EDA also funds business revolving loan funds that the Mississippi River Region has benefited from, with three being established. EDA also funds regional economic development planning activities that can result in multi-county economic development districts being designated that serve as a coordinator for EDA programs in a given district or region. The MRRPC qualified for this district designation in 1977 and has since worked with its communities and counties and the EDA in successfully having \$ millions in federal funding awarded for economic development projects across the region. No intergovernmental conflicts with the EDA were identified in the planning process.

**U.S. Army Corp of Engineers (ACE):** The MRRPC has limited interaction with the U.S. Army Corp of Engineers. Areas of potential interaction involve the Mississippi River lock and dams and maintaining the river's minimum eight foot navigational channel over which the ACE has jurisdiction. In addition, wetlands located throughout the Region that are less than five acres in sized are regulated and under the jurisdiction of the U.S. Army Corp of Engineers. No intergovernmental conflicts with the U.S. Army Corp of Engineers were identified in the planning process.

**Federal Emergency Management Agency (FEMA):** The MRRPC's relationship with FEMA has been through the numerous programs this federal agency administers. The FEMA is involved with developing floodplain maps for the nation's communities. The MRRPC regularly uses these maps as part of its community and regional planning function. The FEMA also administers disaster aid to communities, businesses and individuals. The MRRPC has assisted communities in applying for disaster aid to fund repair of damaged public infrastructure from flooding. FEMA also funds voluntary flood prone property acquisition programs that the MRRPC has provided grant writing assistance on and program administration to help relocate homes, businesses and public buildings from flood prone areas. In addition FEMA provides funding to communities and counties to prepare hazard mitigation plans that the MRRPC assists local governments in apply for as well as assist in preparing the local government's hazard mitigation plan. No intergovernmental conflicts with the FEMA were identified in the planning process.

**U.S. Department of Agriculture (DOA):** The MRRPC's relationship with the DOA is usually through their Rural Development Program that provides grants and loans to rural communities and businesses. The MRRPC has participated in the Rural Business Opportunity Grant Program and the Rural Business Enterprise Grant program to assist with economic development projects in the region. No intergovernmental conflicts with the DOA were identified in the planning process.

#### **Plans and Agreements Entered Into Under Wisconsin Statutes. 66.0301, 66.0307 or 66.0309**

**66.0301 Intergovernmental Cooperation:** The MRRPC does not have any Intergovernmental Cooperation Agreement with any local government as defined in Wisconsin Statute 66.0301.

**66.0307 Boundary Change Pursuant to Approved Cooperative Plan:** Since this Statute applies only to cities, villages and towns the MRRPC does not have any Cooperative Plan regarding a boundary change; the MRRPC involvement with the Statute would be assisting local governments in preparing their Cooperative Plan.

**66.0309 Creation, Organization, Powers, and Duties of Regional Planning Commissions:** The MRRPC was organized under this Statute in 1964 and has been in existence since then operating according to its provisions in providing planning and economic development services in the region.

### **Existing or Potential Conflicts with Other Governmental Units and Proposed Process to Resolve Them**

A component of the planning process is identifying existing and potential conflicts between various government jurisdictions and providing ways to address them. Previously in the plan, existing and potential land use conflicts were identified in the Land Use Element along with a method to address the conflicts. There were no additional intergovernmental conflicts identified during the planning process. The MRRPC will continue to monitor policies/plans/actions of governmental units and agencies during the planning period. If any conflicts arise or are identified the MRRPC will attempt to meet or facilitate a meeting of the governmental unit(s) or agency(s) involved to resolve the conflict.

### **Some Regional Intergovernmental Cooperation Examples in the Mississippi River Region**

To help encourage intergovernmental cooperation throughout the Mississippi River Region the following working examples are provided that could be additionally supported or replicated by others.

- Creating the MRRPC by the nine counties petitioning the governor to form a regional planning commission in Western Wisconsin
- Counties, cities, villages, banks, and utility companies in Pierce, Pepin, Buffalo, Trempealeau, Jackson, La Crosse, Monroe, Vernon and Crawford and the U.S. Department of Commerce – Economic Development Administration and MRRPC all pooling funds and support to create regional revolving loan funds across the region for business financing.
- Through cooperative efforts between the Wisconsin DOT, U.S. DOT, MRRPC, City of Prairie du Chien, Crawford County, La Crosse County, and Vernon County, local communities, businesses and health care institutions the Scenic Mississippi Regional Transit Bus Service (SMRT) began in December of 2012. The service is a public transportation service used by the general public providing affordable, efficient, and accessible fixed route daily public transportation service.
- Shared wastewater treatment plant use between the City of Cashton and Village of Melvina
- Shared wastewater treatment plant use between Town of Seneca, Village of Mt. Sterling and Village of Lynxville.
- Shared wastewater treatment plant use between the City of Whitehall and City of Blair
- Shared wastewater treatment plant use between City of La Crosse, City of Onalaska, Town of Shelby, Town of Campbell, and City of La Crescent
- La Crosse, Sauk, Monroe, Richland, Vernon, Chippewa, Crawford, Marinette, Juneau, and Rock counties jointly creating a corporation (Mississippi Valley Health Services) to lease the Lakeview Health Center in West Salem based on a membership fee and monthly per-diem rate for each resident they have in the facility in order to save money and finance the facility based on each county's use.
- Shared use of Xcel Energy's waste to energy facility and the La Crosse Landfill for solid waste and ash disposal by communities in Buffalo, Trempealeau, Jackson, Houston, Winona and Wabasha counties.
- The MRRPC, Monroe County, and Fort McCoy worked together to secure funding from the Department of Defense to prepare a Joint Land Use Study (JLUS) involving the towns, villages and cities surrounding the Fort. This study, completed in 2013, identified strategies and projects to improve compatibility between the Fort and surrounding land owners, communities, government agencies, businesses, and institutions. Having this Study completed is an important

factor to help in obtaining a positive outcome for the Fort and the economy of the region when the next Department of Defense Base Realignment and Closure (BRAC) is conducted by the Pentagon.

- Establishment of the La Crosse Medical Health Science Consortium. This consortium is a collaborative effort founded by two regional medical systems and three institutions of higher education: Mayo Clinic Health System - Franciscan Healthcare and Gundersen Health System; and the University of Wisconsin-La Crosse, Viterbo University, and Western Technical College. The School District of La Crosse and the La Crosse County Health Department are also partners. The first project of the Consortium was to establish the Health Science Center, a facility for education and research and home to programs, classes, and research efforts for its partnering institutions. The six story \$27million Center opened in the summer of 2000.
- All counties in the region have cooperatively carved out service areas for Aging and Disability Resource Centers.
- La Crosse County and the Village of West Salem jointly developed the Lakeview Business Park in West Salem.
- Other intergovernmental cooperation examples in the region in effect by numerous, towns, villages, cities and counties are: road maintenance agreements, emergency medical technician-first responder-ambulance agreements, fire department coverage agreements, shared public water supply agreements, Responsible Unit recycling operation agreements, hazard mitigation planning across municipal borders, recreational facility use agreements, law enforcement coverage agreements, solid waste collection and/or disposal agreements, sharing veteran service officer agreements, sharing highway commissioner agreements, and sharing health and human services staff agreements.

#### **Regional Intergovernmental Cooperation Goals and Recommendations**

Regional intergovernmental cooperation goals and recommendations are listed in Chapter 9 – Implementation.

### Map 8.01 Wisconsin Regional Planning Commission Areas

