

Intergovernmental Cooperation

Introduction

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

Cooperation can take many forms (Exhibit J-1). 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 cooperation is any arrangement by which two or more governmental entities work together to address an issue of mutual interest.

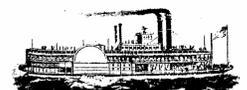
Intergovernmental relations can be described as vertical or horizontal. Vertical relationships are those linking a municipality to governments of broader jurisdiction. For example, the relationship between a local unit of government to the state and the federal government is vertical. Actions of one, often has 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.

Exhibit J-1. Examples of Intergovernmental Cooperation

▪ transfer of territory (annexation, detachment)	▪ joint ventures
▪ sharing information, staff, resources, etc.	▪ revenue sharing
▪ communication	▪ boundary agreements
▪ consolidating services / trading services	▪ areawide service agreement
▪ areawide planning	▪ joint use of a facility
▪ special purpose districts serving multiple jurisdictions	▪ cooperative purchasing

Horizontal relationships describe the City’s connection to adjacent communities. Together, these relationships cut across each of the nine functional elements of this plan.

The Wisconsin Commission on State-Local Partnerships (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. Over the years, and most recently with the Kettl Commission report, there has been a statewide push for consolidating governmental services at the local level. 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 City

The City operates through a mayor/council form of government and employs a city administrator who is hired by the council. The City Council consists of 12 members representing six aldermanic districts.

As shown in Exhibit J-2, the City Council operates through a number of standing committees. These standing committees work on a specific area and develop proposals and recommendations for consideration of the full Board.

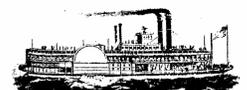
Exhibit J-2. Standing Committees of the City Council

▪ Finance & Claims	▪ Property
▪ Public Works	▪ Protection and Health
▪ Personnel, License & Insurance	▪ Negotiating
▪ Council Representative to Industrial Development Corporation	

The City also has a number of boards, commissions and committees as listed in Exhibit J-3. Many of these serve in an advisory capacity to the City Council, while others have the authority to act independently. For example, the Plan Commission makes recommendations to the City Council on a wide range of planning issues, while the Board of Adjustment has the statutory authority to render final decisions on behalf of the City on such things as variances and administrative appeals. These bodies are typically comprised of citizen volunteers and local government representatives. Some of the city boards, commissions and committees are listed in Exhibit J-3.

Exhibit J-3. City Committees, Boards, and Commissions

▪ Plan Commission	▪ Public Library Board
▪ Zoning Board of Appeals	▪ Park Commission
▪ Community Development Committee	▪ Police & Fire Commission
▪ Board of Harbor Commissioners	▪ Board of Review
▪ Board of Airport Commissioners	▪ Board of Education
▪ Housing Authority	▪ Reuse Committee
▪ Redevelopment Committee	▪ La Riviere Farm Park



Area Local Units of Government

County Government

The City is located in Crawford County in southwestern Wisconsin and serves as the county seat. Crawford County was created in 1818 and was named after William Harrison Crawford, the secretary of the treasury under President Monroe. The Board of Supervisors consists of 17 supervisors each representing a geographic area. City residents are included in six supervisory districts.

Surrounding Cities

The cities of McGregor and Marquette are located across the Mississippi River to the west in Iowa. Prairie du Chien is the only city located in Crawford County.

Surrounding Towns and Villages

The City adjoins the towns of Bridgeport on the south and east and Prairie du Chien to the east and north. In all, there are 11 towns and 10 villages in Crawford County (Table J-1).

Special Purpose Districts

Special purpose districts are local units of government that are created to provide a single 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. Exhibit J-4 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.

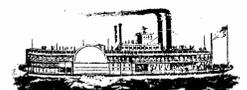
Table J-1. Population Estimates by Jurisdiction; Crawford County; 2002

Jurisdiction	Population Estimate
City of Prairie du Chien	6,022
Town of Bridgeport	968
Town of Clayton	956
Town of Eastman	799
Town of Freeman	721
Town of Haney	332
Town of Marietta	520
Town of Prairie du Chien	1,092
Town of Scott	514
Town of Seneca	915
Town of Utica	680
Town of Wauzeka	370
Village of Bell Center	116
Village of De Soto	158
Village of Eastman	445
Village of Ferryville	178
Village of Gays Mills	628
Village of Lynxville	179
Village of Mount Sterling	212
Village of Soldiers Grove	651
Village of Steuben	172
Village of Wauzeka	778
Total Crawford County	17,406

Source: Wisconsin Department of Administration

Exhibit J-4. Sample of Non-educational Special Purpose Districts in Wisconsin

Type of District	State Authorization
Metropolitan sewerage district	Chapter 200
Town sanitary district	Subchapter IX, Chapter 60
Drainage district	Chapter 88
Public inland lake protection and rehabilitation district	Chapter 33
Local exposition districts	Subchapter II, Chapter 229
Local professional baseball park district	Subchapter III, Chapter 229
Local professional football stadium district	Subchapter IV, Chapter 229
Local cultural arts district	Subchapter V, Chapter 229
Architectural conservancy district	§66.1007



Technical College District

In Wisconsin there are 16 technical college districts. The City is located in the Southwest Wisconsin Technical College (SWTC) district (Exhibit J-5). A 15-member board governs the district. Its campus is located in Fennimore.

Drainage District

Drainage districts are organized to drain land for agricultural and other purposes. Landowners in a district who benefit from drainage conveyance must pay assessments to cover the cost of constructing, maintaining, and repairing the system. Throughout Wisconsin there are hundreds of these districts many of which were created decades ago. Not all districts have remained active owing to changing land uses. There are no drainage districts within the corporate boundary of Prairie du Chien.

Sewer District

Within the planning area, there are two sewer districts. One is found in the Town of Prairie du Chien, and serves the portion of the town just north of the City of Prairie du Chien along CTH K, Highway 35, and Limery Road. There are approximately 225 connections in this district. The other sewer district is located in the Town of Bridgeport with 150 connections, serving 320 residents. The Bridgeport Sanitary District serves the retail area along Hwy 18/35, between the airport and La Riviere Farm Park, extending southeast from LaPointe Street.

School District

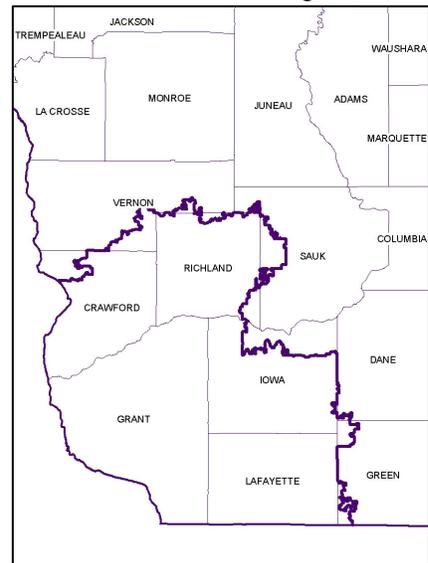
The City is located in the Prairie du Chien School District. It is governed by a board of seven members. Board members serve three-year terms and may also serve on various subcommittees of the Board. The school district's offices are located at Prairie du Chien.

Regional Governmental Bodies

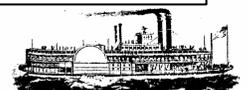
Regional Planning Commission

There are eight regional planning commissions within Wisconsin created pursuant to §66.0309, Wis. Stats. (Exhibit J-6). 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).

**Exhibit J-5. Western Wisconsin
Technical College District**



**Exhibit J-6. Regional Planning Commissions
in Wisconsin**



The City is located within the Mississippi River Regional Planning Commission (MRRPC), 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.

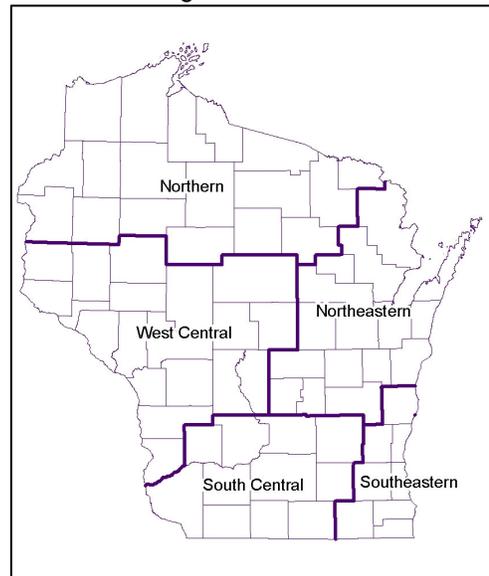
State Agencies

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

Department of Natural Resources

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 Exhibit J-7. The city is located in the West Central Region which serves the following counties: Adams, Buffalo, Chippewa, Clark, Crawford, Dunn, Eau Claire, Jackson, Juneau, La Crosse, Marathon, Monroe, Pepin, Pierce, Portage, St. Croix, Trempealeau, Vernon, and Wood. Local DNR service centers are found in the following communities: Baldwin, Black River Falls, Eau Claire, La Crosse, Wausau, and Wisconsin Rapids.

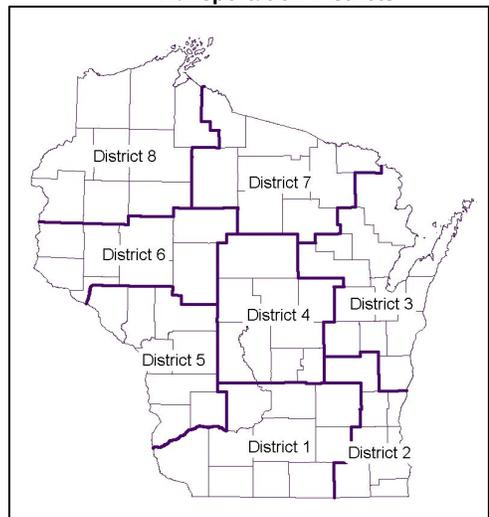
Exhibit J-7. Department of Natural Resources Regions



Department of Transportation

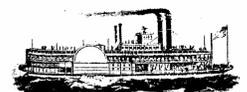
The Wisconsin Department of Transportation (WisDOT) is divided into eight districts for administrative and programmatic purposes. The City is located in Region 5 which includes the following counties: Buffalo, Crawford, Jackson, La Crosse, Monroe, Richland, Trempealeau, and Vernon (Exhibit J-8). The district office is located in the city of La Crosse.

Exhibit J-8. Department of Transportation Districts



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 and safety and health. Plan review and site inspection is 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) is involved in a wide range of activities. Its activities are organized in the following seven distinct divisions:

- Agricultural Resource Management
- Animal Health
- Food Safety
- Agricultural Development
- Trade and Consumer Protection
- Management Services
- Office of the Secretary

There is little interaction between the City and the Department, although city residents and local businesses may individually work with the Department on licensing, consumer complaints, and trade opportunities.

Department of Revenue (DOR)

The Department of Revenue is responsible for assessing real estate under its purview. DOR oversees the Tax Incremental Financing Program and Tax Incremental Financing Districts (TID) throughout the state. (There are seven TIDs in Prairie du Chien.

Department of Administration

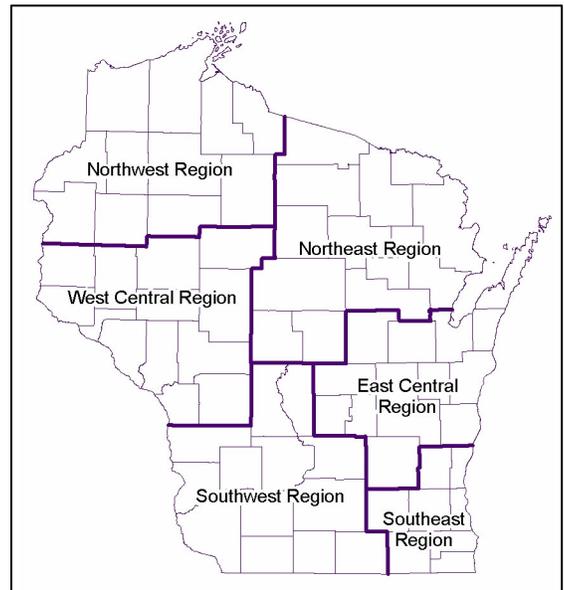
The Department of Administration (DOA) fulfills a number of functions. It reviews annexation requests, incorporations, and cooperative boundary plans. Additionally, the Land Information Office (LIO) within DOA is charged with identifying ways to enhance and facilitate planning of local governments and 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.

Wisconsin Emergency Management

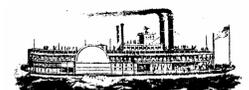
Wisconsin Emergency Management (WEM) is charged with a wide range of responsibilities for disaster mitigation, planning, response, and education. It administers a number of grants to local communities and is responsible for preparing and administering several statewide policy plans.

Most recently, it completed a statewide hazard mitigation plan for natural and technological hazards in conformance with the Disaster Mitigation Plan of 2000.

Exhibit J-9. Wisconsin Emergency Management Regions



Regional directors are located in each of the six regional offices throughout the state (Exhibit J-9). 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 Southwest Region is located in Madison

Interstate Agencies

As allowed by the state's constitution, Wisconsin is party to a number of interstate organizations and compacts. One multi-state agency will be described here.

The **Mississippi River Parkway Commission** is multi-state organization that works to:

- ◆ preserve, promote, and enhance the scenic, historic, and recreational resources of the Mississippi River;
- ◆ foster economic growth in the corridor; and
- ◆ develop the national, scenic and historic parkway known as the Great River Road.

The ten states and one province which comprise the MRPC include: Arkansas, Illinois, Iowa, Kentucky, Louisiana, Minnesota, Mississippi Missouri, Tennessee, Wisconsin, and Ontario. Each state and province has its own separate commission. Membership consists of state legislators, state and local officials and general members appointed by the governors or state agency directors of the individual states and province. The National MRPC is the umbrella organization that coordinates multi-state programs on behalf of the member states and province. The National MRPC Board of Directors includes the chairs of the individual state and province commissions. The MRPC coordinates efforts on federal, state, and local levels to leverage dollars for highway improvements, recreation trails, bikeways, scenic overlooks, and historic preservation. The MRPC also coordinates both domestic and international marketing, and facilitates efforts to enhance economic development and resource awareness.

Nongovernmental Organizations

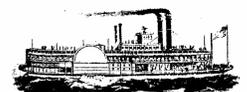
In addition to governmental organizations there are other types of organizations that can affect the daily lives of city residents. These may include a chamber of commerce, non-profit organizations, and similar organizations that are actively working to promote the quality of life in the area. It is 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 that reflects that 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 City is located in the South West ITBEC, which includes La Crosse, Monroe, Juneau, Adams, Vernon, Crawford, Richland, Iowa, Lafayette and Green counties (Exhibit J-10).

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

RC&Ds provide an areawide framework for addressing locally-defined issues with assistance of state and federal agencies and other partners.

more than 200 districts and there are six in Wisconsin (Exhibit J-11). The City is located in the Southwest Badger 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.

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 Southwest Badger Council include the following:

- ◆ **Income Options for Small Farms** – Conducted workshops on creative ways to supplement farm income.
- ◆ **Direct Seeding of Trees** – Worked to establish a better method of establishing forests.
- ◆ **Nutrient Management User Group** – Organized and trained a network of staff and private consultants in nutrient management planning.
- ◆ **Tourism Assessment Process** – Analyzed the area’s tourism

Exhibit J-10. International Trade, Business and Economic Development Councils

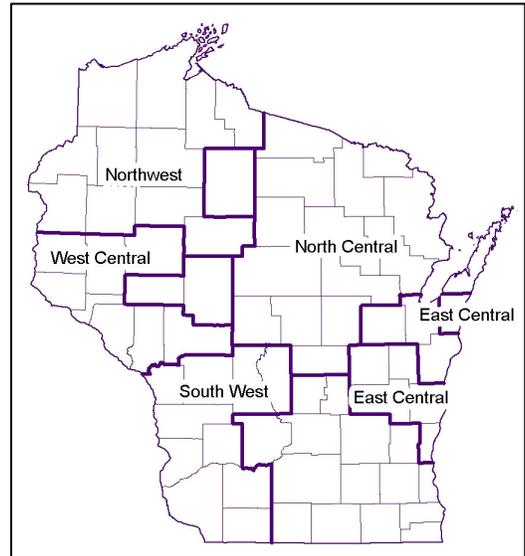
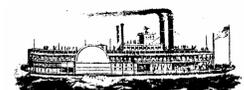
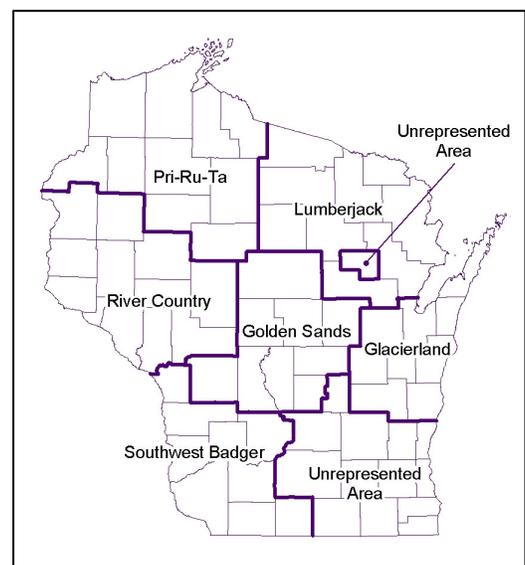


Exhibit J-11. Resource & Conservation Development Councils in Wisconsin



industry and established plans for future growth and development in the nine southwest counties.

Prairie du Chien Area Chamber of Commerce

The Prairie du Chien Area Chamber of Commerce is governed by a 15-member board of directors, whose membership represents 5 business categories (automotive, hospitality, manufacturing, retail, and service).

To accomplish its mission, the Chamber is working towards the following goals:

- ◆ To encourage and foster collaboration of all members in order to promote business growth and the quality of life in the area.
- ◆ To provide a flow of information on area issues and needs through networking opportunities.
- ◆ To foster the efforts of education and industry, commerce and the professions in maintaining and strengthening a sound and healthy business climate.
- ◆ To create a broad understanding and appreciation of the vast opportunities in the area and to promote the advantages and assets thereof.

The mission of the Prairie du Chien Area Chamber of Commerce is: to enhance the quality of life, promote and preserve local resources, and foster business growth in Prairie du Chien and the surrounding area.

The Chamber of Commerce has 285 members. It employs an Executive Director, Tourism Coordinator, and Office Manager. The Chamber Office is located at the Wisconsin Travel Information Center at the “foot of the bridge” on Highway 18 West (211 South Main Street). It is open Monday through Friday from 9:00 a.m. to 5:00 p.m.

The Chamber of Commerce is the usually the first place people turn to access information about Prairie du Chien and the surrounding area whether it is in person, by mail, over the telephone, or via the Internet. The Chamber, through its active Tourism Council, provides visitors with information in the form of an annual Prairie du Chien Area brochure, Lodging Guide, Dining Guide, and Camping Guide. Other publications, such as village profiles and current relocation information, are available to prospective businesses considering Prairie du Chien and to future residents in the community.

The calendar of events is filled year-round with many special events and activities to intrigue and satisfy a variety of interests. The Chamber of Commerce website (www.prairieduchien.org) provides the most up-to-date information on events in the area.

Existing Intergovernmental Cooperation

State statutes sets up a number of tools for local units of government to formally cooperate on a number of issues of common concern. Exhibit J-12 summarizes these tools and the following sections describe them in more detail and if the City is currently using them.

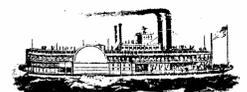


Exhibit J-12. Types of Intergovernmental Agreements

	General Agreement	Stipulation & 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 statutes (§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 City is not party to any general agreement.

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 City is not party to a stipulation and order.

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 City 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. The City is not party to any cooperative boundary agreement.

Existing or Potential Areas of Conflict

The City 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. However, much of the good relationship is based on Prairie du Chien historically providing services to these towns in a manner detrimental to City revenues and strongly favoring those other entities. A set of goals and objectives are included in Chapter B that describe the ways in which the City will attempt to avoid and/or minimize conflict with its surrounding neighbors.

