

## CHAPTER 7: INTERGOVERNMENTAL COOPERATION

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## CHAPTER 7: INTERGOVERNMENTAL COOPERATION

### INTRODUCTION

The relationship a county has with school districts, neighboring counties, municipalities, the Regional Planning Commission, the state, and the federal government can impact residents in terms of taxation, planning, service provision, and siting of public facilities. An examination of these relationships and the identification of existing or potential conflicts can help a county or municipality address these situations in a productive manner.

### INVENTORY AND ANALYSIS

#### Governmental Units and Relationships

##### *Communities*

***Waushara County is comprised of 18 towns (Plainfield, Oasis, Rose, Springwater, Saxeville, Bloomfield, Poy Sippi, Leon, Mount Morris, Wautoma, Deerfield, Hancock, Coloma, Richford, Dakota, Marion, Warren and Aurora), two cities (Berlin – partial and Wautoma), six villages (Coloma, Hancock, Plainfield, Wild Rose, Redgranite and Lohrville). With the exception of the Town of Warren, all towns within Waushara County adhere to county zoning.*** Since the County administers zoning for towns within its borders, it has jurisdiction over zoning matters including land divisions and private on-site wastewater systems. Nevertheless, towns have an opportunity to comment on all proposed development within its jurisdiction before any final action is taken by the county.

Communities work with the various county departments to coordinate road construction and maintenance; solid waste and recycling efforts; senior citizen and other social services; and park and recreational facilities and programs. The communities and the County continue to maintain open communications with one another that work to foster good working relationships and mutual respect.

##### *Counties*

***Waushara County shares its borders with Portage, Waupaca, Winnebago, Green Lake, and Adams counties.*** The county has a good working relationship with its neighbors and has established a number of programs that cross county borders. Among other things this includes a partnership with Green Lake and Marquette counties for economic development (Tri-County Regional Economic Development Corporation) and information and assistance on aging, long term care, disabilities and other related topics (The Aging & Disability Resource Center of Green Lake, Marquette and Waushara Counties).

##### *School Districts*

***Nine school districts are found within Waushara County. These include the Almond-Bancroft, Omro, Tri-County Area, Westfield, Wautoma Area, Wild Rose, Waupaca, Weyauwega-Fremont, and the Berlin Area school districts.*** The boundaries of these school districts cross not only municipal but also county borders. Therefore it is imperative that

school districts maintain a strong working relationship with the counties and area communities. Local school districts, communities and counties should continue to look for additional ways that communication and cooperation can be done that will benefit local school districts, communities and counties. This may include sharing recreational facilities, utilizing existing school facilities for after school meeting space, and working together to coordinate the siting and utilization of new school facilities. Communities, school districts and local businesses can also establish agreements to work together on other issues. This can include partnerships to construct local buildings (sheds, garages, houses) that not only give students valuable life and work skills but also benefit individuals within the local community. Community service type projects by local students strengthen young people's senses of civic engagement and have life long implications. Local governments, counties and school districts should establish a method of communication and explore ways in which they can work together. Joint cooperation between school districts will allow the goals of the comprehensive plan to be met while providing safe, efficient transportation, community and county services, and related amenities.

***Three school forests and a town forest provide 819 acres of passive open space in Waushara County.*** These facilities include the Tri-County School Forest (230 acres), the Wild Rose School Forest (128 acres), the Coloma School Forest (40 acres) and the Town of Rose Forest (421 acres). School districts share the use of their facilities with local organizations and residents. ***The school forests give people the opportunity to enjoy the outdoors and what nature has to offer.***

***Waushara County is part of the Mid State District in the northwestern portion of the county, the Madison Area District in the southern portion, the Moraine Park District in the southeastern portion, and Fox Valley District in the central and northeastern portion of the county.*** Curriculum in the technical colleges is usually geared toward an area's particular needs. Typically a student may choose from among a two-year highly technical associate degree program, a two-year vocational program, a one-year vocational program, and a short-term program. ***The FVTC offers limited classes at the Wautoma campus in the City of Wautoma. Agreements exist so that residents are able to attend technical college courses outside of their district if it is more convenient to do so.***

### ***Community Facilities***

***Due to the rural nature of Waushara County, many facilities and services are shared jointly between neighboring communities as well as provided through agreement with the county. Police protection for Waushara County is provided by the Waushara County Sheriff's Department that dispatches officers from the City of Wautoma. The Sheriff's Department provides backup protection to many of the incorporated communities that have their own police departments.*** Communities that have their own police departments include the City of Wautoma and Berlin, and the villages of Coloma, Hancock, Plainfield, Wild Rose, and Redgranite.

***Waushara County is served by a total of eleven fire departments and/or districts. These departments and/or districts are multi-jurisdictional*** and includes the Coloma Volunteer Fire-Rescue-EMS Department (Village of Coloma, towns of Coloma, Richford (partial) and Richfield); Hancock Volunteer F.D. (Village of Hancock, towns of Hancock and Deerfield (partial)); Plainfield Volunteer F. D. (Village of Plainfield and the towns of Plainfield and Oasis); Redgranite F. D. (villages of Redgranite and Lohrville, partial towns of Marion, Mount Morris,

Leon, Warren); Wild Rose F. D. (Village of Wild Rose, Town of Rose, and the partial towns of Springwater, Wautoma and Mount Morris); Poy Sippi F. D. (Town of Poy Sippi and the partial towns of Saxeville and Leon); Saxeville-Springwater F.D. (Partial towns of Saxeville and Springwater); W. Bloomfield F.D. (Town of Bloomfield); Wautoma Area Fire Department (City of Wautoma and parts of the towns of Deerfield, Marion, Mount Morris and Richford); Berlin F.D. (City of Berlin and towns of Seneca Berlin and Aurora); and Neshkoro F.D. (Village of Neshkoro and the towns of Crystal Lake, Neshkoro and Marion (partial)). To provide better service, ***the fire districts/departments maintain mutual aid agreements with other fire districts/departments and surrounding counties.***

***Emergency medical services for the county are primarily provided through the Waushara County EMS. The exception is the towns of Aurora and Warren who contract with the City of Berlin since it is closer and can respond more quickly in an emergency.*** The Waushara County EMS provides backup service for the town. The EMS administrative office is located at 230 W. Park Street in Wautoma and provides municipal and county ambulance service. The department also operates a permanent service center in Poy Sippi and alternating service centers in Coloma and Plainfield. Both the Coloma and Poy Sippi service centers have live in crew quarters for staff. The agency provides 24-hour service for emergency calls. Response time varies and depends on where the ambulance is located and where the service is required. ***Many of the fire districts and local fire departments within the county have First Responders on staff that can assist with the basic and advanced medical emergencies.*** Depending on location, First Responders are usually able to arrive at the emergency scene either ahead of the ambulance or at approximately the same time.

All counties within the East Central Wisconsin Regional Planning Commission region participate in a federated library system. ***Waushara County is part of the Winnefox Federated Library System.*** Therefore all eight libraries within the county are part of this system and any resident can utilize any of the libraries within the county. Other counties sharing the Winnefox system include Marquette, Green Lake, Fond du Lac and Winnebago. ***The federated library system is designed to provide expanded library service to more people without making additional large expenditures.*** For this reason, libraries do not need to purchase the same collection materials or multiple copies since patrons are able to order materials from any library in the system.

The Waushara County Buildings and Grounds Department is responsible for the Courthouse, Jail, and North and South Annexes and associated property. Prisoners from Huber Jail provide snow removal assistance in winter.<sup>1</sup> ***The County Courthouse and other buildings are available for use by local groups for meeting space.***

***The Waushara County Department of Aging works with communities to offer several programs to senior citizens. The Waushara County Coordinated Transportation System offers rides to senior citizens, veterans and human service clientele on Medical Assistance. Meals along with activities and fellowship are provided to seniors at eight locations throughout Waushara County.*** Most sites are open from Monday through Friday. Meals are also delivered to individual residences. Currently, the county provides this service to nearly 1,000 senior citizens.

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<sup>1</sup> *Annual Report, Buildings and Grounds Department, 2007.* Waushara County Buildings and Grounds Department

***The Waushara County Parks, Recreation and Solid Waste Department works with communities to provide park, recreation and solid waste collection and recycling. Many of the sites that it utilizes are owned by the municipalities and the county has an agreement to use them and maintain them.*** The Waushara County's park system is comprised of 15 sites containing a total of 761 acres. The park system provides residents and visitors access to natural lakes, forests, parks, recreational trails and other amenities and are located throughout the county. The county operates nine waste collection sites that residents are able to utilize. These sites are open to any county resident.

***The Waushara County Highway Department works with communities, surrounding counties and the WisDOT to ensure that state, county roads are being maintained.*** The county also has agreements with Waushara County communities to maintain their roads. Communication and coordination between communities and utility infrastructure providers (gas, electric, telephone, etc.), the WisDOT and the Waushara County Highway Department ensures that upcoming road construction and utility upgrades will run smoothly and that all work is done before restoration is completed. This lessens the chance that new road surfaces and restored terraces will need to be excavated shortly after construction is completed.

As indicated above, Waushara County and its communities have various intergovernmental agreements with others in regard to public services and facilities. The County and its communities should continue to look for ways that limited resources can be shared. Likewise, local governments, school districts and businesses should be working together on technological upgrades to ensure that these upgrades are made in concert without duplication of efforts so that a common goal can be achieved. New intergovernmental agreements which involve senior citizens and other social services; park and recreational facilities; stormwater management; or other topics may be issues that are explored in the future.

### ***Region***

***Waushara County and therefore its communities are members of the East Central Wisconsin Regional Planning Commission (ECWRPC).*** ECWRPC provides planning and technical assistance to counties, communities, businesses, interest groups and individuals within its region. These services include environmental management, housing, demographics, economic development, transportation, community facilities, land use, contract planning, and others. ***ECWRPC has worked with the County on several projects over the years including the preparation of county park and open space plans, solid waste updates and all-hazard planning.***

Adams and Portage counties to the west and northwest of Waushara County are part of the North Central Wisconsin Regional Planning Commission (NCWRPC). Besides Adams and Portage counties, the NCWRPC includes the counties of Forest, Juneau, Langlade, Lincoln, Marathon, Oneida, Portage, Vilas and Wood Counties.

### ***State of Wisconsin***

**Wisconsin Department of Natural Resources (WDNR).** The WDNR is responsible for the regulation, protection, and sustained management of natural resources within the state. The WDNR operates various programs in water and air quality management, habitat preservation, recreational trail development, and other programs. The WDNR helps local landowners

successfully manage their woodlots for wildlife habitat and timber production throughout Waushara County. The WDNR also maintains environmental corridors which enhance surface water quality and stream habitat throughout the planning area. *The WDNR maintains a service center in the Wautoma Industrial Park and has been very active in the county.* The WDNR has been an active participant in the development of the land management and comprehensive plans that have been completed to date. They continue to make comments on the latest comprehensive planning efforts that are currently going on in the county.

**Department of Agriculture, Trade, and Consumer Protection (DATCP).** The overall mission of DATCP is multi-fold. The agency oversees programs which ensure the safety and quality of food, fair business practices for buyers and sellers, consumer protection, efficient use of agricultural resources in a quality environment, healthy animal and plant populations, and the vitality of Wisconsin agriculture and commerce. Since agriculture will continue to be an important economic industry within the area, many of the programs DATCP offers will benefit and help local citizens.

**Wisconsin Department of Transportation (WisDOT).** WisDOT deals with issues related to all transportation uses in the state. WisDOT evaluates existing transportation infra-structure for bicycle and pedestrian trails as well as assists in planning efforts for future trails. Additionally, WisDOT provides maintenance services for Interstate 39. *The WisDOT has been an active participant in the development of the land management and comprehensive plans that have been completed to date. They continue to make comments on the latest comprehensive planning efforts that are currently going on in the county.*

### **Intergovernmental Comprehensive Planning Efforts**

Periodically, representatives from various agencies and businesses (WisDOT, WDNR, CAP Services, Waushara Area Chamber of Commerce, Waushara County Economic Development Corporation, Tri-County Regional Economic Development Corporation, etc.) should be invited to county board or plan commission meetings to talk and/or provide input into the implementation process. The county should work with its communities on the implementation of their individual plans.

### **Laws, Ordinances and Regulations**

**Cooperative Boundary Plans and Agreements.** Cooperative boundary plans and agreements are joint planning efforts in which two or more municipalities establish a mutually agreeable plan to establish boundary lines, provide public services and facilities, share revenues, and establish land use criteria.<sup>2</sup> The majority of municipal boundary agreements are conducted between a town and an incorporated village or city. Cooperative boundary plans, which are subject to a minimum of a ten-year period, must be approved by the Wisconsin Department of Administration.

**Extraterritorial Subdivision Regulation.** Incorporated villages and cities can exercise plat review authority in unincorporated areas adjacent to their communities,<sup>3</sup> however, only the City

<sup>2</sup> Wisconsin State Statutes s.66.0307.

<sup>3</sup> Wisconsin State Statutes s.236.10.

of Wautoma has effectuated this. This allows incorporated areas the same authority to approve or reject a specific plat or CSM as if it were within its own jurisdiction. This authority extends to a distance of 1.5 miles from the incorporated boundary for villages and small cities and 3.0 miles for cities with population of greater than 10,000. The incorporated area must have a subdivision ordinance in place in order to exercise this authority.

Cities and villages can work to ensure that land use conflicts be minimized near the incorporated boundaries. If the incorporated area has more restrictive guidelines than the adjacent town, the city/village can require that the subdivisions meet the more restrictive regulations. A plat can be rejected if it conflicts with a city/village ordinance, fails to comply with state statutes, or fails to comply with the city/village master plan.

**Extraterritorial Zoning.** Incorporated villages and cities have been given authority to practice extraterritorial zoning authority if they have developed a zoning ordinance for the incorporated areas.<sup>4</sup> Only the City of Berlin has effectuated this. This authority extends to a distance of 1.5 miles from the incorporated boundary for villages and cities with populations less than 10,000 and 3.0 miles for cities if the population exceeds 10,000. Extraterritorial zoning allows for smooth transitions between suburban and rural areas, reduces conflicting land uses, and promotes intergovernmental cooperation in planning for future community needs.

Three major steps are involved in the adoption of an extraterritorial zoning ordinance.<sup>5</sup> First, the incorporated area must adopt and publicize a resolution to establish its intent to exercise its zoning authority within the extraterritorial area. Second, a joint committee with members from both the incorporated municipality and town must develop the specific zoning ordinance. Finally, the final plan must be adopted through the joint committee. The joint committee consists of three members from the city or village and three members from each affected town. This ensures that zoning cannot happen unless everyone agrees.

## Key Findings

### *Communities*

- Waushara County is comprised of 18 towns (Plainfield, Oasis, Rose, Springwater, Saxeville, Bloomfield, Poy Sippi, Leon, Mount Morris, Wautoma, Deerfield, Hancock, Coloma, Richford, Dakota, Marion, Warren and Aurora), two cities (Berlin – partial and Wautoma), six villages (Coloma, Hancock, Plainfield, Wild Rose, Redgranite and Lohrville).
- With the exception of the Town of Warren, all towns within Waushara County adhere to county zoning.

### *Counties*

- Waushara County shares its borders with Portage, Waupaca, Winnebago, Green Lake, and Adams counties.

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<sup>4</sup> *Wisconsin State Statutes* s.62.23.

<sup>5</sup> Ohm, B. 1999. *Guide to Community Planning in Wisconsin*.

### ***School Districts***

- Nine school districts are found within Waushara County. These include the Almond-Bancroft, Omro, Tri-County Area, Westfield, Wautoma Area, Wild Rose, Waupaca, Weyauwega-Fremont, and the Berlin Area school districts.
- Three school forests and a town forest provide 819 acres of passive open space in Waushara County. The school forests give people the opportunity to enjoy the outdoors and what nature has to offer.
- Waushara County is part of the Mid State District in the northwestern portion of the county, the Madison Area District in the southern portion, the Moraine Park District in the southeastern portion, and Fox Valley District in the central and northeastern portion of the county.
- The FVTC offers limited classes at the Wautoma campus in the City of Wautoma. Agreements exist so that residents are able to attend technical college courses outside of their district if it is more convenient to do so.

### ***Community Facilities***

- Due to the rural nature of Waushara County, many facilities and services are shared jointly between neighboring communities as well as provided through agreement with the county.
- Police protection for Waushara County is provided by the Waushara County Sheriff's Department that dispatches officers from the City of Wautoma. The Sheriff's Department provides backup protection to many of the incorporated communities that have their own police departments.
- Waushara County is served by a total of eleven fire departments and/or districts. These departments and/or districts are multi-jurisdictional.
- The fire districts/departments maintain mutual aid agreements with other fire districts/departments and surrounding counties.
- Emergency medical services for the county are primarily provided through the Waushara County EMS. The exception is the towns of Aurora and Warren who contract with the City of Berlin since it is closer and can respond more quickly in an emergency.
- Many of the fire districts and local fire departments within the county have First Responders on staff that can assist with the basic and advanced medical emergencies.
- Waushara County is part of the Winnefox Federated Library System. The federated library system is designed to provide expanded library service to more people without making additional large expenditures.
- The County Courthouse and other buildings are available for use by local groups for meeting space.
- The Waushara County Department of Aging works with communities to offer several programs to senior citizens. Among other things this includes transportation, meals, activities and fellowship.
- The Waushara County Parks, Recreation and Solid Waste Department works with communities to provide park, recreation and solid waste collection and recycling. Many of the sites that it utilizes are owned by the municipalities and the county has an agreement to use them and maintain them.
- The Waushara County Highway Department works with communities, surrounding counties and the WisDOT to ensure that state, county roads are being maintained.



### ***Region***

- Waushara County and therefore its communities are members of the East Central Wisconsin Regional Planning Commission.
- ECWRPC has worked with the County on several projects over the years including the preparation of county park and open space plans, solid waste updates and all-hazard planning.

### ***State of Wisconsin***

- The WDNR maintains a service center in the Wautoma Industrial Park and has been very active in the county and the local planning efforts.
- The WisDOT has been an active participant in the development of the land management and comprehensive plans that have been completed to date. They continue to make comments on the latest comprehensive planning efforts that are currently going on in the county.

## **INTERRELATIONSHIPS WITH OTHER COMPREHENSIVE PLAN ELEMENTS**

### **Economic Development**

Communities should partner with community, county, and regional economic development groups; the local chamber of commerce; organizations such as CAP Services; state agencies such as Wisconsin Department of Commerce and UW-Extension; area school districts and technical schools; local businesses and others which promote economic development. Since the economy of the individual communities in western Waushara County is dependent on the economy of all the municipalities in the area, all communities within Waushara County and the Tri-County region should continue to work together.

### **Housing**

Housing choices that reflect the needs of individual households are an integral part of comprehensive planning. Economic development professionals, housing providers, local government officials, county departments and consumers should work together to promote the development of housing that meets the needs of all income levels within the area. Communities should continue to work with and forge new ties with agencies such as CAP Services, United Migrant Opportunity Services (UMOS), the Federal Department of Housing and Urban Development, and private entities to ensure that an adequate amount of affordable housing is present.

### **Transportation**

Communities should continue to work with WisDOT, Waushara County and ECWRPC to resolve local, regional and state transportation related issues. Roadway projects must be jointly coordinated with public utilities, local emergency rescue departments, community departments, school districts and others to ensure that repairs are made cost-effectively and on a timely basis.

## **Utilities and Community Facilities**

Coordination of road construction projects and utility upgrades can save everyone time and money. If a community is aware of a needed utility upgrade on a local street, they may also decide that it would be cost-effective for them to resurface the roadway after construction has occurred. Likewise, if a utility knows that a local road is going to be under construction, they may decide to upgrade their facilities at the same time.

Coordination of new school facilities is also vital. Communities need to plan for increased traffic, reuse of former buildings, and needed public infrastructure (roads, sewer, water, police and fire protection). Multi-use and extended use of buildings can also save the community money. A school facility is an ideal location to hold evening classes for adults, as well as recreational programs and public meetings. In some instances, school districts have worked with communities to construct joint library projects and recreational facilities (swimming, gym and weight room).

Communities and the County should work together on joint and regional park and recreational programs and facilities. Some of the larger facilities such as a ski or tubing hill, ice rink and swimming pool may be too costly for one entity to tackle alone. Moreover, the use of these facilities is not limited to the residents of one community but is usually enjoyed by the residents and visitors of the entire area. Countywide recreational leagues may also be something that can be investigated. One community alone may not have enough participation to field a sufficient number of teams to support league play, but with input from a number of communities in the area, this may become feasible. Some things that could be investigated may include soccer (adult and youth), baseball (adult and youth), volleyball, or others.

## **Agricultural Resources**

The economy and the character of the county are dependent on a viable agricultural community. Preserving productive agricultural land and maintaining a critical mass of farmers to sustain the local agribusiness are tasks that can not be tackled alone. It will take input and support from communities, farmers, economic development groups, local agencies, and citizens alike.

## **Natural Resources**

Preserving the natural resources of the area is a joint effort. Natural resources do not stop at municipal boundaries. The actions and policies of one community impact the resources of another.

## **Cultural Resources**

The cultural and historical features of a community help define it. Preserving these resources that residents feel have made meaningful contributions to the community's heritage allows a connection to the past and an opportunity to pass this heritage onto future generations. Communities should work together to seek funding from the Wisconsin Historical Society to identify and evaluate historical, architectural and archeological resources in the area. Joint efforts should be made to ensure consistency between communities on planning related issues that affect cultural and historical resources. Finally, communities and the County should work

together to educate citizens and elected officials about the importance of these resources and how they can be protected.

## **Land Use**

Land use brings the other elements together. The future land use map illustrates existing and future development based on the goals, objectives and strategies that each community has established. Land use decisions of one community have a direct impact on other communities. Communities should work together to jointly develop visions of how land along common borders should be developed or preserved. When new development or land divisions occur in these areas, joint input should be obtained before decisions are made.

## **POLICIES**

### **State, Regional and County Policies**

#### ***State***

The Wisconsin Department of Natural Resources (WDNR) and the Wisconsin Department of Transportation (WisDOT) routinely engage in master planning for natural resource management and transportation purposes. The University of Wisconsin Extension office located in Wautoma serves as an educational resource for County residents.

Waushara County is located within the Northeast Region of the WDNR. The Northeast Region has a regional office in Green Bay and a service center in Wautoma. A master plan is developed for each property that WDNR owns. This plan establishes goals and objectives for how the property will be managed and developed.<sup>6</sup> In addition, the master plan delineates adjacent lands or related parcels that should be acquired in the future to expand the property. The master plan discusses not only the proposed future of the property, but also the benefits it will provide to local communities. In order for the WDNR master planning process to be effective, local participation from the affected communities is needed. All citizens affected by the WDNR owned land should consider becoming involved in the planning process or attending meetings related to the projects.

Waushara County is located within the North Central Region of the Wisconsin Department of Transportation (WisDOT). The North Central Region has regional offices in Wisconsin Rapids and Rhinelander. WisDOT has prepared several master plans specifically for various modes of transportation as well as a highway improvement plan.<sup>7</sup> Although the plans are adequate to 2020, these plans will be periodically updated. Additionally, the Connections 2030 Plan, currently in draft form, identifies nearby I-39 as an intercity bus network connecting Madison, Stevens Point, and Wausau.<sup>8</sup> Waushara County should take a proactive role in all transportation planning processes in the future to ensure that, as existing transportation

<sup>6</sup> Wisconsin DNR. 2005. *Property Master Planning*. [http://dnr.wi.gov/master\\_planning/](http://dnr.wi.gov/master_planning/).

<sup>7</sup> Wisconsin DOT. 2009. *Plans and Projects*. <http://www.dot.state.wi.us/projects/mode.htm>.

<sup>8</sup> Wisconsin DOT. 2009. *Connections 2030 Plan, draft*.  
<http://www.dot.wisconsin.gov/projects/state/connections2030.htm>.

facilities are expanded to meet the existing and future needs of the individual communities, the planning area, the State of Wisconsin, and other local concerns are addressed.

### ***Regional***

**East Central Wisconsin Regional Planning Commission.** East Central Wisconsin Regional Planning Commission has completed all milestones in their regional comprehensive planning process. Communities should use the information identified in the first two milestone reports and review the goals set in the third milestone report.

### ***County***

**Waushara County Land and Water Management Plan.** Waushara County has adopted a County Land and Water Management Plan. This plan was developed by the County Land Conservation Committee with assistance from a citizen advisory committee that included representatives from the WDNR, USDA Natural Resources Conservation Service, Central Wisconsin Windshed Partners, and Watershed Lakes Council. It is the responsibility of Waushara County communities to review and implement this plan within their respective jurisdictions.