CHAPTER 7: INTERGOVERNMENTAL COOPERATION

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CHAPTER 7: INTERGOVERNMENTAL COOPERATION

INTRODUCTION

The relationship a municipality has with school districts, neighboring communities, the county, 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 municipality address these situations in a productive manner.

INVENTORY AND ANALYSIS

Governmental Units and Relationships to Communities

Communities

The Town of Springwater shares its borders with the towns of Rose, Saxeville, Leon, Mount Morris, and Wautoma in Waushara County; the Town of Belmont in Portage County; and the Town of Dayton in Waupaca County.

School Districts

The Town of Springwater is served by the Wild Rose School District. While school districts are working with area communities, additional communication and cooperation can be done that will benefit both the school districts and the communities. 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 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 services, and related amenities.

Three school forests and a town forest provide 819 acres of passive open space in Waushara County. ***These facilities are open to the community and 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). However, there are no school or town forests located within the Town of Springwater.***

The Town of Springwater is part of the Fox Valley District. Fox Valley Technical College has campuses in Appleton, Chilton, Clintonville, Neenah, Oshkosh, Waupaca, and Wautoma.

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 the Town of Springwater and the other communities within Waushara County is provided by the Waushara County Sheriff's Department that dispatches officers from the City of Wautoma. To provide a more visual presence in the area, the Hancock Fire Department serves as a satellite headquarters for the Sheriff's Department every Saturday afternoon. ***The Town of Springwater is served by the Saxeville/Springwater Volunteer Fire Department in the east half of the Town, and the Wild Rose Area Fire District in the west half.*** To better serve the three communities, the fire department maintains mutual aid agreements with Marquette, Adams, Portage and Waushara counties. ***Emergency medical services for the majority of the county are provided by the Waushara County EMS.*** The various fire districts and local fire departments within the county also have First Responders on staff that can assist with the basic and advanced medical emergencies. Depending on the location, First Responders are usually able to arrive at the emergency scene either ahead of the ambulance or at approximately the same time. The Saxeville/Springwater Volunteer Fire Department does not supply first responder service but some of the volunteers have medical training. The Wild Rose Area Fire District employs EMT/First Responders. Finally, libraries within Waushara County are 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. 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.

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 lessons the chance that new road surfaces and restored terraces will need to be excavated shortly after construction is completed. Likewise, local governments, school districts and businesses working together on technological upgrades, ensure that these upgrades are made in concert without duplication of efforts so that a common goal can be achieved.

As indicated above, the Town of Springwater has various intergovernmental agreements with others in regard to public services and facilities. Communities should continue to look for ways that limited resources can be shared. 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.

The Town of Springwater has a town hall located on CTH GH (Exhibit 4-2). Besides Town business the building is also used for lake association meetings. The town hall is functional with restrooms. It is located on four acres of land which also holds the town garage.

Meals along with activities and fellowship are provided to seniors at eight locations throughout Waushara County. The closest site is located at the Wild Rose Community Center, 500 Wisconsin Avenue in the Village of Wild Rose. This is one of seven sites located in Waushara County. All sites are open from Monday through Friday unless indicated otherwise. Participants

must be age 60 or older, but a spouse and/or caregiver any age are welcome to participate as well.

County

The Town of Springwater is located in Waushara County. ***The Town has adopted county zoning and has therefore given the county jurisdiction over zoning matters.*** However, the Town comments on and approves all proposed development within its jurisdiction before it approves any final action from the county. The Town of Springwater has given the County the authority to act as the permitting agent for on-site wastewater systems. ***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.

Region

Waushara County is a member 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 Town of Springwater on several projects over the years including the preparation of local and county park and open space plans, and a community management plan.

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.

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 planning area. 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.

Intergovernmental Comprehensive Planning Efforts

Periodically, representatives from various agencies, businesses and Waushara County (Wis DOT, WDNR, CAP Services, Waushara Area Chamber of Commerce, Waushara County Economic Development Corporation, Tri-County Regional Economic Development Corporation) should be invited to town board or plan commission meetings to talk and/or provide input into the implementation process.

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.[1] 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,[2] however, only the City 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.[3] 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.

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1 *Wisconsin State Statutes* s.66.0307.
2 *Wisconsin State Statutes* s.236.10.
3 *Wisconsin State Statutes* s.62.23.

Three major steps are involved in the adoption of an extraterritorial zoning ordinance.[4] 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

- The Town of Springwater shares its borders with the towns of Rose, Saxeville, Leon, Mount Morris, and Wautoma in Waushara County; the Town of Belmont in Portage County; and the Town of Dayton in Waupaca County.

School Districts

- The Town is served by the Wild Rose School District.
- School forests are open to the community and 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). However, there are no school or town forests located within the Town of Springwater.

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 the Town of Springwater and the other communities within Waushara County is provided by the Waushara County Sheriff's Department that dispatches officers from the City of Wautoma.
- The Town of Springwater is served by the Saxeville/Springwater Volunteer Fire Department in the east half of the Town, and the Wild Rose Area Fire District in the west half.
- Emergency medical services for the majority of the county are provided by the Waushara County EMS.

County

- The Town has adopted county zoning and has therefore given the county jurisdiction over zoning matters.
- 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.

[4] Ohm, B. 1999. *Guide to Community Planning in Wisconsin*.

Region

- Waushara County is a member of the East Central Wisconsin Regional Planning Commission.

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 must 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 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 maybe 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 area are dependent on a viable agricultural community. Preserving productive agricultural land and maintaining a critical mass of farmers in the area 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.[5] 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.[6] 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.[7] The Town of Springwater should take a proactive role in all transportation planning processes in the future to ensure that, as existing transportation facilities are expanded to meet the existing and future needs of the individual communities, the planning area, Waushara County, and the State of Wisconsin, 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.

[5] Wisconsin DNR. 2005. *Property Master Planning*. http://dnr.wi.gov/master_planning/.
[6] Wisconsin DOT. 2009. *Plans and Projects*. http://www.dot.state.wi.us/projects/mode.htm.
[7] Wisconsin DOT. 2009. *Connections 2030 Plan, draft.* http://www.dot.wisconsin.gov/projects/state/connections2030.htm.

County

Waushara County Comprehensive Plan. Waushara County is currently in the process of creating and adopting a smart growth comprehensive plan in accordance with s.66.1001. It is the responsibility of the Town of Springwater to actively participate in the county-wide plan and to promote the incorporation of their land use planning decisions into the overall Waushara County plan.

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.