

## CHAPTER 11: INTERGOVERNMENTAL COOPERATION

### INTRODUCTION

Intergovernmental cooperation may be defined as any arrangement through which two or more municipalities communicate visions and coordinate plans, policies, and programs to address and resolve issues of mutual interest. It can include the sharing of information, facilities, and equipment or involve entering into formal intergovernmental agreements.<sup>1</sup> The purpose of the intergovernmental cooperation chapter of the comprehensive plan is to describe existing intergovernmental agreements, explore opportunities for future collaboration, and identify potential areas of conflict between the Village and its governmental neighbors.



For the Town and Village of Black Creek, intergovernmental cooperation was key to the development of this plan. By deciding to work together to develop a multi-jurisdictional comprehensive plan the Town and Village have made a commitment to intergovernmental cooperation. The Town and Village realize their relationship with neighboring communities, school districts, state agencies, and Outagamie County can significantly impact residents in terms of planning, the provision of services, and the siting of public facilities. An examination of these relationships and the identification of potential conflicts will help the Town and Village address these situations in a productive manner.

### INTERGOVERNMENTAL COOPERATION VISION

**In 2035, the Town and Village communicate openly. This communication has allowed the Town and Village, as well as Outagamie County and other neighboring communities, to work cooperatively through border and shared service agreements, to provide residents with a wide variety of cost-efficient, non-duplicative services for the betterment of all involved. Elected officials keep residents informed on all matters pertinent to government operations and land development issues.**

The Comprehensive Planning Law requires that the Town and Village of Black Creek coordinate with:

- Towns of Center, Cicero, Bovina, Osborn
- Outagamie County
- Seymour Community School District
- Shiocton School District
- Wisconsin Department of Transportation
- Wisconsin Department of Natural Resources
- Wisconsin Department of Administration
- East Central Wisconsin Regional Plan Commission

<sup>1</sup> Excerpted from Guide to Preparing the Intergovernmental Element of a Comprehensive Plan, Wisconsin Department of Administration, 2002.

## CHAPTER 11: INTERGOVERNMENTAL COOPERATION

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### EXISTING INTERGOVERNMENTAL ACTIVITIES AND PARTNERS

Many intergovernmental programs already in effect impact the Town and Village of Black Creek. This section highlights programs that are currently in place.

#### ADJACENT GOVERNMENTAL UNITS

- Towns of Bovina, Center, Cicero, and Osborn

The Village of Black Creek lies within the limits of the Town of Black Creek. That is one reason why this multi-jurisdictional approach to planning between the Town and Village was pursued. Currently, the Town and Village coordinate with one another to provide fire protection service, first responders, and ambulance service.

The Town of Black Creek is centrally located within Outagamie County and shares borders with several townships (listed above). The Town's relationship with all other neighboring towns can be characterized as one of mutual respect and compatibility from a land use and political standpoint. The communities around Black Creek share a common rural history, with a strong farming tradition. However, several surrounding towns, under county zoning, are experiencing residential development pressure that the Town of Black Creek has been able to minimize through its exclusive agricultural zoning and larger minimum lot size requirements.

At this time, surrounding communities manage their own public service programs (e.g., road maintenance and construction, garbage collection, snowplowing). However, as mutually beneficial opportunities for shared service contracts arise, the Town and Village of Black Creek are open to considering these options. The Towns of Black Creek, Center, and Osborn are parties to a number of intergovernmental agreements with respect to snow plowing and maintenance on shared roads.

#### SCHOOL DISTRICTS

The district offices for both school districts serving the Town and Village of Black Creek are located in Seymour and Shiocton, respectively. The only school building within the Town and Village is the Black Creek Elementary, which is part of the Seymour School District. The Shiocton School District has no facilities located within the Town or the Village. This situation has limited interaction between the Town, Village and both local school districts. Nevertheless, the Town and Village's relationship with the Seymour and Shiocton School Districts can be characterized as cooperative. The Town and Village appreciate the quality service provided by the school districts and the fact that the schools are an important location decision for prospective residents. Regular and open communication is critical to ensure that a cooperative relationship will continue and be strengthened in the future.

To address the minor challenge that the geographic separation between the Town and Village leadership and the school district leaderships presents, some specific ideas for improved coordination are outlined below:

- The Town and Village can provide a copy of all residential development proposals to the appropriate school districts for review and comment. This will open lines of communication and provide the school districts with an opportunity to plan for growth.



## CHAPTER 11:

### INTERGOVERNMENTAL COOPERATION

---

- The Village can coordinate with the Seymour School District about opportunities to share office facilities, clerical staff, and maintenance services (e.g. janitorial, yard, plowing, computer support) in order to reduce costs.

#### OUTAGAMIE COUNTY

The Town and Village of Black Creek are located in Outagamie County. Outagamie County provides many programs, services, and facilities (e.g., parks) that are available to Black Creek residents. Outagamie County programs that most directly impact Black Creek include:

- County highway maintenance and improvement programs;
- Library funding support (to help cover the costs of county residents who use the library); and
- Social services.

In those areas where Outagamie County has jurisdiction, the County attempts to get input from the Town and Village before making decisions affecting the Town and Village. Likewise, the Town and Village have attempted to maintain communication with Outagamie County by providing recommendations. During the planning process, additional communication with the County was identified as a priority, particularly with respect to County road improvement projects. Future communication will also be especially important as it relates to:

- Stormwater management
- Coordination with the Outagamie County Comprehensive Plan
- Economic development
- Public safety

#### EAST CENTRAL WISCONSIN REGIONAL PLAN COMMISSION

The Town and Village are part of the East Central Wisconsin Regional Planning Commission (ECWRPC). Historically, there has been little interaction between these parties. However, with the initiation of this planning effort, ECWRPC provided mapping data, demographic statistics, policy information and advice (particularly with respect to transportation improvements). Moreover, the ECWRPC is coordinating with the WisDOT to prepare a STH 47 corridor study. The Town, Village and ECWRPC are working together to share information in this important study.

#### STATE AGENCIES

- Wisconsin Department of Natural Resources (WDNR)
- Wisconsin Department of Transportation (WisDOT)

WDNR and WisDOT are the primary state agencies with which the Town and Village must coordinate to achieve the goals and objectives of this plan. WDNR takes a lead role in wildlife protection and the sustainable management of woodlands, stormwater regulations, wetlands and other natural wildlife habitat areas. Given the abundant areas of wetland in the Town, the WDNR has a particular interest in the Town of Black Creek. WisDOT is responsible for the planning and development of highways in Wisconsin. The Town and Village are beginning to work more closely with WisDOT as long-term planning for STH 47 moves forward (refer to the Transportation Element for more information).

## INTERGOVERNMENTAL COMPREHENSIVE PLANNING PROCESS

To facilitate a planning environment open to intergovernmental coordination, the Town and Village sent all adjacent municipalities, state agencies, school districts, Outagamie County and the ECWRPC a letter early in their joint planning effort. This letter was intended to notify these agencies and communities of the Town and Village's planning process. Likewise, this letter extended an open invitation for participation in the development of this plan and a review of draft chapters on the project web site. Letters were also sent to intergovernmental partners at the onset of the 2015 comprehensive plan update process. A second set of letters was mailed prior to the Public hearing to provide neighboring communities, the County, ECWRPC, and state agencies an opportunity to provide testimony related to draft plan chapters and maps.

In January 2005 as the draft comprehensive plan was nearing completion, the Town and Village hosted an intergovernmental meeting. The purpose of this first meeting was to discuss the plans of other local agencies and governments and attempt to coordinate the *Town and Village of Black Creek Comprehensive Plan* with the goals and objectives of other local plans. The participants were also given the opportunity to view and comment on the *Draft Future Land Use Map*. This collective "meeting of the minds" provided a unique opportunity to discuss area growth, development, transportation, education, and other concerns. A draft copy of this chapter was presented and discussed in detail during the meeting as well. A similar meeting was held during the process of developing the 2015 update of the plan.

## EXISTING AND PROPOSED PLANS

### ADJACENT/NEARBY GOVERNMENTAL UNITS

Each of the adjoining municipalities has developed and adopted a comprehensive plan as per the requirements of Wisconsin's Comprehensive Planning Law.

### OUTAGAMIE COUNTY

In addition to a countywide comprehensive plan adopted in 2008, there are many other plan documents that the County has prepared that were reviewed in order to develop this plan. These documents include: *Outagamie County Park, Outdoor Recreation and Open Space Plan*, *Outagamie County Land and Water Conservation Plan*, and others. Information from these documents is profiled in the corresponding element chapter of this plan. For example, pertinent recommendations from the *Outagamie County Park, Outdoor Recreation and Open Space Plan* are highlighted in the Utilities and Community Facilities Chapter and Transportation Chapter (related to trails).

### STATE AGENCIES

The WDNR maintains property management plans for all lands they own. The WDNR has also provides a wealth of data for local communities to use in the preparation of comprehensive plans. Moreover, the WDNR has programs and policies in place to protect these state's natural resources. Given the abundant wetland areas within the Town, coordination with the WDNR was important to this planning effort. In recent years, WisDOT has completed a series of statewide planning documents for use in the development of local comprehensive plans. These documents include plans for the state



## CHAPTER 11: INTERGOVERNMENTAL COOPERATION

---

highway corridors, bicycle corridors, rail corridors, and air transportation. These plans were used as an important reference when preparing the Transportation Chapter of this plan. Furthermore, WisDOT's 6-Year Capital Improvement Plan was used for identifying immediate projects in the Town and Village of Black Creek and surrounding areas.

### INTERGOVERNMENTAL CHALLENGES

By preparing this plan together, the Town and Village have recognized their importance to one another. The Village offers an array of services and businesses that serve both communities. The Town provides a rural, country setting that protects natural resources, maintains farmland, and buffers the Village from sprawling development and growth patterns that can jeopardize needed Village expansions. These attributes allow the Village to remain a self-sufficient community that is easily distinguished from its rural surroundings and therefore, offers residents a sense of community identity and place. This is consistent with the Comprehensive Planning Law, which encourages residential development in areas with municipal services and the associated preservation of natural areas and farmland.

The primary challenges with respect to intergovernmental cooperation between the Town and Village lie within two areas: annexation and budgeting. The Village of Black Creek periodically annexes property from the Town to accommodate development requests. This situation has the potential to challenge relations between the Town and Village. A limited Village budget impairs the ability of the Town and Village to share expenses on projects. To overcome this issue, the plan outlines grant funding sources, expanded opportunities for coordinated services between the Town and Village to reduce costs, and tools like capital improvements planning to ensure that available money is spent wisely.

### INTERGOVERNMENTAL GOALS, OBJECTIVES, AND POLICIES

Intergovernmental goals, objectives, and policies can be found in Chapter 12: Implementation.

## CHAPTER 11: INTERGOVERNMENTAL COOPERATION

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