

7. Intergovernmental Cooperation

7.1 Introduction

In general terms, intergovernmental cooperation is any arrangement by which officials of two or more jurisdictions coordinate plans, policies, and programs to address and resolve issues of mutual interest. It can be as simple as communicating and sharing information, or it can involve entering into formal intergovernmental agreements and sharing resources such as equipment, buildings, staff, and revenue. It can even involve consolidating services and jurisdictions or transferring territory.

Many issues cross jurisdictional boundaries, affecting more than one community. For example, air, water, and wildlife pass over the landscape regardless of boundaries so that one jurisdiction's activities with regard to air, water, and wildlife impact other jurisdictions downwind or downstream.

Today, increased communication technologies and personal mobility mean that people, money, and resources also move across jurisdictions, as quickly and freely as air and water. Persons traveling along roadways use a network of transportation routes, moving between jurisdictions without even realizing it.

Frequently, the action of one governmental unit impacts others. We have come to the realization that many vital issues are regional in nature. Watersheds, economic conditions, commuter patterns, housing, media markets, and effects from growth and change are all issues that spill over municipal boundaries and impact the region as a whole.

Intergovernmental Cooperation Benefits

There are many reasons intergovernmental cooperation makes sense. The following are some examples:

1. Cost savings – Cooperation can save money by increasing efficiency and avoiding unnecessary duplication. Cooperation can enable some communities to provide their residents with services that would otherwise be too costly.
2. Opportunity to address regional issues – By communicating and coordinating their actions, and working with regional and state jurisdictions, local communities are able to address and resolve issues which are regional in nature.
3. Early identification of issues – Cooperation enables jurisdictions to identify and resolve potential conflicts at an early stage, before affected interests have established rigid positions, before the political stakes have been raised, and before issues have become conflicts or crises.
4. Reduced litigation – Communities that cooperate are able to resolve issues before they become mired in litigation. Reducing the possibility of costly litigation can save communities money, as well as the disappointment and frustration of unwanted outcomes.
5. Consistency – Cooperation can lead to consistency of the goals, objectives, plans, policies, and actions of neighboring communities and other jurisdictions.

6. Predictability – Jurisdictions that cooperate provide greater predictability to residents, developers, businesses, and others. Lack of predictability can result in lost time, money, and opportunity.
7. Understanding – As jurisdictions communicate and collaborate on issues of mutual interest, they become more aware of one another's needs and priorities. They can better anticipate problems and work to avoid them.
8. Trust – Cooperation can lead to positive experiences and results that build trust between jurisdictions.
9. History of success – When jurisdictions cooperate successfully in one area, the success creates positive feelings and an expectation that other intergovernmental issues can be resolved as well.
10. Service to citizens – The biggest beneficiaries of intergovernmental cooperation is citizens for whom government was created in the first place. They may not understand, or even care about, the intricacies of a particular intergovernmental issue, but all Wisconsin residents can appreciate their benefits, such as costs savings, provision of needed services, a healthy environment, and a strong economy.
11. Sharing staff talent. Staff brings many unique experiences, skills and knowledge. The sharing of these talents strengthens communities.

This element will contain information regarding existing plans or agreements, opportunities for the future, and existing and potential conflicts, and will identify goals, objectives, policies, recommendations, and programs for intergovernmental cooperation.

7.2 Inventory of Existing Agreements

Adjacent Local Governments

Fire Protection

The Village of Harrison provides fire protection services including first responder services to the Village of Sherwood. The agreement is annual with automatic renewal unless a notification has been provided within six months of the renewal.

Other

The Village of Sherwood and the recently formed Village of Harrison have had limited communications. Representatives from both communities are now meeting to discuss cooperation opportunities. As noted earlier, both communities benefit from working together and sharing information. There are potential cooperation opportunities with transportation and other shared needs.

Calumet County

Highway Projects

The village and the county cooperate on highway projects including road patching, paving, and use of special equipment.

Police Protection

The Village of Sherwood uses the Calumet County Sheriff Department for its police protection. This service is administered through an annual contract.

Region

In recent years, Calumet County has been experiencing an increasing role in the region. The county's significant population growth has resulted in an increased interdependent relationship in the region as a whole for economic development, transportation, natural resource protection, tourism, housing, and planning. This is evident by the number of regional programs and groups that are available to the county and local municipalities including the Fox Cities Economic Development Partnership, Northeast Wisconsin Stormwater Consortium, New North, Inc., Northeast Wisconsin Regional Economic Partnership, Niagara Escarpment Resource Network, and several other regionally focused efforts. Calumet County, as well as many local municipalities, are active participants in regional efforts and cooperation and will continue to be in the future.

The Village of Sherwood is actively involved with the following organizations or agencies:

East Central Wisconsin Regional Planning Commission

The Commission is the official comprehensive planning agency for the East Central Wisconsin Counties of Calumet, Fond du Lac, Green Lake, Marquette, Menominee, Outagamie, Shawano, Waupaca, Waushara and Winnebago. Services provided by the Commission include comprehensive and land use planning; transportation improvement and corridor planning; open space, recreational and environmental planning; economic development; demographic information and projections; technical assistance to local governments; geographic information services, and aerial photography distribution.

East Shore Recycling Commission

The East Shore Recycling Commission was started in 1994. Member communities include the Cities of Brillion, Chilton, Kiel, and New Holstein and the Villages of Hilbert, Potter, and Sherwood, and the Towns of Brillion, Brothertown, Calumet (Fond du Lac County), Charlestown, New Holstein, and Rantoul. Communities work together to jointly negotiate recycling collection and processing contracts with private providers. By working together these municipalities feel they are offered a better rate on recycling services from providers. The Commission is run with established bylaws and a board which meets as needed. The Commission has recently begun working on recycling education through funds offered by a grant program at the WDNR.

Northeast Wisconsin Stormwater Consortium

The Northeast Stormwater Consortium is envisioned as a network of communities that will equitably share resources to cost-effectively address stormwater issues and ultimately achieve behavior change, thereby improving watershed health. While regulatory compliance is acknowledged as one reason for being involved in this consortium, member communities are committed to enhancing area residents' quality of life through stormwater management and recognize the importance of doing more than just "getting by." Member communities see the connection between effective stormwater management and clean water for drinking and recreating, reduced flooding, and enhanced beauty and health of streams and lakes.

The mission of the Northeast Wisconsin Stormwater Consortium is to facilitate efficient implementation of stormwater programs locally and regionally that will both meet WDNR and EPA regulatory requirements and maximize the benefit of stormwater activities to the watershed by fostering partnerships, and by providing technical, administrative, and financial assistance to members.

Fox Cities Room Tax

The Fox Cities Hotel Room Tax Commission was formed to coordinate tourism promotion and tourism development using tax revenues generated from the imposition of room taxes in the Fox Cities Tourism Zone pursuant to the Room Tax Act. The jurisdiction of the Commission includes the City of Appleton, the City of Kaukauna, the City of Neenah, the Village of Kimberly, the Village of Little Chute, the Town of Grand Chute, the Town of Neenah, the Village of Fox Crossing, the City of Menasha, and the Village of Sherwood. The Commission is a quasi-Municipal body, corporate and politic, that is separate, distinct and independent from the State of Wisconsin and all local units of government.

State

The Village of Sherwood and Calumet County maintain relationships with a variety of state agencies and departments. The majority of these relationships may be characterized as regulatory in nature. Calumet County, acting as an arm of the state, must ensure enforcement of many state regulations and rules and therefore work with a variety of state agencies and departments on rule enforcement, compliance monitoring, and reporting. The village has a more limited role in dealing with state regulations. The county's relationships are most common with departments such as the Department of Natural Resources, Department of Revenue, Department of Health and Family Services, and Department of Justice.

The Village of Sherwood and Calumet County also maintain relationships with state agencies that are more related to program implementation. These programs can include goals to improve economic development, housing, natural resources, education, and cultural resources. These types of relationships are most common with departments such as Agriculture, Trade and Consumer Protection, Department of Commerce, State Historical Society, Department of Transportation, Department of Tourism, Department of Public Instruction, and the Department of Natural Resources.

Overall, the majority of state agencies and departments have both a regulatory function and a program based or advancement and planning function. The Village of Sherwood has a good working relationship with a number of state agencies that help ensure compliance with state regulations as well as the advancement in providing services to citizens.

7.3 Relationships with Other Governmental Units

School Districts

Calumet County is served by a total of 11 school districts, and the Village of Sherwood is served by Hilbert and Kaukauna Area School Districts. The majority of houses in the village are incorporated into the Kaukauna Area School District. The village's relationship with the school district is generally limited, but there are opportunities for cooperation. Functions in which cooperation are most feasible include sharing of public buildings or facilities and the coordination of park and recreation facilities or programs.

The siting of new school facilities is mainly conducted by the school district. Typically the village will have a limited role in this process. However, the village's comprehensive plan can be a resource in the future for siting facilities and analyzing potential locations, demographics, and transportation issues.

Other Forms of Cooperation

While not a formal unit of government, the Village of Sherwood has been very active in supporting Friends of High Cliff State Park, a local Friends group that is committed to promoting and preserving High Cliff State Park.

The village offers in-kind services which have included use of village expertise, staff time, and contacts with donors or vendors for projects that will further enhance High Cliff State Park.

7.4 Intergovernmental Opportunities, Conflicts, and Resolutions

Potential Opportunities

Numerous opportunities exist for further cooperation with other units of government. Four primary intergovernmental opportunities include the following:

1. Cooperation with services
2. Cooperation with regulations
3. Cooperation by sharing revenue
4. Cooperation with boundaries

Several of these potential opportunities are described as follows:

| # | Opportunity | Other Governmental Unit Assistance |
|---|--|---|
| 1 | Assistance in rating and posting local roads for road maintenance and road improvement planning. | Calumet County Highway Department |
| 2 | Update and amend comprehensive plan and/or ordinances when applicable. | Calumet County Planning, Zoning, Land Information Office and Neighboring municipalities |
| 3 | Develop plan implementation ordinances and other tools. | Calumet County Planning, Zoning, Land Information Office and Neighboring municipalities |
| 4 | Work with the school district to anticipate future growth, facility, recreation, and busing needs. | School District |
| 5 | Share community staff, office equipment, or construction and maintenance equipment. | Neighboring municipalities |
| 6 | Coordinate shared services or contracting for services such as police protection, solid waste compost and recycling, recreation programs, etc. | Neighboring municipalities |
| 7 | Cooperatively manage land use and development to ensure continuing groundwater quantity and supply. | Neighboring municipalities |
| 8 | Improve attractiveness of community entrance points. | Neighboring municipalities |

7.5 Boundary Agreements and Provision of Services

Boundary and Land Use Agreements

Decisions about municipal boundaries are usually linked to land use and utility service decisions. Towns and neighboring villages/cities should work toward mutually agreeable solutions for long-term municipal boundaries and land use. The Land Use chapter of this document addresses this issue in detail.

Continuing cooperation on comprehensive plans is one good way to achieve coordination among neighboring communities. Going further, plans can be formalized through intergovernmental boundary and land use agreements. Formal intergovernmental agreements may cover agreed future land uses in planned transition areas, set long term municipal boundaries, or set utility expansion limits. Such agreements help minimize potential for future conflicts as time passes.

With the recent incorporation of the Town of Harrison to the Village of Harrison previous boundary agreements have become null and void. The Village of Sherwood has an extraterritorial boundary with the Town of Woodville.

Cooperative Provisions of Utilities, Services, and Community Facilities

Consolidating and coordinating services and facilities between communities is done with the intent to achieve cost savings and improvement in services. Cooperative service agreements are particularly important in the current era of diminishing government financial resources. To advance intergovernmental cooperation with respect to community facilities and utilities, the community should:

1. Encourage cooperative utility system planning in areas that are already developed but may need a higher or more reliable level of sewage treatment over the 20 year planning period. Coordination between neighboring communities on this issue is of particular relevance where higher density developments are close to villages and cities with public utilities. Other alternatives for waste treatment for these types of areas include group (or community) waste treatment systems or separate sanitary or utility districts.
2. Ensure county policy continues to guide urban development into areas with public sanitary sewer and/or water systems and assist in working out intergovernmental agreements between towns and nearby cities or villages to extend public services into development areas in accordance with area development plans.
3. Continue discussions with local communities and neighboring counties on the provision of emergency medical services in the county to ensure adequate service delivery for residents over the long term, particular given the aging population.
4. Encourage the development and continuance of joint service agreements between communities. Key public services provided to residents and property owners include public education, police and fire protection, emergency medical service, road maintenance, trash collection, recycling, and snow removal. Calumet County communities should recognize a negotiating position that results from common geographical and administrative intent and the resulting strength in numbers. There is an existing potential to save taxpayer dollars through forming a united intergovernmental partnership for purchase of heavy equipment, supplies, capital items and through the bulk purchase of common items such as road salt. Purchases can be directed through the partnership to allow for consolidated purchases, economies of scale, and leveraged price points.

7.6 Intergovernmental Cooperation Goals and Objectives

Following are the goals and objectives developed by the Village of Sherwood regarding intergovernmental cooperation.

Goal IC1: *Establish mutually beneficial intergovernmental relations with other units of government (Village of Sherwood Land Use Plan, 2000).*

Objectives

1. Encourage collaboration between the Village of Sherwood, Calumet County, and neighboring jurisdictions with regard to planning initiatives and development policies (Village of Sherwood Land Use Plan, 2000).
2. Continue to develop the cooperative working Relationships the village has established with neighboring communities and the county.
3. Increase cooperation with neighboring communities and Calumet County to provide efficient and effective emergency services, street maintenance, and other services when appropriate.
4. Coordinate communication to the public regarding the announcement of meetings, activities, development projects, programs, and issues.
5. Consider cooperative boundary agreements with neighboring communities to address annexation, expansion of public sewer and water services, and growth management between neighboring communities.
6. Encourage cooperation with the school districts in utilizing appropriate school facilities for open space and recreational needs.
7. Work with surrounding communities to encourage an orderly, efficient development pattern that preserves natural resources and minimizes conflicts between urban and rural uses (Village of Sherwood Land Use Plan, 2000).

7.7 Intergovernmental Cooperation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies and recommendations that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies and recommendations that direct action using the word “should” are advisory and intended to serve as a guide.

1. Continue cooperative planning efforts with surrounding towns, districts, associations, service providers and the county.
2. The community should work with neighboring communities to match land use plans and policies along municipal boundaries to promote consistency and minimize potential conflicts.

3. An advisory body shall be appointed to establish clear goals, objectives, and expectations for the purpose of negotiating any intergovernmental agreement.
4. The village shall determine the preferred statutory method of intergovernmental cooperation agreements (i.e. 66.0301, 66.023, etc.) as part of any agreement negotiating process.
5. The village will bi-annually evaluate the cost effectiveness of existing departments/offices or agencies which are independent of other government entities or where no intergovernmental agreements exist.
6. Neighboring communities and districts will be invited to any future meetings in which amendments or updates to the comprehensive plan are made.
7. If a neighboring jurisdiction is creating or amending a comprehensive plan, community representatives will attend or accept invitations to intergovernmental discussions.
8. The development of a governmental association, an association of all neighboring jurisdictions in which intergovernmental issues will be discussed, will be developed within the planning period.
9. Any educational efforts regarding planning, land use regulation, implementation or resource management will be discussed as being a joint effort with neighboring communities.
10. A joint planning area shall be developed with neighboring communities in areas where there is common interest, potential for conflicts or where regulatory authority overlaps.
11. Planning materials, reports and studies obtained from neighboring jurisdiction shall be kept in a central location and utilized when decisions that affect land use are made.
12. The village will annually distribute a newsletter or brochure describing current intergovernmental results and benefits and future opportunities. It shall be distributed to local citizens, neighboring jurisdictions, county and regional entities and state and federal representatives as necessary.
13. Before the purchase of new community facilities or equipment or the re-instatement of service agreements, the community will pursue options for trading, renting, sharing, or contracting such items from neighboring jurisdictions.
14. Opportunities for sharing community staff or contracting out existing staff availability will be pursued should the opportunity arise.
15. All community facilities which have available capacity shall be considered for joint use with a neighboring community or group.
16. Any and all intergovernmental agreements or arrangements shall be in writing and the statutory authority for such agreements will be identified.

7.8 Intergovernmental Cooperation Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

Calumet County Municipal Leaders Group

This group is comprised of all city mayors, village clerks, and town chairpersons in Calumet County. They meet quarterly to discuss ways to cooperate better and share services. The group is organized through the County Administrator's Office.

Wisconsin Partnership

The State of Wisconsin offers local governments contract purchasing, technical advice, data and financial assistance to more efficiently provide government services and increase cooperation. At www.WisconsinPartnership.wi.gov a variety of information is provided to help local governments become more cost-effective.

Wisconsin Department of Administration, Division of Intergovernmental Relations- Municipal Boundary Review

Municipal Boundary Review regulates the transition of unincorporated areas to city or village status through municipal annexation, incorporation, consolidation, or by joint city-village-town activities involving cooperative boundary plans and agreements. Such agreements may change territorial boundaries and may provide for the sharing of municipal services. Staff members are available upon request to meet with local officials and citizens to discuss annexation, incorporation, consolidation, and cooperative boundary plans. Contact the Wisconsin Department of Administration, Division of Intergovernmental Relations for further information.

League of Wisconsin Municipalities

The League of Wisconsin Municipalities is a not-for-profit association of municipalities. Established in 1898, the League acts as an information clearinghouse, lobbying organization, and legal resource for Wisconsin municipalities. Its membership consists of 378 villages and all of the 190 cities in the state.

UW-Extension Local Government Center

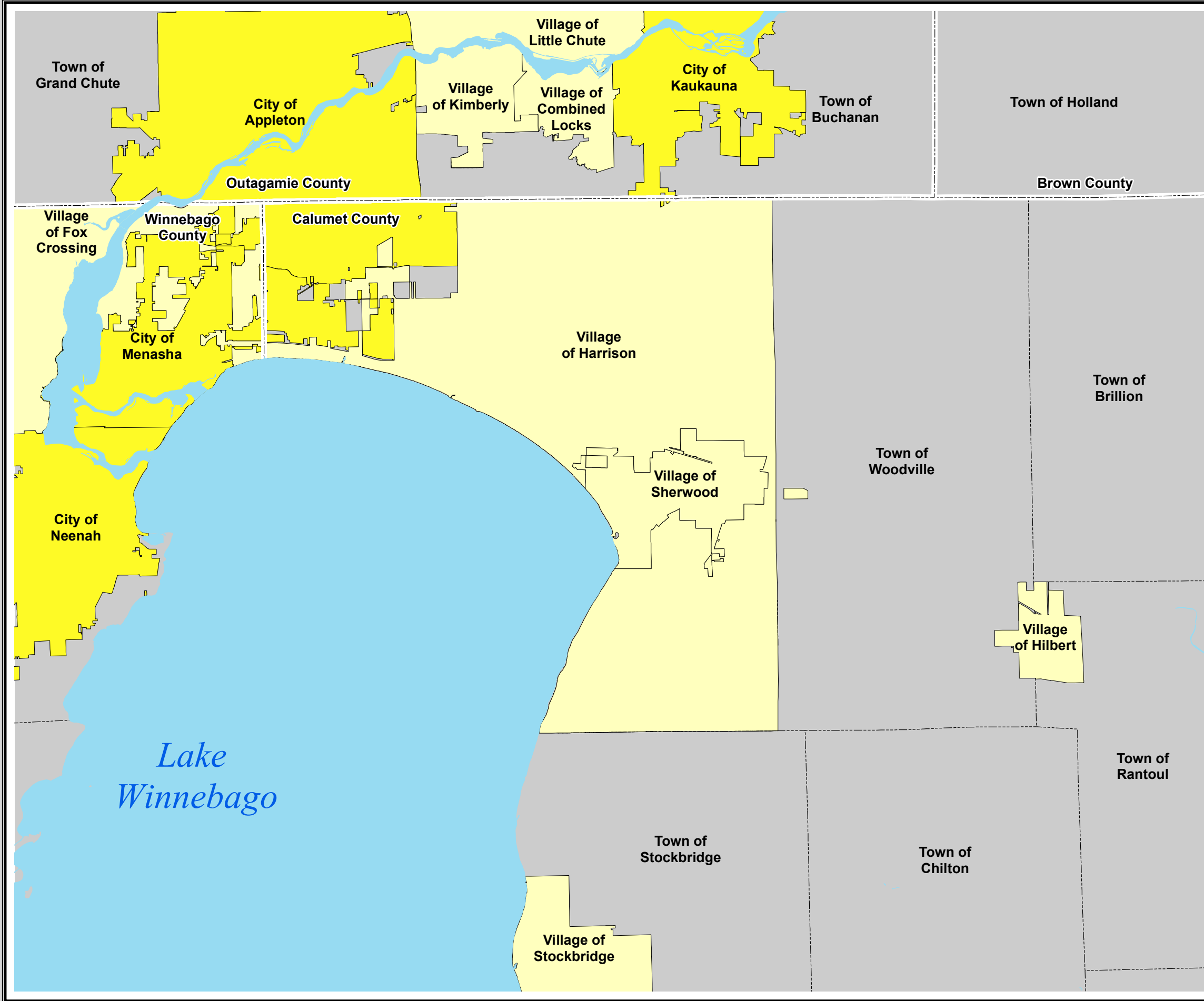
The mission of the Local Government Center is to provide focus, coordination, and leadership to UW System educational programs for local government, and to expand the research and knowledge base for local government education. The Center conducts and coordinates educational programming in general local government, local government finance, growth management, and community planning and design. Additional programs are under development. Educational programs are delivered through the two-way audio Educational Telecommunications Network (ETN), satellite television, and state-wide and regional workshops. The Center supports the programming of county-based Extension faculty. A variety of resources regarding intergovernmental cooperation is available through the Local Government Center. For further information visit its web-site at www.uwex.edu/lgc/.

Intergovernmental Agreements

Any municipality may contract with other municipalities to receive or furnish services or jointly exercise power or duties required or authorized by law. The term "municipality" is defined to include the state, counties, cities, villages, towns, school districts, sanitary districts, public library systems, regional planning commissions, and other governmental and quasi-governmental entities. The requirements and procedures set forth for intergovernmental agreements are minimal. Such arrangements can prove useful in the implementation of a plan

by facilitating efficient provision of public facilities and services. In Calumet County, intergovernmental agreements have been used to execute cooperation between communities for services such as fire and emergency rescue.

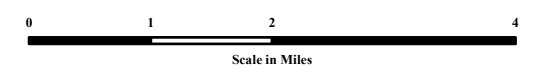
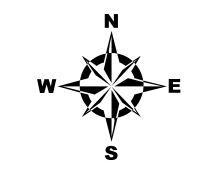
Map 7-1 Village of Sherwood Comprehensive Plan Update Intergovernmental Cooperation



Legend

- City
- Village
- Town

Source:
Base Data provided by Calumet, Winnebago,
Outagamie, Brown County 2016.



This data was created for use by the East Central Wisconsin Regional Planning Commission Geographic Information System. Any other use/application of this information is the responsibility of the user and such use/application is at their own risk. East Central Wisconsin Regional Planning Commission disclaims all liability regarding fitness of the information for any use other than for East Central Wisconsin Regional Planning Commission business.

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