

## **CHAPTER 7 Intergovernmental Cooperation Element**

66.1001 (2)(g) Wis. Stat.:

**Intergovernmental Cooperation element.** A compilation of objectives, policies, goals, maps, and programs for joint planning and decision making with other jurisdictions, including school districts and adjacent local governmental units, for sighting and building public facilities and sharing public services. The element shall analyze the relationship of the local governmental unit to school districts and adjacent local governmental units and to the region, the state, and other governmental units. The element shall incorporate any plans or agreements to which the local governmental unit is a party under s. 66.0301, 66.0307 or 66.0309. The element shall identify existing or potential conflicts between the local governmental unit and other governmental units that are specified in this paragraph and describe processes to resolve such conflicts.

The intergovernmental cooperation chapter identifies opportunities for establishing or maintaining cooperation between local units of government. Cooperation improves lines of communication between different units of government, and aids in the recognition and possible resolution of, conflicts between jurisdictions, and allows for the identification of mutual service needs and improvements. The intent of this chapter is to identify, inventory and analyze existing and potential cooperative relationships.

### **Section 7.1 Introduction**

The analysis and projection of growth for the City of Stevens Point must proceed within an area wide prospective. This broader look at development factors is particularly important for Stevens Point because of its location within a larger urban area partially controlled by other units of government. It is important, therefore, that the City's planning not take place within a vacuum.

This large urban area "functions" as a single community for purposes of education, health, employment, shopping, leisure time activity, and other human activities. Transportation, communication, and some governmental linkages further contribute to a single functional community, although the individuality of the various governmental units can be expected to continue providing localized community identity and development objectives.

### **Section 7.2 Inventory of Intergovernmental Agreements**

The following sections list the existing agreements or relationships that the City of Stevens Point currently has with other municipalities. Inventory and examination of existing municipal relations allows for the understanding of how municipalities currently work together and how these relationships can be enhanced. As the City of Stevens Point develops and redevelops over the next 20 years it is important for them to continue to work with surrounding municipalities.

#### **A. Village of Plover**

- The City participates with the Village of Plover in a mutual aid agreement with several other Portage County communities for fire protection. This is a written agreement.
- The City has a written agreement for an emergency water connection with Village of Plover.
- Stevens Point and Plover work together on sanitary sewer jetting for maintenance. There is no written agreement.

- There is a mutual drop off/pick up location for passengers of Stevens Point Transit and the Plover Shared Ride Taxi at the Econo Foods parking lot (Tommy's Turnpike and Post Road). There is no written agreement.
- The City and the Village of Plover have agreed County Road HH, east of Hoover Road to County Road J, is the future municipal boundary between the City and the Village of Plover. Future municipal service planning will recognize this boundary.
- The City and the Village of Plover have a written agreement regarding maintenance of the traffic signals located at Hoover Road and County Road HH.

#### B. Village of Whiting

- The City participates with the Village of Whiting in a mutual aid agreement with several other Portage County communities for fire protection. This is a written agreement.
- The City has an emergency water connection with the Village of Whiting. There is a written agreement.
- The Village of Whiting participates in Stevens Point Transit service. Service is provided to River Pines Nursing home and other portions of the Village. The Village contributes to the cost of operation in addition to the revenues derived from riders. The Village of Whiting is offered a seat on the Transit Commission which oversees the operation of Stevens Point Transit.

#### C. Town of Hull

- The City has an adopted land use agreement with the Town of Hull for the Parkdale development area, north of USH 10E and east of Brilowski Road.
- The City has several informal arrangements where it plows Town streets in exchange for Town plowing of some City streets.

#### D. Town of Plover

- The City and Town entered into a State Statute 66.023 Boundary Adjustment Plan and Agreement in 1995. This agreement provided municipal sewer and water to Town of Plover residents located north of County Road HH and west of Interstate Highway 39, with the municipal boundaries adjusted from the Town of Plover to the City of Stevens Point effective ten years after sewer and water were installed.

#### E. Towns of Carson, Linwood

- The City does not have any written agreements with either Linwood or with Carson.

#### F. School Districts

- The Stevens Point Area Public School District (SPAPS) is a large school district encompassing more than the City limits. It is governed by an independent elected body. The City provides the use of Goerke football field for the public Stevens Point Area Senior High School and for private (Stevens Point Area Catholic Schools (SPACS)) Pacelli High School. The City recreation sports leagues use school recreational facilities. The City organizes the leagues. City neighborhoods rely on public and private school yards to provide neighborhood open space.

#### G. Portage County

- Stevens Point has a written agreement with the Portage County Health Department to enforce health regulations in the City, Chapter 7 of City Ordinances.
- County of Portage is designated as the responsible unit for recycling. In that written agreement the City agrees to deliver solid waste to the County landfill or designated location through 12-31-2012.
- Steven Point currently has a contract to provide ambulance service to County municipalities. This contract runs through the end of 2005; the City has filed notice that it will seek to renegotiate contract terms at the end of the agreement.
- The City leases space within the County/City Building for the Stevens Point Police Department.
- The City utilizes County Planning staff services for various City Plan Commission work, as well as assistance in drafting the Stevens Point Comprehensive Plan. There is no written agreement for the former; there is for the latter.
- The City provides the Lincoln Senior Citizen Center building. The County operates the Commission on Aging from this building.
- The City provides the Charles M. White Library building. The County maintains library administrative offices and operates the main library branch from this building.
- Portage County constructed the Portage County Business Park within the City limits. The City extended utilities to the Business Park site at no cost to the County.
- The County and City are currently studying the need for an expanded Justice Center including jail, County Sheriff offices, and court rooms. The City police and Sheriff are considering co-location as a part of this study.
- The County and City share maintenance responsibility for the Green Circle Trail.

#### H. Town of Stockton

- The City Plan Commission and Town of Stockton Plan Commission have recommended adoption of a single Official Street Map regarding lands of mutual concern.
- The City Plan Commission and the Town of Stockton Plan Commission met regarding the Extraterritorial land use map. After input from the Stockton Plan Commission and after making changes to the land use plan, the City of Stevens Point Plan Commission adopted a recommended Extraterritorial Land Use map 8.7B.

### **Section 7.3 Analysis of Intergovernmental Agreements**

The existing agreements appear to be adequate for current operations.

## **Section 7.4 Identification of Existing/Potential Issues or Conflicts with Other Governmental Units and Procedures for Resolving Them**

### **A. Stevens Point Area Public School District**

The Stevens Point Area Public School District is controlled by the Stevens Point School Board, which is an independent political body. The City of Stevens Point Common Council does not control the operation of the public school system. The City Council and Mayor's office can express opinions to the School Board and provide input into the operation of the School District.

The City should work with the school district on:

- Issues relating to the future of neighborhood schools. Recent drops in enrollment have resulted in the closure of Jackson School. City leaders should have input into the future of the remaining schools and the disposition of closed school properties such as Jackson School and the former Emerson School site.
- Continuation of recreational programs.
- Expanding the shared use of facilities.
- The potential need for new schools in expanding areas of the City.

### **B. Towns of Hull, Plover, and Stockton.**

- The City has identified the areas east of the City, currently in the Towns of Hull, Plover, and Stockton, as the area targeted for future city growth. Conflicts may arise between the Towns and the City due to perceived loss of tax base.

Most of the lands projected to be annexed are currently in farm use. The amount of Town taxes collected from farmed lands is relatively small due to the State of Wisconsin policy of taxing farm land at its agricultural use. Typical Town assessment for 40 acre farmland tracts next to the City are Hull: \$4,600/40 acre; Plover: \$5,966/ 40 acre; Stockton: \$6,370/40 acre. Local town taxes collected on these 40-acre parcels is Hull: \$17.47/40 acre; Plover: \$13.51/40 acre; and Stockton: \$21.17/40 acre (source: Portage County Treasurer's Office, 2004 tax year). Loss of tax base is not a large financial impact to the townships. Discussions are underway with the Towns to discuss proposed land use categories for these areas, and how existing town residents would be protected. Current State law requires the annexing City to compensate the Town from which property is annexed with what the tax collections would have been for the annexed property for a period of five years.

- Adoption of common Official Street Maps will assist in defusing conflicts related to future street planning.
- Timing of future development is potentially an issue of conflict. Development on larger lots using on-site waste disposal has proven in the past to be an impediment to future city expansion. Prevention of premature development while allowing a reasonable use of the land owner's property will have to be addressed. Development decisions will continue to reside with the property owner. Coordinating development timing among various independent owners will likely continue to be a challenge.

### C. Portage County

- The County is the logical regional level of government able to implement regional solutions to regional issues. A few future issues include expansion of the Business Park, continuation of ambulance service, regional transportation issues, and regional recreational facilities including the next regional urban park.

### **Section 7.5 Issues/Conclusions Regarding Intergovernmental Relations**

The City should:

- Coordinate with Portage County to improve ambulance and emergency service to the City and the urban area.
- Explore mutual working relationships with the Towns of Hull, Plover and Stockton.
- Continue to work with the Portage County Business Council and the Central Wisconsin Area Economic Development Council.
- Continue to work with Towns of Hull, Plover and Stockton on extraterritorial and land use issues.
- Regarding the Town of Plover, the City would propose to expand into the area currently in the Town of Plover lying north of County Road HH and east of Brilowski Road, as the owners agree to annexation. Annexation would be subject to state annexation laws. Currently, owners representing a majority of electors residing in the area must petition to annex. If no electors reside in the area, then owners representing a majority of land value or acreage must petition to annex.

Generally the area is undeveloped with the exception of the one forty acre tract centered around Woodland Rd. That forty acre tract currently is subdivided into seven lots and appears to be occupied by five houses. The City is willing to include this forty acre parcel in its sewer service area planning, but has no intent to annex the land until the owners request annexation. The owners have been contacted by mail to inform them of the planning and to seek their input. The balance of the land is mostly farmed.

The City Plan Commission has identified this area as a natural expansion of the Business Park and Crossroads Development. Proposed land uses include commercial, industrial and all ranges of residential. Stevens Point anticipates that this land will develop as part of a larger plan encompassing lands north of County Road HH, east of Brilowski Road, and south of the Canadian National Railroad. We plan to coordinate our land planning with the Village of Plover's plans south of Cty Rd HH and east of Eisenhower Rd. It is our understanding the Village and Town of Plover have agreed to a combination of commercial and residential uses east of Eisenhower Rd.

- Regarding the Town of Hull, the City would propose to expand into the area currently located in the Town of Hull east of Brilowski Rd and ¼ mile north of US Highway 10, south to the south Township limits, as the owners agree to annexation. Annexation would be subject to state annexation laws. Currently, owners representing a majority of electors residing in the area must petition to annex. If no electors reside in the area, then owners representing a majority of land value or acreage must petition to annex.

Generally the area is undeveloped with the exception of Deerwood Park Subdivision. The City may be willing to include Deerwood Park in its sewer planning but has no intent to annex the land until the owners request annexation. The balance of the land is farmed or wooded.

The City Plan Commission has identified the area south of the Canadian National Railroad as a natural expansion of the Business Park. Proposed uses include commercial, industrial and all ranges of residential. The area north of the Canadian National Railroad would be an expansion of residential uses. The intensity of residential uses may be higher closer to the Railroad. Land located adjacent to US Highway 10 may be commercial, office or other high intensity use.

- Work with Portage County on topics that reach beyond City boundaries or where project benefits reach beyond City boundaries, including ambulance service, regional transportation issues, regional parks and recreation issues, and expansion of the Business Park.
- Continue to work with Portage County Solid Waste Department.
- Work with Department of Transportation and Portage County Highway Department on transportation needs.
- Work with the Stevens Point School District on school issues such as maintaining neighborhood schools as neighborhood centers and sharing of facilities.

## **Section 7.6 Intergovernmental Cooperation Goals, Objectives and Policies**

### A. Goals:

1. Encourage cooperation between the City and other units of government to ensure appropriate, cost effective services and facilities.
2. Enter into intergovernmental agreements.

### B. Objectives:

1. The City and other local units of government should work together to develop creative ways to plan for the timing and the nature of growth across municipal borders.
2. Share services across County or municipal borders.
3. Periodically review intergovernmental agreements to re-affirm they are still in the interests of the City.

### C. Policies

1. Jointly develop, adopt and administer Official Street maps in the extra-territorial areas.
2. Establish / maintain communication with surrounding municipalities for discussion of land use and other related issues. These may include land use issues, park planning, and recreational trail planning
3. Maintain existing intergovernmental relations and cooperation with surrounding municipalities.

4. Take an active role in the Urban Area Transportation Plan.
5. Notify town government when items are on city agendas that may affect town interests or town residents.
6. Prevent development of land in future city expansion (extraterritorial) areas prior to provision of City municipal services.