



## **CHAPTER #11**

# INTERGOVERNMENTAL COOPERATION

## CHAPTER 11: INTERGOVERNMENTAL COOPERATION

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## CHAPTER 11: INTERGOVERNMENTAL COOPERATION

### INTRODUCTION

Intergovernmental cooperation involves working with neighboring communities and agencies to understand how their future planning activities will impact the Town of Buchanan. At a minimum, this involves sharing information about Buchanan's plan with neighboring communities and agencies and vice versa. However, Buchanan believes intergovernmental cooperation should not end with the sharing of plans. Instead, this process should be the beginning for joint planning and decision-making, conflict resolution, and other strategies to promote regional coordination.

The Comprehensive Planning Law requires that the Town of Buchanan coordinate its planning effort with:

- Town of Woodville (Calumet County); and the Towns of Holland and Wrightstown (Brown County)
- Villages of Combined Locks, Kimberly and Harrison
- Cities of Appleton and Kaukauna
- Brown, Calumet, and Outagamie Counties
- East Central Wisconsin Regional Planning Commission
- Appleton, Kaukauna, Kimberly, and Wrightstown School Districts
- Darboy Sanitary District
- Garners Creek Stormwater Utility
- Wisconsin Department of Transportation
- Wisconsin Department of Natural Resources
- Wisconsin Department of Administration
- Wisconsin Land Council

### INTERGOVERNMENTAL COOPERATION VISION

#### INTERGOVERNMENTAL COOPERATION VISION

*By 2040, intergovernmental cooperation efforts have enabled Buchanan to establish partnerships with neighboring communities, state agencies, Outagamie, Calumet, and Brown counties, and the school districts to provide coordinated, cost-effective services. Through cooperation with adjacent communities, the Town has preserved its rural lifestyle and maintained its land base while providing a unique blend of commercial and residential development.*

### INTERGOVERNMENTAL PARTNERS, ACTIVITIES AND CONFLICTS

Actions undertaken by the Town of Buchanan have the potential to affect neighboring communities. Likewise, the actions of its neighbors can affect Buchanan. Maintaining channels

of communication and identifying opportunities for cooperation can ease intergovernmental tensions and provide the means to achieve shared goals. This section highlights some of the intergovernmental issues and challenges facing the Town and discusses those programs currently in place. The maps provided throughout this plan indicate the proximity of adjacent communities to Buchanan.

### **The Towns of Holland, Woodville, and Wrightstown**

Buchanan's relationship with the neighboring towns can be characterized as one of mutual respect and compatibility from a land use and political standpoint. These communities share a common rural character with Buchanan. Since Towns cannot annex land from one another, boundary disputes are non-existent. Public services such as road maintenance and construction are often cooperative efforts. Furthermore, as mutually beneficial opportunities for shared services arise, the Towns are open to considering additional shared services options.

### **The Cities of Appleton and Kaukauna and the Villages of Combined Locks, Kimberly and Harrison**

Buchanan shares its north-central and northwestern boundary with the City of Kaukauna and Villages of Combined Locks and Kimberly. In addition, the Town shares common boundaries with the City of Appleton and the Village of Harrison. The Town's residents enjoy access to the businesses and services provided by these communities. As a result, they are an important local destination point. However, as incorporated communities with growing populations and limited available undeveloped land, they also provide opportunities for potential conflict with the Town. Over the years, Buchanan has lost a significant amount of its land base through the process of annexation. Annexation occurs at the behest of Town residents or landowners. Petitions for annexation typically result from a desire for improved services or because the city or villages offer opportunities for greater development densities. The Town of Buchanan is committed to providing quality development choices within its boundaries and believes that, with proper planning and zoning, this will be possible without or without municipal water or sewer systems.

### **School Districts**

The Town's relationship with the school districts can be characterized as cooperative. The Town appreciates the quality service provided by the school districts and the fact that the schools are a major draw to the area for new residents. Regular and open communication is critical to ensure that this cooperative relationship will continue and be strengthened as growth continues.

### **County and Regional Governments**

The Town of Buchanan is located in Outagamie County, which provides many programs, services, and facilities that are available to Buchanan residents. County programs that most directly impact Buchanan include:

- Zoning
- County highway maintenance and improvement programs
- County park maintenance
- County police protection

- Land and Water Conservation efforts for permitted sanitary systems and maintaining wetland areas and lake quality
- Economic development assistance
- Social services
- Emergency Management

In those areas where Outagamie County has jurisdiction, the county solicits input from the Town before making decisions affecting Buchanan. Likewise, the Town has maintained communication with Outagamie County by providing recommendations regarding transportation, economic growth, and residential development. Future communication will also be especially important as it relates to:

- Zoning
- Stormwater management
- Coordination with the Outagamie County Planning
- Economic development
- Emergency management
- Courts
- Health department
- Public safety

Outagamie County and the Town of Buchanan are part of the East Central Wisconsin Regional Planning Commission (ECWRPC). The Town receives assistance from both of these organizations over the year.

### **State Agencies**

- Wisconsin Department of Natural Resources (WDNR)
- Wisconsin Department of Transportation (WisDOT)
- Wisconsin State Historical Society
- Wisconsin Department of Administration (WDOA)
- Department of Agriculture, Trade and Consumer Protection (DATCP)

WDNR and WisDOT are the primary state agencies with which Buchanan 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.

WisDOT is a key player in the planning and development of highways and pedestrian/cycling facilities in the region.

The mission of DATCP is to serve Wisconsin citizens by ensuring:

The safety and quality of food

- Fair business practices for the buyer and seller
- Efficient use of agricultural resources in a quality environment
- Consumer protection
- Healthy animals and plants
- The vitality of Wisconsin agriculture and commerce

Open communication and participation in historic, natural, land use, and transportation decisions that impact the Town will remain important priorities for intergovernmental cooperation with state agencies.

## **EXISTING INTERGOVERNMENTAL AGREEMENTS**

The Town of Buchanan has a number of intergovernmental and mutual aid agreements in place with its neighbors. These include, but are not limited to:

- community park with the Village of Harrison;
- the Darboy Sanitary District;
- Garners Creek Stormwater Utility;
- Outagamie County Sheriff's Department for police protection and the Village of Combined Locks for shared police protection;
- Outagamie County Highway Department for road maintenance;
- agreements with the City of Appleton for transit services;
- boundary agreements with the Combined Locks and Harrison; and
- Villages of Wrightstown, Harrison, Combined Locks and Hollandtown Fire Departments for fire service automatic aid agreements.

## **INTERGOVERNMENTAL COMPREHENSIVE PLANNING PROCESS**

To facilitate a planning environment open to intergovernmental cooperation, Buchanan sent its intergovernmental partners an invitation to participate in an intergovernmental meeting to solicit input prior to beginning the formal adoption procedure. On March 5, 2018 the Town of Buchanan hosted an intergovernmental meeting. A total of 10 people representing the Town of Buchanan, the Kimberly School District, the City of Appleton, the Darboy Sanitary District, Valley Transit and the Outagamie County Sheriff's department were in attendance.

All plan documents, including text and maps, were available throughout the planning process on the project website for review and comment to ensure the widest range of public participation and input from overlapping and neighboring jurisdictions as well as any other interested entity or individual.

Thirty days prior to the public hearing, neighboring communities were notified of the hearing and advised to where copies of the draft comprehensive plan could be attained for review and recommendations to the Town. Comments received were addressed at the Public Hearing and in the final adopted plan.

## **EXISTING AND PROPOSED COMPREHENSIVE PLANS**

### **Outagamie County Comprehensive Plan**

Outagamie County Board adopted a comprehensive plan on March 25, 2008. Additions and updates have been occurring since the plan was adopted. A Farmland Preservation Plan dated 2011 and amended in 2012 and is included as Appendix F. The Outagamie County Comprehensive Plan Outdoor Recreation and Open Space Plan 2014-2018 (Appendix E) is

updated every 5 years and is part of the comprehensive plan. The latest revision of the future land use map was done on February 22, 2017.

### **Adjacent/Nearby Governmental Units**

The City of Appleton adopted a comprehensive plan in March of 2010. On March 15, 2017, the city completed a five year update. The update included text amendments to a number of the background chapters and the Parks and Recreation Master Plan (Chapter 18), a full re-write of the city's downtown plan (Chapter 14) and a revised future land use map. The City of Kaukauna (January 2013), the villages of Combined Locks (February 2, 2010), Kimberly (January 4, 2010) and Harrison (February 17, 2017), and the Towns of Holland (April 7, 2005) and Wrightstown<sup>1</sup> (September 22, 2005) have completed and adopted comprehensive plans. The Town of Woodville was part of a countywide comprehensive planning effort. The Town of Woodville adopted Calumet County's comprehensive plan, and then developed a town specific land use chapter. The individual town level land use chapters were adopted by the county and incorporated into the county's overall comprehensive plan in February 2008. These chapters were updated and subsequently adopted by the county as part of the February 2012 comprehensive amendments.<sup>2</sup>

## **OTHER PLANS**

### **School Districts**

At this time, no school district has plans to construct new facilities within the Town of Buchanan. In order to facilitate future school district planning efforts, the Utilities and Community Facilities chapter of this plan recommends the Town continue to work with the schools districts on future facilities and studies.

The four school districts serving the Town have a long history of planning for improvements and expansion in response to population growth rates. The districts' facilities can accommodate a significant number of new students. Since school district boundaries extend well beyond the Town, it is likely that new schools, if constructed, will be located outside of Buchanan. To further facilitate school district planning and intergovernmental cooperation, this plan is available to the districts.

### **State Agencies**

WDNR is a major agency involved in the acquisition and development of recreational/pedestrian trails – an important component of this plan. Furthermore, the WDNR takes a lead role in wildlife protection and the protection and sustained management of woodlands, wetlands and other natural wildlife habitat areas. These priorities are reflected in the environmental corridors shown on the Future Land Use Map, as well as the groundwater protection and other natural resource goals, objectives and policies outlined in the Agricultural, Natural and Cultural Resources Element.

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 highway corridors,

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<sup>1</sup> The Town of Wrightstown is currently in the process of updating its comprehensive plan.

<sup>2</sup> Calumet County website, accessed 9/27/17.

bicycle corridors, rail corridors, and air transportation. The plans were used as a starting point when preparing the Transportation Element Chapter of this plan. Recommendations from these plans are addressed in the Transportation Element.

## **HUMAN INFRASTRUCTURE TO SUPPORT TOWN SUCCESS**

To date, Buchanan has functioned well with minimal staff. However, as the Town's population expands and as the community evolves in to a more developed landscape, additional staff may be needed to meet the demands of a growing community. The addition of staff should be carefully considered as part of a larger organization structure designed to meet resident, economic, and intergovernmental challenges. The comprehensive plan does not call for specific additions in terms of staff capabilities. Future expansion decisions should be based on periodic reviews of the Town undertaken by the Plan Commission.

The provision of adequate space for government to function is also an issue that will impact the Town's ability to coordinate well with neighboring communities and provide needed services for residents. This issue is addressed in the Utilities and Community Facilities Chapter with information provided regarding local facilities assessments.

## **RELATIONSHIP TO OTHER REQUIRED PLAN ELEMENTS**

Intergovernmental Cooperation weaves its way into every element of this plan. Regional housing demand and supplies determine the market for housing in the Town of Buchanan. Transportation improvements made to county and state highways have the potential to affect land use and development patterns in the Town. Likewise, the Town's ability to expand economically depends on quality services being provided, not only by the Town but also by its intergovernmental partners (e.g. schools, police, fire, etc.). Moreover, the Town's ability to support development opportunities at its perimeter must be coordinated with neighboring communities to ensure compatibility with adjacent land uses.

## **INTERGOVERNMENTAL GOALS, OBJECTIVES AND POLICIES**

The Town's Intergovernmental Cooperation goals, objectives, and policies can be found in Chapter 12: Implementation.