

7

Intergovernmental Cooperation



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7 Intergovernmental Cooperation

7.1 Intergovernmental Cooperation Plan

From cooperative road maintenance to fire protection service districts Dodge County and its communities have a long history of intergovernmental cooperation. As social, economic, and geographic pressures affect change in the Town of Hubbard, the community will increasingly look to cooperative strategies for creative and cost-effective solutions to the problems of providing public services and facilities.

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 to share resources such as equipment, buildings, staff, and revenue. Intergovernmental cooperation can even involve consolidating services, consolidating jurisdictions, modifying community boundaries, or transferring territory.

The Town of Hubbard's plan for intergovernmental cooperation is to continue to communicate with neighboring units of government and to continue to utilize cooperative relationships for the provision of community facilities and services. Since the town provides so few services directly to its residents, the continued use of cooperative solutions will be essential in achieving its overall strategy of providing high quality services while managing the tax burden on town property owners. The town plans to maintain its existing intergovernmental agreements and to regularly evaluate their effectiveness.

The town maintains working relationships with a variety of other units of government. The town's relationship with the City of Horicon and Village of Iron Ridge is generally good and has not been complicated by boundary issues. Annexation by the City and Village is of some concern as Horicon continues to grow and the need for sanitary sewer grows around the Lake Sinissippi area. In contrast, the town's relationship with Dodge County has been strained. Land division issues and technical process issues on road re-paving were identified as a key issue during the planning process (refer to the Issues and Opportunities element). Implementation of the town's plan depends in part on Dodge County, so the town will continue to work toward improving this relationship.

7.2 Inventory of Existing Intergovernmental Agreements

The following intergovernmental agreements apply to the town.

- ♦ The town maintains a fire protection and emergency service agreements with the Horicon, Hustisford, Iron Ridge, Juneau and Woodland Fire Departments.
- ♦ Dodge County provides administration of the towns State Voter Registration System (SVRS) through an agreement with the town.

- ◆ The Town of Hubbard maintains agreements with Horicon, Juneau and Mayville Ambulance services.
- ◆ Dodge County Planning and Zoning provides assistance to the town for review of major land development and staff reports as necessary.
- ◆ The town maintains informal agreements with neighboring municipalities for shared road plowing and maintenance. These agreements are with the Towns of Herman, Williamstown, Oak Grove and Hustisford.

7.3 Analysis of Intergovernmental Relationships

Siting and Building Public Facilities

The Town of Hubbard does not currently share any public facilities with other governmental units. Likewise no plans exists to jointly site any public facility with another governmental unit.

Sharing Public Services

In addition to the arrangements described in Section 7.2, the County Highway Department maintains the county highway system, a public service all county citizens utilize. The county Highway Department also installs driveway culverts and road name signs for those towns that choose to pay for such an additional service.

The Dodge County Sheriff's Department provides police protection to the Town of Hubbard, as well as most other municipalities in the county. The Town of Hubbard does provide a Constable for animal control.

Public sanitary sewer service is not provided by the Town of Hubbard. However, certain areas of the town are located in Herman Sanitary District #1, Hubbard Sanitary District #2 and Hustisford/Hubbard Sanitary District #1 and they provide sanitary sewer service to the properties in their respective districts. The boundaries for the Sanitary Districts are shown on Map 4-8.

Region

The Town of Hubbard is located in the south-central region of the State of Wisconsin. The town is located in the east central portion of Dodge County. Dodge County and the Town of Hubbard are not part of a regional planning commission. Therefore, the town's relationship with the region is quite limited as there is no regional entity with which the town may be involved.

State

The Town of Hubbard's relationship with the State of Wisconsin mainly involves state aids for local roads and the administering of various state mandates to towns.

School Districts

Portions of the Town of Hubbard are located in, and served by, the following school districts: Dodgeland, Hartford Union High School, Horicon, Hustisford, Mayville and Neosho Jt. 3. There is also one private school located in the Town of Hubbard, Hilltop Christian Academy. Partnership between the town and local schools is limited, but there are opportunities for the use of school athletic facilities that are open for use by community members.

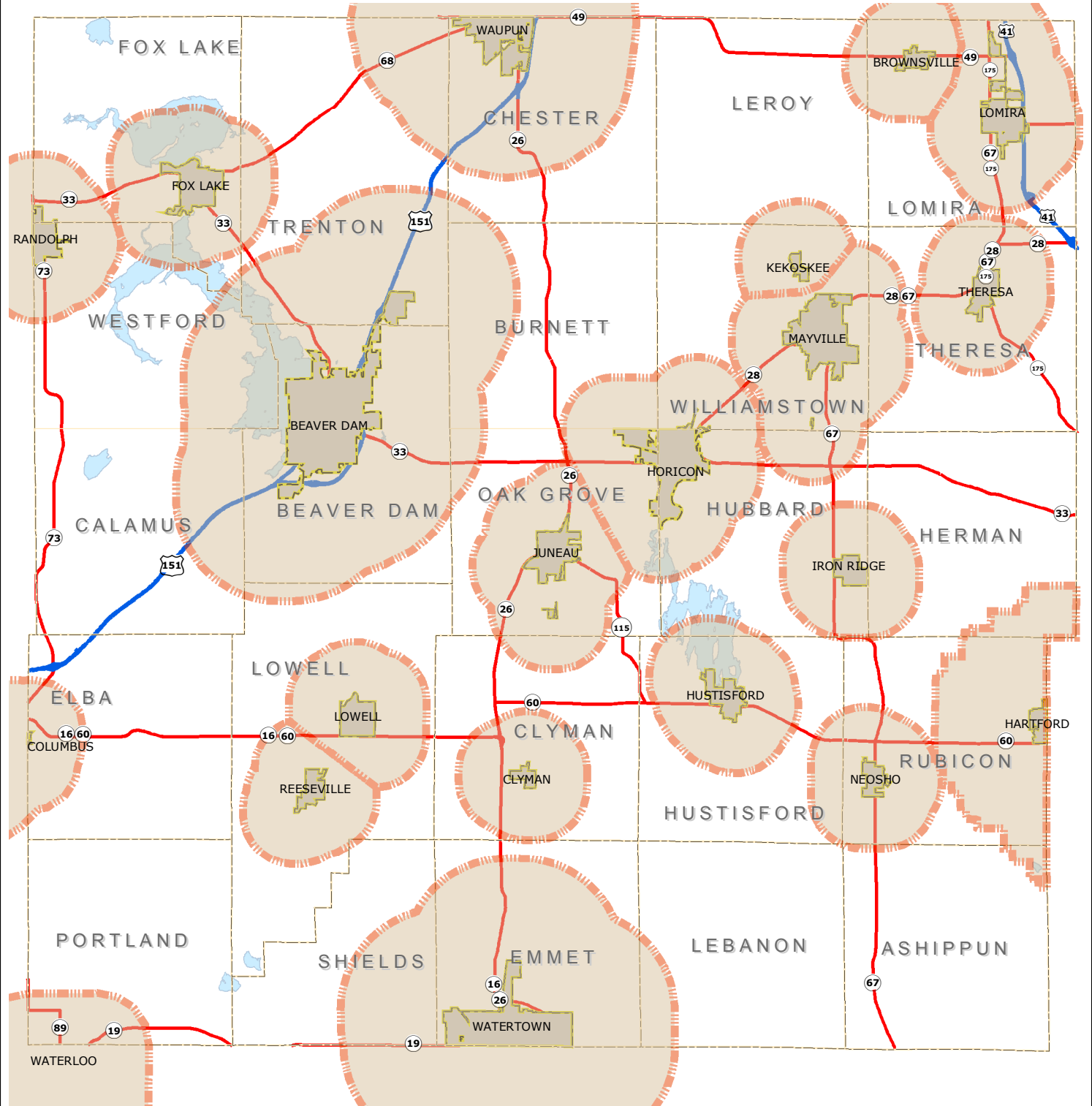
Adjacent Local Governments

The Town of Hubbard generally has good relationships with adjacent local governments. The town is involved in a variety of cooperative agreements in the areas of ambulance service, fire protection, road maintenance, and administrative services. Potential for conflict with the City of Horicon and Village of Iron Ridge is considered to be minimal at this time, and the cooperative relationship with the Horicon and Iron Ridge Fire Departments bolster this relationship. The City and Village's extraterritorial jurisdiction extends into the town (refer to Map 7-1), but to date, this has not been a source of conflict.

Now that the Town of Hubbard has completed its comprehensive plan, it should work to integrate its plan with that of the county and neighboring towns. Potential land use conflicts along town boundaries should be discussed. The potential density of residential development and possible conflict with agricultural use will be a key area of concern. Where potential conflicts exist, towns should work to establish buffer areas between areas of concentrated residential development and areas of intensive agriculture.


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Map 7-1, Extraterritorial Jurisdiction Dodge County, Wisconsin



Legend

- U.S. Highway
- State Highway
- Town Boundaries
- Municipalities
- Extraterritorial Jurisdiction Boundary
- Horicon Marsh
- Lake


 Dodge County
 Land Resources and Parks
 Department



Source: Dodge County Land Resources and Parks Department, April 2007

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7.4 Intergovernmental Opportunities, Conflicts, and Resolutions

The intent of identifying the intergovernmental opportunities and conflicts shown below is to stimulate creative thinking and problem solving over the long term. Not all of the opportunities shown are ready for immediate action, and not all of the conflicts shown are of immediate concern. Rather, these opportunities and conflicts may further develop over the course of the next 20 to 25 years, and this section is intended to provide community guidance at such time. The recommendation statements found in each element of this plan specify the projects and tasks that have been identified by the community as high priorities for action.

Opportunities

Opportunity	Potential Cooperating Units of Government
♦ Develop plan implementation ordinances and other tools simultaneously	Dodge County Town of Herman Town of Hustisford Town of Oak Grove Town of Williamstown
♦ Assistance in rating and posting local roads for road maintenance and road improvement planning	Dodge County
♦ Utilize a coordinated process to update and amend the comprehensive plan	Dodge County Town of Herman Town of Hustisford Town of Oak Grove Town of Williamstown
♦ Work with the school district to anticipate future growth, facility, and busing needs	Dodgeland School District Horicon School District Hustisford School District Mayville School District Neosho Jt. 3 School District Hartford Union School District Hilltop Christian Academy
♦ Share the use of school district recreational and athletic facilities	Dodgeland School District Horicon School District Hustisford School District Mayville School District Neosho Jt. 3 School District Hartford Union School District Hilltop Christian Academy Town of Herman Town of Hustisford Town of Oak Grove Town of Williamstown

Opportunity	Potential Cooperating Units of Government
♦ Share excess space at the town garage	Dodge County Town of Herman Town of Hustisford Town of Oak Grove Town of Williamstown Town of Rubicon Town of Theresa Town of Burnett
♦ Share community staff	Town of Herman Town of Hustisford Town of Oak Grove Town of Williamstown Town of Rubicon Town of Theresa Town of Burnett
♦ Share office equipment	Town of Herman Town of Hustisford Town of Oak Grove Town of Williamstown Town of Rubicon Town of Theresa Town of Burnett City of Horicon Village of Iron Ridge
♦ Share construction and maintenance equipment	Town of Herman Town of Hustisford Town of Oak Grove Town of Williamstown Town of Rubicon Town of Theresa Town of Burnett City of Horicon Village of Iron Ridge
♦ Coordinate shared services or contracting for services such as police protection, solid waste and recycling, recreation programs, etc.	Town of Herman Town of Hustisford Town of Oak Grove Town of Williamstown Town of Rubicon Town of Theresa Town of Burnett City of Horicon Village of Iron Ridge
♦ Reduce conflict over boundary issues through cooperative planning	City of Horicon Village of Iron Ridge

Opportunity	Potential Cooperating Units of Government
♦ Develop a boundary agreement with the adjacent city or village	City of Horicon Dam Village of Iron Ridge
♦ Reduce development pressure on productive lands and rural character by directing growth to urban areas	City of Horicon
♦ Improve the attractiveness of community entrance points	Dodge County City of Horicon Town of Hustiford Town of Herman Town of Williamstown

Potential Conflicts and Resolutions

Potential Conflict	Process to Resolve
♦ Concern over too much intervention by Dodge County relative to local control of land use issues.	Adopt a local comprehensive plan Take responsibility to develop, update, and administer local land use ordinances and programs Maintain communication with Dodge County on land use issues Provide ample opportunities for public involvement during land use planning and ordinance development efforts
♦ Residential development planned adjacent to Agriculture areas across a town boundary	Distribution of plans and plan amendments to adjacent and overlapping governments Establishment of local Plan Commissions in every Dodge County community - joint community Plan Commission meetings Continued meetings of the County Advisory Committee with representation from every Dodge County community
♦ Vastly different zoning and land division regulations from one town to the next	Distribution of plans and plan amendments to adjacent and overlapping governments After plan adoption, a cooperative process to develop revisions to the county zoning and land division ordinances Continued meetings of the County Advisory Committee with representation from every Dodge County community

Potential Conflict	Process to Resolve
♦ Low quality commercial or industrial building and site design along highway corridors, community entrance points, or other highly visible areas	Establishment of local Plan Commissions in every Dodge County community - joint community Plan Commission meetings Continued meetings of the County Advisory Committee with representation from every Dodge County community Cooperative design review ordinance development and administration
♦ Concern over poor communication between the town and the school districts	Distribution of plans and plan amendments to adjacent and overlapping governments

7.5 Intergovernmental Cooperation Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1. Foster the growth of mutually beneficial intergovernmental relations with other units of government.

Objectives

- 1.a. Work with surrounding communities to address the lack of employment opportunities by seeking joint economic development efforts such as overlay districts for commercial development of the Highway 33 and 67 corridors.
- 1.b. Continue communicating and meeting with other local governmental units to encourage discussion and action on shared issues and opportunities.
- 1.c. Work with surrounding communities in the comprehensive plan development, adoption, and amendment processes to encourage an orderly, efficient development pattern that preserves valued community features and minimizes conflicts between land uses along community boundaries.
- 1.d. Pursue opportunities for cooperative agreements with neighboring communities regarding annexation, expansion of public facilities, and sharing of services.
- 1.e. Seek mutually beneficial opportunities for joint equipment and facility ownership with neighboring communities.
- 1.f. Work with the Wisconsin Department of Natural Resources to preserve land around public hunting areas in Sections 29 and 30, and keep wind turbines away from the bat hibernaculum.

7.6 Intergovernmental Cooperation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The town’s policies are stated in the form of position statements (Town Position), directives to the town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town’s policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

Policies: Town Directive

- IC1 Transportation issues that affect the town and neighboring communities should be jointly discussed and evaluated with that community and with the Dodge County Highway Department and the Wisconsin Department of Transportation, if necessary (Source: Strategy T1, T5, IC1).
- IC2 The town should consider intergovernmental and other cooperative options before establishing, reinstating, expanding or rehabilitating community facilities, utilities or services (Source: Strategy UCF8, IC1).
- IC3 Educational efforts regarding planning, land use regulation, implementation, or resource management should be discussed as a joint effort with neighboring communities (Source: Strategy IC1).
- IC4 Before the purchase of new community facilities or equipment or the reinstatement of service agreements, the town should pursue options for trading, renting, sharing or contracting such items from neighboring jurisdictions (Source: Strategy IC1).
- IC5 The town should work cooperatively with the City of Horicon and Village of Iron Ridge to address land use, building and site design, and development density in areas within the extraterritorial jurisdiction of the city and village, along highway corridors, and at community entrance points (Source: Strategy LU9).

IC6 The town should support the consolidation or shared provision of community services where the desired level of service can be maintained, where the public supports such action, and where sustainable cost savings can be realized (Source: Strategy IC1).

Recommendations

- ◆ Annually review intergovernmental agreements for their effectiveness and efficiency (Source: Strategy IC1).
- ◆ Evaluate and provide constructive feedback to Dodge County on services provided to the town (Source: Strategy IC1).

7.7 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.

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 are available through the Local Government Center.

Wisconsin Towns Association (WTA)

Wisconsin Towns Association (WTA) is a non-profit, non-partisan statewide organization created under s. 60.23(14) of the Wisconsin Statutes to protect the interests of the state's towns and to improve town government. In 2002 WTA celebrated its 55th year of service to town governments and the State's 1.6 million town residents. The association is organized into six districts and is headquartered in Shawano. WTA relies on regular district meetings, an annual statewide convention, publications, participation in cooperative training programs and other means to support the goal of keeping grassroots government strong and efficient in Wisconsin. For further information contact WTA.