

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, or 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. Increasingly, 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:

- ◆ 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.
- ◆ 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.
- ◆ 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.
- ◆ Reduced litigation – Communities that cooperate are able to resolve issues before they become mired in litigation. Reducing the possibility of costly litigation can save a community money, as well as the disappointment and frustration of unwanted outcomes.

- ◆ Consistency – Cooperation can lead to consistency of the goals, objectives, plans, policies, and actions of neighboring communities and other jurisdictions.
- ◆ Predictability – Jurisdictions that cooperate provide greater predictability to residents, developers, businesses, and others. Lack of predictability can result in lost time, money, and opportunity.
- ◆ 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.
- ◆ Trust – Cooperation can lead to positive experiences and results that build trust between jurisdictions.
- ◆ 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.
- ◆ Service to citizens – The biggest beneficiaries of intergovernmental cooperation are 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.

(Introduction taken from *Intergovernmental Cooperation, A Guide to Preparing the Intergovernmental Cooperation Element of a Local Comprehensive Plan*, WDOA, Division of Housing and Intergovernmental Relations, 2002).

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

The City of Menasha is currently engaged in a multitude of formal and informal cooperative efforts that cover a wide variety of services provided by the city. They include:

Environmental Management

- ◆ The Fox River Steering Committee, a coalition of representatives from Neenah, Menasha, Appleton, De Pere, Wrightstown, Neenah-Menasha Sewerage Commission, and Green Bay Metropolitan Sewerage Commission, monitors PCB levels in the Fox River.
- ◆ Northeast Wisconsin Stormwater Consortium, of which Menasha is an active member, is dedicated to facilitating efficient implementation of stormwater programs locally and regionally that will both meet DNR 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.

- ◆ Waverly Sanitary District provides water and sanitary sewer service to portions of the city.
- ◆ The city has a separate water and sewer agreement with the Town of Menasha Sanitary District.
- ◆ The Neenah-Menasha Sewerage Commission provides service to portions of the Town of Menasha Sanitary District, Waverly Sanitary District, the Town of Neenah Sanitary District #1 as well as the cities of Neenah and Menasha.
- ◆ Winnebago County Solid Waste and Recycling accepts recyclables and solid waste from the City of Menasha for processing/disposal.
- ◆ The City participates in an urban clean sweep with the City of Appleton, Town of Menasha, Town of Harrison, Outagamie, Winnebago and Calumet counties.

Housing

- ◆ Winnebago and Calumet Counties HOME Program funds are made available to eligible city residents through the Winnebago County Housing Authority and Calumet County Planning Department

Transportation/Infrastructure

- ◆ There is an agreement with the Fox River Navigational Authority regarding operation of the lift bridges. In addition, the city works with the state with regard to bridge tenders. The city hires and administers the tender positions and the state reimburses the city for related expenses.
- ◆ Agreement with Winnebago County for placement of navigation buoys.
- ◆ The city's electric utility is part of Wisconsin Public Power, Inc. WPPI is a regional power company serving 49 customer-owned electric utilities. Through WPPI, these public power utilities share resources and own generation facilities to provide reliable, affordable electricity.
- ◆ Through financial support and cooperation, the city of Menasha supports Valley Transit, Valley Transit II and Dial-A-Ride. See the Transportation element of this Comprehensive Plan for more information about Valley Transit fixed route and para transit services.
- ◆ The city has agreements for snow plowing/road maintenance with the Town of Menasha, City of Neenah, Town of Harrison, and City of Appleton.

- ◆ The city has a chip sealing agreement with the Town of Menasha.

Economic Development

- ◆ The City of Menasha is a participating member of Fox Cities Economic Development Partnership. See Chapter 6 for a description of this organization.
- ◆ East Central Wisconsin Regional Planning Commission is responsible for preparing the regional Community Economic Development Strategy (CEDS). This document can be used to apply for funding for community development planning that is designed to assist in alleviating economic distress and unemployment.
- ◆ UW – Extension has partnered with the city on several economic development initiatives, most notably the Community Economic Development Preparedness Index. See Chapter 6 for more information.
- ◆ Both the Calumet County and Winnebago County Industrial Development Boards have funded economic development projects through revolving loan funds.
- ◆ The Winnebago County IDB provides roughly \$7,000 per year to the city for economic development purposes through its per-capita economic development assistance program.
- ◆ Fox Cities Chamber of Commerce maintains a listing of available sites within the city’s business parks and assists with business retention and attraction.
- ◆ Fox Cities Convention and Visitor’s Bureau promotes various attractions in the city and has provided financial assistance for several projects.
- ◆ Menasha’s Joint Review Board is made up of representatives from the Appleton and Menasha School Districts, counties and Fox Valley Technical College.

Planning

- ◆ Winnebago County maintains the city’s geographic information systems database by creating shapefiles of the City’s base mapping layers and updating them as new information becomes available on parcel splits, etc.
- ◆ The City of Menasha Community Development Department works with state agencies, UW-Extension, Calumet County, Winnebago County, East Central Wisconsin Regional Planning Commission and surrounding municipalities on numerous planning and economic development efforts.

Culture and Recreation

- ◆ The City of Menasha has reciprocity agreements for programs, park usage, and municipal use of park equipment with the Cities of Neenah and Appleton as well as the Town of Menasha.

- ◆ There is an informal agreement with the Town of Menasha to cross-publicize recreation programs in both the city and the town. Registration for cross-publicized programs can occur at either the town or city hall.
- ◆ There is an agreement in place with the Town of Menasha which provides for mutual maintenance and operation of the Trestle Trail.
- ◆ Communityfest is a public-private joint event with the City of Neenah which takes place on or near the 4th of July.
- ◆ The Menasha Library is part of the Winnefox Library System. Thirty public libraries from five counties hold membership with the Winnefox Library System. See Chapter 5 for more information about this program.
- ◆ The city has an informal agreement with the Menasha Joint School District for facility use. This agreement has been used at the high school for open swim, open gym and youth dance. Both Butte des Morts and Maplewood school facilities have been used for men's basketball.
- ◆ A brief list of programs or activities that the school district and city work cooperatively to provide to the public follows:
 - YMCA Soccer, Football and Elementary 4th and 5th Grade Leagues

Public Protection

- ◆ Neenah-Menasha Fire and Rescue Department Neenah- Menasha Fire Rescue was created on January 1, 2003 by the consolidation of the City of Neenah Fire Department and the City of Menasha Fire Department. Neenah- Menasha Fire Rescue currently has 68 career employees who are committed to preserving the lives and property within the Cities of Neenah and Menasha.

The communities are served from four fire stations located in strategic areas to provide for efficient response to virtually any type of emergency situation, including fire suppression, auto extrication and ice/water rescue. Additionally, Neenah- Menasha Fire Rescue has mutual aid agreements with the Cities of Appleton and Oshkosh.

Neenah-Menasha Fire Rescue has a mutual aid agreement with surrounding municipalities. Neenah-Menasha Fire Rescue has an agreement with Winnebago County for hovercraft and other water rescue.

- ◆ City of Menasha Police Department The city of Menasha has a mutual aid agreement for police protection with the City of Neenah and Appleton. The city's police department has an agreement with Winnebago County for boat patrol. The Police Department has an agreement with the area MEG unit to deal with drug related offenses. The department has an agreement with the Menasha Joint School district for the provision of a police liaison officer.

- ◆ Tri-Communities Crime Reduction Coalition (TRICOM) TRICOM is a tax exempt non-profit corporation. TRICOM was formed in January of 1994. TRICOM's Board of Directors is made up of community volunteers who work or live in the northern half of Winnebago County. TRICOM meets on the 3rd Friday of each month at 7:30 a.m. to 9:00 a.m. The meetings are open to the public and are held at the Neenah Police Department Community Room, 2111 Marathon Avenue, Neenah, WI 54956. For more information on becoming a TRICOM member, a local police crime prevention officer can be contacted. The following police agencies participate in TRICOM: Menasha Police Department, Winnebago County Sheriff's Office, Neenah Police Department, and Town of Menasha Police Department.

Finance/Administration and Legal

- ◆ The City of Neenah houses the city's tax roll data on their AS/400. Menasha's Comptroller has an agreement whereby the department performs various calculations for the Neenah-Menasha Fire-Rescue. In addition the city has a Solomon Software agreement with WPPI which allows the purchase of financial and payroll software and pay maintenance through the WPPI organization.
- ◆ The cost apportionment of Neenah-Menasha Fire Rescue (NMFR) operations is calculated by the Finance Department for both Menasha and Neenah.
- ◆ The City of Menasha shares a municipal court with the City of Neenah.
- ◆ The City Attorney has an informal agreement with the Cities of Appleton, Neenah, and Oshkosh for legal services in conflict of interest cases. The City Attorney is also a representative on the Winnebago County Grievance Review Board which is the disciplinary arm of the Sheriff's department. This board protects non-represented county employees.
- ◆ The Cities of Neenah and Menasha have formed the Joint Cable Television Committee and periodically join forces with the City of Appleton to negotiate franchise payments.
- ◆ The city participates in CVMIC (City, Village Mutual Insurance Company) with 45 other municipalities for liability and workers compensation Insurance.

Annexation and Boundary Agreements

- ◆ The City of Menasha has boundary agreements with the Towns of Menasha and Harrison and the City of Appleton.

Health and Education

- ◆ Agent of the State Agreements for a reserve sanitarian:
 - ▶ Winnebago County Health Department (restaurant facilities).
 - ▶ Department of Agriculture, Trade and Consumer Protection (convenience/grocery).

- ▶ DHFS (restaurant facilities and a separate agreement for tattoo/body art establishments).
 - ▶ Department of Commerce (mobile home park inspections).
- ◆ Advocap Mealsite agreement.
- ◆ Winnebago County Commission on Aging (one agreement for the activity coordinator and one agreement for the supervisor).
- ◆ Agreement for Use of Birth Record Data with DHFS.
- ◆ Contract with the DNR to do asbestos compliance inspections.
- ◆ DWD Refugee Screening Contract.
- ◆ Agreement with Appleton Health Department for use of Monarch Scanner.
- ◆ Agreement with Trinity Lutheran and St. Mary's schools for health services.
- ◆ MOU with Winnebago County and Calumet County Register of Deeds for access to birth and death records for investigations.
- ◆ Dispensing Site Agreement with UW-Fox Valley.
- ◆ Agreement with UW-Green Bay and UW-Oshkosh Nursing Education Divisions.
- ◆ MOU with Winnebago County WIC Program for information sharing and immunization data.
- ◆ Mutual Aid Agreement with Winnebago County, Cities of Neenah and Oshkosh.
- ◆ Agreement with DHFS for use of Wisconsin Immunization Registry.
- ◆ The Menasha Joint School District (MJSD) works jointly with Fox Valley Technical College on the Quest program for high school students.
- ◆ MJSD has an agreement with the Appleton School District for Chance II, a charter school
- ◆ MJSD has many programs and services shared under 66.0301 cooperative agreements with surrounding school districts. Examples of such agreements are as follows:
 - ▶ Summer School Consortium
 - ▶ Valley Reading Recovery Consortium
 - ▶ Shared EBD (Emotional Behavior Disorder) Program
 - ▶ Shared Psychologist Services
 - ▶ Community Based 4K Program with YMCA
 - ▶ Community Based 4K Program with UWFV Head Start Program
 - ▶ Kim Central Credit Union with MHS
 - ▶ District Cell Phone Plan with Menasha and Neenah City, School, Police and Fire Departments

Other Agreements

The city periodically enters into intergovernmental agreements on special issues on an as needed basis.

7.3 Relationships with Other Governmental Units

General Government

The City of Menasha maintains relationships with various governmental entities at the local, regional and state levels. The city also deals with a number of federal agencies, primarily in the areas of transportation and environmental management. The following is a synopsis of those relationships and their significance to the city.

Towns

The City of Menasha shares a common boundary with the Town of Menasha and the Town of Harrison, located in Winnebago and Calumet Counties, respectively. Both entities have special purpose units of government operating within their boundaries providing water and sanitary sewer service to both City of Menasha and town residents (see Chapter 4, Utilities and Community Facilities for details on these relationships).

After years of conflict over annexations, the City of Menasha and both neighboring towns have come to an understanding about growth corridors and annexations. These understandings are memorialized in boundary agreements that have been adopted by the respective parties.

The boundary agreements have also created an environment that has opened the door to cooperative approaches on other ventures. Recent examples of these ventures include the conversion of the railroad trestle crossing Little Lake Butte des Morts into a bike-pedestrian trail that connects the City of Menasha to the Town of Menasha on the west side of the Lake. This trail connection is part of a multi-county connection which is planned to stretch from Manitowoc to Stevens Point (see Chapter 3, Transportation for more information on the Trestle Trail).

Another example of cooperation with towns was a project jointly undertaken by the City of Menasha, Town of Harrison and the Waverly Sanitary District. This multi-million dollar project involved the extension of “backbone” sewer and water facilities to serve growth areas in the city and town in the vicinity of CTH LP.

Cities

The City of Menasha shares common boundaries with both the City of Neenah and the City of Appleton. Cooperative initiatives have been undertaken on a wide spectrum of community functions and services. Examples include consolidation of the City of Menasha and City of Neenah fire departments, mutual aid agreements for police and fire protection, the presence of the Appleton Water Treatment Plant in the City of Menasha, park and recreation reciprocity agreements and a boundary agreement between the cities of Appleton and Menasha.

School Districts

The Menasha Joint School District (MJSD) and the Appleton Area School District (AASD) provide for primary and secondary education of Menasha residents. MJSD also provides service to Town of Menasha residents east of Little Lake Butte des Morts and a small portion of the City of Appleton.

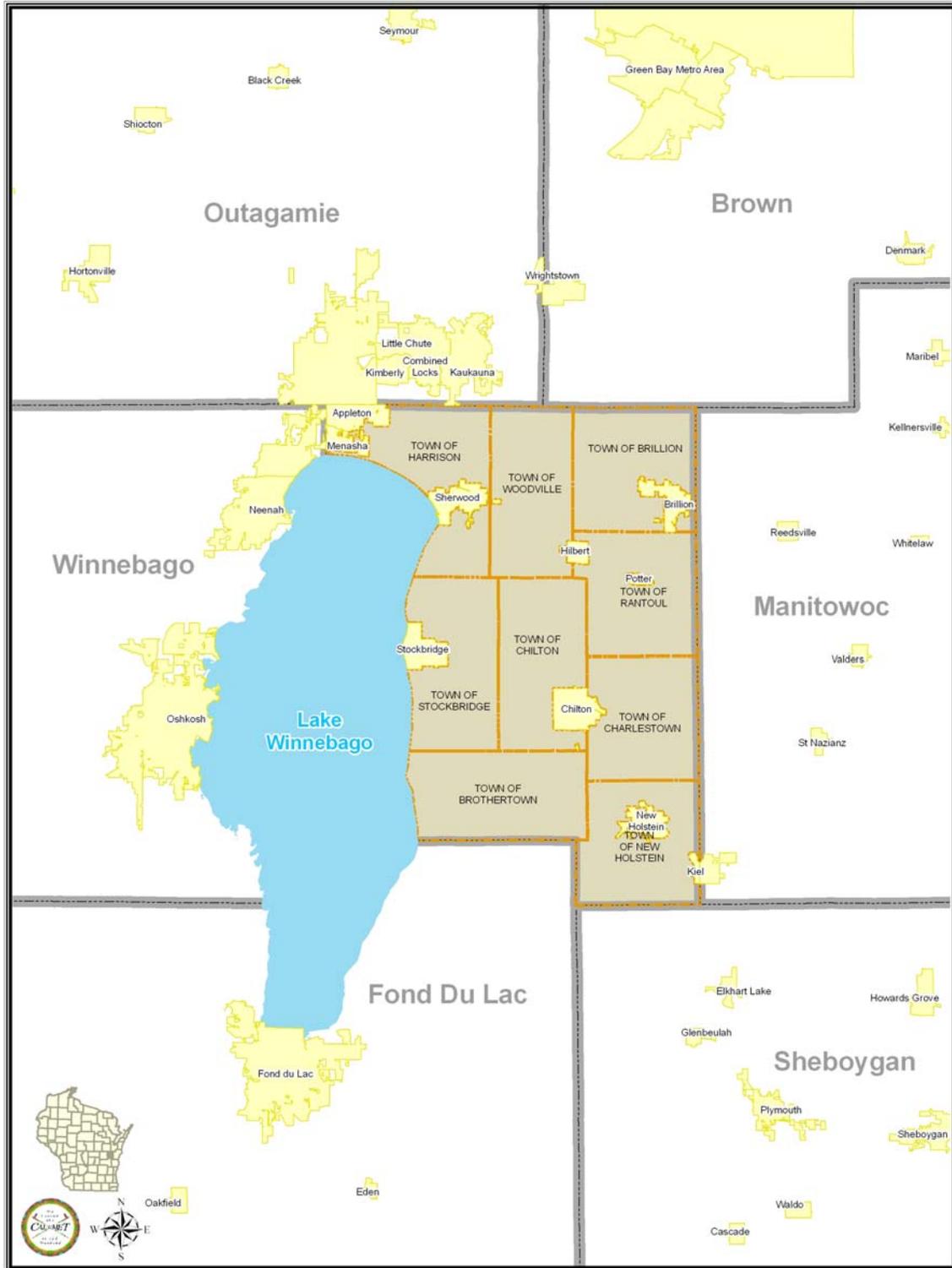
Due to the longstanding relationships of the City of Menasha with the MJSD, and the presence of district facilities within the city, the capacity to cooperate in programs and share facilities is much greater than with the AASD. An example of an existing cooperative relationship is the sharing of school facilities for parks and recreation programs.

Region

In recent years Calumet and Winnebago County have been experiencing an increasing role in the region. Each 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 counties and local municipalities including the Fox Cities Economic Development Partnership, Northeast Wisconsin Stormwater Consortium, New North, Inc., Northeast Wisconsin Regional Economic Partnership, and several other regionally focused efforts. Calumet and Winnebago County, as well as many local municipalities, are active participants in regional efforts and cooperation and will continue to be in the future.

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. The City of Menasha has worked with ECWRPC in the past in order to facilitate some of its planning efforts.



Northeast Wisconsin Region

State

The City of Menasha and Calumet and Winnebago Counties maintain relationships with a variety of state agencies and departments. The majority of these relationships may be characterized as regulatory in nature. Calumet and Winnebago Counties, acting as arms 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 city has a more limited role in dealing with state regulations. The counties 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 City of Menasha and Calumet and Winnebago Counties 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 City of Menasha 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.

7.4 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:

- ◆ Cooperation with services
- ◆ Cooperation with regulations
- ◆ Cooperation by sharing revenue
- ◆ 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 Winnebago County Highway Department
2. Update and amend comprehensive plan and/or ordinances when applicable.	Community Development Department Calumet County Planning, Zoning, and Land Information Office Winnebago County Planning Department East Central Wisconsin RPC

Opportunity	Other Governmental Unit Assistance
	Neighboring municipalities
3. Develop plan implementation ordinances and other tools.	Community Development Department Calumet County Planning, Zoning, and Land Information Office Winnebago County Planning Department East Central Wisconsin RPC Neighboring municipalities
4. Work with the school district to anticipate future growth, facility, recreation, and busing needs.	School District
5. Share excess capacity of the wastewater or municipal water system.	Neighboring municipalities
6. Share community staff, office equipment, or construction and maintenance equipment.	Neighboring municipalities
7. Coordinate shared services or contracting for services such as police protection, solid waste and recycling, recreation programs, etc.	Neighboring municipalities Calumet County Winnebago County
8. Improve the management of lands in planned extraterritorial growth areas through annexation, extraterritorial authority, official mapping, or boundary agreements.	Neighboring municipalities
9. Cooperatively manage land use and development to ensure continuing groundwater quantity and supply.	Calumet County Planning, Zoning, and Land Information Office Winnebago County Planning Department Neighboring municipalities
10. Improve attractiveness of community entrance points.	Neighboring municipalities

Potential Conflicts and Resolutions

Several potential conflicts may develop through the course of the planning period. Potential conflicts can be most effectively addressed in a “pro-active” fashion. In other words, pursuing opportunities will often avoid future conflicts. Potential conflicts and the process to resolve the conflicts are summarized as follows:

Potential Conflict	Process to Resolve
1. Boundary agreement negotiations.	Joint community plan commission meetings to discuss issues.
2. Low quality commercial or industrial building and site design along shared highway corridors or community entrance areas.	Joint community plan commission meetings to discuss issues. Cooperative design review ordinance development and administration.

Potential Conflict	Process to Resolve
3. Surface water quality issues (location of regional facilities, cost apportionment).	Joint community plan commission meetings to discuss issues. Cooperative planning and implementation of regional storm water policies.
4. Construction of buildings or other improvements in areas planned for future parks, street extensions, or other public infrastructure.	Distribution of plans and plan amendments to adjacent and overlapping governments. Joint community plan commission meetings to discuss issues. Cooperative planning and implementation of official mapping.
5. Concern over poor communication between communities and school districts, sanitary districts, and other special governmental units.	Distribution of plans and plan amendments to adjacent and overlapping governments.
6. Increasing cost of providing services and amenities such as parks, recreation programs, libraries, etc., that benefit the surrounding region.	Cooperative planning for revenue sharing, shared service agreements, impact fees, level of service standards, etc.

7.5 Boundary Agreements and Provision of Services

Boundary and Land Use Agreements

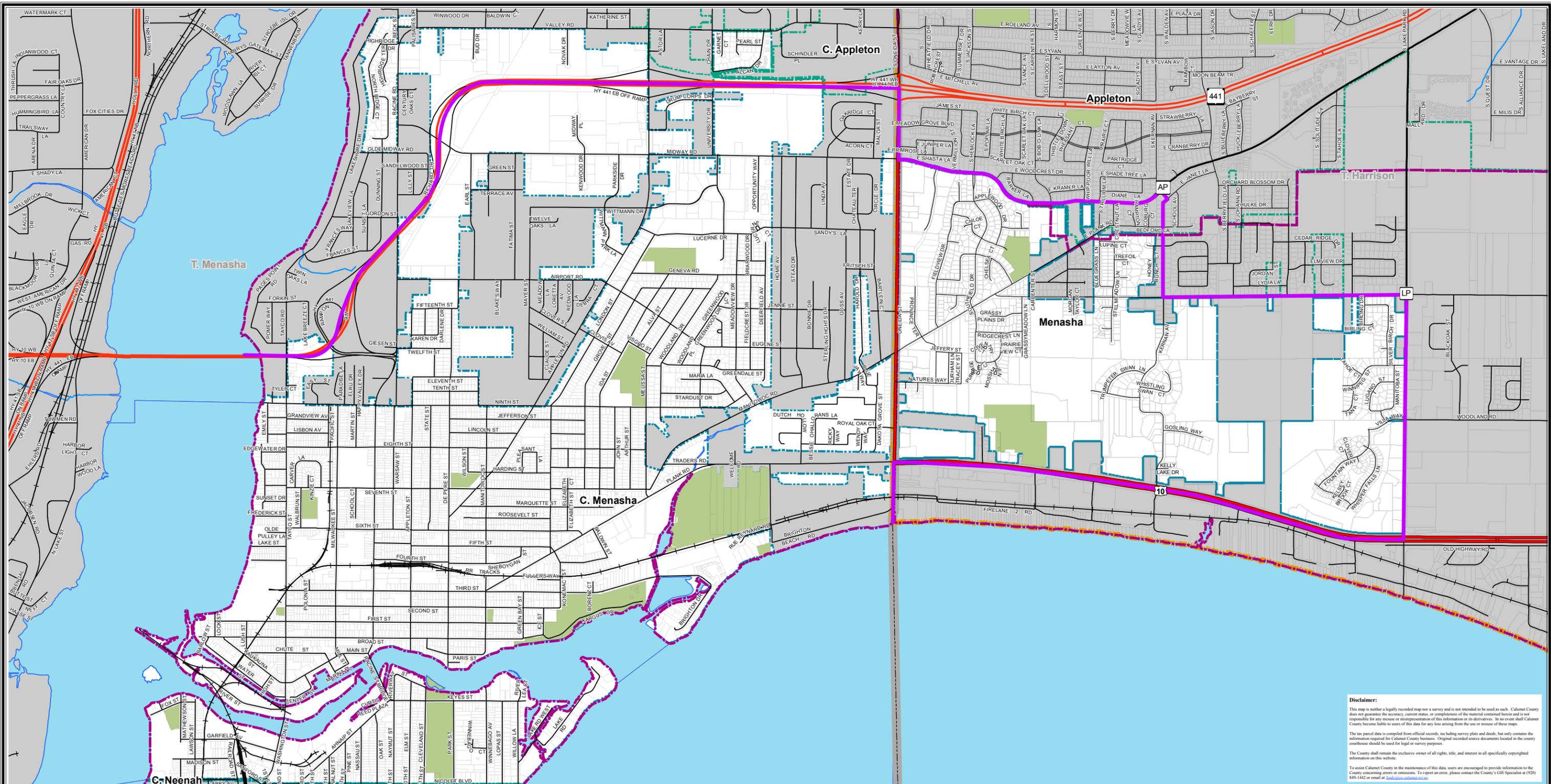
Decisions about municipal boundaries are usually linked to land use and utility service decisions. Towns and neighboring villages/cities should work toward mutually agreeable solutions for long-term municipal boundaries and land use. The Land Use chapter of this document addresses this issue in detail.

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.

There are two main formats for intergovernmental agreements under Wisconsin Statutes. The first is available under Section 66.0301, which allows any two or more communities to agree to cooperate for the purpose of furnishing services or the joint exercise of any power or duty authorized under state law. Another format for an intergovernmental agreement is a “cooperative plan” under Section 66.0307 of the Wisconsin Statutes. This approach is more labor intensive and ultimately requires state approval of the agreement, but does not have some of the limitations of the 66.0301 agreement format.

The City of Menasha currently has boundary agreements with the City of Appleton, Town of Harrison, and the Town of Menasha. Please see Map 7-1 for the boundaries of these agreements.

The agreements in place will all be up for review during the planning period and it is essential that the city work to ensure that all agreements protect their long term interests.



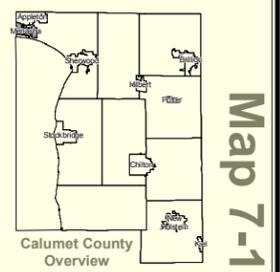
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Boundary Agreements

City of Menasha, Calumet & Winnebago Counties

- | | | |
|------------------|----------------------------|----------------------------|
| Railroads | Rivers | County Line |
| Federal Highways | Lakes | Boundary Agreement |
| State Highways | Parks and Public Lands | Sewer Service Areas |
| County Highways | Parcel Boundaries | Growth Management Boundary |
| Local Roads | City of Menasha Boundary | |
| City Streets | Other Municipal Boundaries | |

Map Date: 3/11/2008
 Calumet County LIO
 206 Court St
 Chilton WI, 53014
 920-849-1442
 1 inch equals 1,970 feet



Map 7-1

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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:

- ◆ 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.
- ◆ Ensure Calumet and Winnebago 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.
- ◆ 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.
- ◆ 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 and Winnebago 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 City of Menasha regarding intergovernmental cooperation.

Goal: Establish mutually beneficial intergovernmental relations with other units of government.

Objectives

1. Improve cooperation and coordination with adjacent municipalities and counties regarding long-range planning and land use controls.
2. Continue to develop the cooperative working relationships the city has established with neighboring communities and the counties.
3. Increase cooperation with neighboring communities and counties to provide efficient and effective emergency services, street maintenance, recreation, and other services when appropriate.
4. Improve communication to the public regarding the announcement of meetings, activities, development projects, programs, and issues.
5. Monitor the effectiveness of cooperative boundary agreements with neighboring communities to address annexation, expansion of public sewer and water services, and growth management between neighboring communities.

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 counties.
2. Continue to work with neighboring communities to match land use plans and policies along municipal boundaries to promote consistency and minimize potential conflicts.
3. Departments/offices or agencies should evaluate the cost effectiveness of existing programs/operations and consider the feasibility of joint or cooperative services.
4. Neighboring communities and districts shall be invited to participate in any future amendments or updates to the comprehensive plan; likewise, city representatives will endeavor to participate in comprehensive plan activities of surrounding municipalities and the counties.

5. Encourage East Central Wisconsin Regional Planning Commission to lead regional initiatives aimed at achieving greater intergovernmental coordination.
6. Consider opportunities for coordinating educational efforts regarding planning, land use regulation, implementation or resource management with neighboring communities.
7. A multi-jurisdictional planning effort will be considered when the comprehensive plan is updated.
8. 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.
9. Continue to explore opportunities for trading, renting, sharing, or contracting new equipment from neighboring jurisdictions.
10. Continue to explore opportunities for sharing community staff or contracting out existing staff availability.
11. Continue to explore options for joint use of all community facilities which have available capacity.
12. Participate in the Chamber of Commerce Local Issues Committee to maintain regular contact with federal and state legislators.
13. Continue participation in/membership of regional intergovernmental collaborative efforts such as the Fox Cities Economic Development Partnership, Northeast Wisconsin Stormwater Consortium, Fox Cities Chamber of Commerce, and others.
14. Continue to improve public accessibility to information regarding government services, meetings, activities, development projects, and programs.
15. Continue to work with other local municipalities in the exploration of a Regional Transit Authority.
16. Monitor the effectiveness of cooperative boundary agreements with neighboring communities to address annexation, expansion of public sewer and water services, and growth management between neighboring communities.

7.8 Intergovernmental Cooperation Programs and Resources

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

Office of Land Information Services, 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, Office of Land Information Services 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/.

Wisconsin Partnership

The state of Wisconsin offers local government 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.