

## 9.0 INTERGOVERNMENTAL COOPERATION

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### Introduction

For the City and Town of Brillion, Intergovernmental Cooperation was at the forefront of their planning effort. In deciding to work together, to develop a coordinated multi-jurisdictional comprehensive plan, they have made a commitment to intergovernmental cooperation.

The City's and Town's relationship with neighboring municipalities, school districts, sanitary districts, state agencies and Calumet County can significantly impact residents in terms of planning, the provision of services, and the siting of public facilities. An examination of these relationships and the identification of potential conflicts will help the City and Town address these situations in a productive manner.

### Intergovernmental Cooperation Vision

*In twenty years, the City and Town work cooperatively to provide residents with a wide variety of cost-efficient, non-duplicative services for the betterment of both communities. Through this cooperation, both communities have preserved their rural lifestyle, while providing a unique blend of needed and desired commercial, industrial and residential development.*

### Governmental Units and Relationships

The City and Town share borders with towns and three counties. In addition, the City and Town must also coordinate with neighboring school districts, sanitary districts, county and regional government units, and state agencies.

#### Adjacent Governmental Units

- Town of Rantoul, *Calumet Co.*
- Town of Woodville, *Calumet Co.*
- Town of Maple Grove, *Manitowoc Co.*
- Town of Holland, *Brown Co*

The Town's relationship with adjacent towns can be characterized as one of mutual respect and compatibility from a land use and political standpoint. Towns cannot annex land from one another. Therefore, the borders between the Town of Brillion and the adjacent towns are fixed and boundary disputes are non-existent. The towns share a common rural character. Public services (i.e. road maintenance and construction, etc.) are conducted individually by each town. However, as mutually beneficial opportunities for shared service contracts arise, the Town, City and other neighboring communities are open to considering these options.

The City of Brillion also has a positive relationship with its neighbors. However, given its status as a City, Brillion does have the ability to accept annexation proposals, which sometimes creates a strain on intergovernmental relations. The City considers intergovernmental coordination an important aspect of government relations.

### School Districts

- Brillion School District
- Hilbert School District

As is discussed in Chapter 5, the City is served by the Brillion School District and the Town is served by both the Brillion and Hilbert School Districts. The City and Town’s relationship with the local school districts can be characterized as cooperative. This relationship must continue and be strengthened as growth is coordinated with local school capacities.

### Sanitary Districts

- Forest Junction Sanitary District
- Brillion Sanitary District

There are two sanitary districts in the Brillion Community. The City and Town enjoy a cooperative relationship with the local sanitary districts. The continued strength of these relationships is important, particularly for the Forest Junction Sanitary District as growth is directed to this area of the Town.

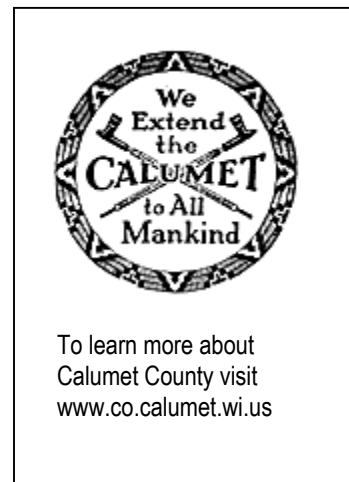
### County and Regional Government Units

- Calumet County
- Brown County
- Manitowoc County
- East Central Wisconsin Regional Planning Commission (ECWRPC)

The City and Town are located in **Calumet County**. The county has some jurisdiction within the Town. In particular, Calumet County has jurisdiction over land divisions, on-site sanitary systems, and zoning (including shoreland-wetland and floodplain areas) of the Town. Calumet County also maintains many county roads in the Town. The county’s jurisdiction has at times created conflict with the Town.

The relationship between the City and Calumet County is more limited. The primary interaction occurs with respect to county road maintenance and improvements.

The relationship between the City, Town and Calumet County can be characterized as one of general agreement and respect. In those areas where the County has jurisdiction in the Town, the County attempts to get input from the Town before making decisions affecting the Town.



Likewise, the City and Town have attempted to maintain open communication with Calumet County. Continued cooperation will be especially important as it relates to zoning (including the overlay) as a tool to implement this plan in the Town.

The northern boundary of the Town is also the southern boundary of **Brown County**. Historically, Brown County and the Town have had limited interaction with one another. This situation is not anticipated to change in the future.

The City and Town also share a boundary with **Manitowoc County** to the east. Like the relationship the Town has with Brown County, interaction with Manitowoc County is rather limited. This situation is only likely to change if the City grows extensively to the east into Manitowoc County. The City has no plans to expand into Manitowoc County at this time.

The City and Town are part of the East Central Wisconsin Regional Planning Commission (ECWRPC). The City and Town have little direct interaction with the ECWRPC. The primary relationship is through the sanitary districts.

### **State Agencies**

- Wisconsin Department of Natural Resources (WDNR)
- Department of Agriculture, Trade and Consumer Protection (DATCP)
- Wisconsin Department of Transportation (WisDOT)

WDNR, WisDOT, and DATCP are the primary state agencies the City and Town must coordinate with to achieve the goals and objectives of this plan.

**WDNR** is a major agency involved in the acquisition and development of recreational/pedestrian trails - a major 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.

The mission of the **DATCP** is to serve Wisconsin citizens by assuring:

- 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

Given the importance of farming in the Brillion Community, DATCP plays an important role in the Town. DATCP policies, programs and directives impact local farm operations.



To learn more about  
Brown County visit  
[www.co.brown.wi.us](http://www.co.brown.wi.us)



To learn more about  
Manitowoc County visit  
[www.co.manitowoc.wi.us](http://www.co.manitowoc.wi.us)

The activities of the WDNR and DATCP are discussed further in the Agricultural, Natural and Cultural Resources Element (Chapter 6) of this plan. Additional information is also available on-line at:  
[www.datcp.state.wi.us](http://www.datcp.state.wi.us)  
and [www.dnr.state.wi.us](http://www.dnr.state.wi.us).

**WisDOT** is also a key player in the planning and development of pedestrian/cycling facilities. In addition, WisDOT is responsible for the maintenance of the STH 32/57 and USH 10 corridors.

Open communication and participation in land use and transportation decisions, which may impact the City and Town, is an important priority for intergovernmental cooperation in the future.

## **Intergovernmental Comprehensive Planning Process**

To facilitate a planning environment open to intergovernmental coordination, the City and Town sent all adjacent municipalities, school districts, Calumet County, and the ECWRPC a letter during the on-set of the planning effort to notify these agencies and communities of the City and Town of Brillion multi-jurisdictional comprehensive planning process. Likewise, this letter extended an open invitation for participation in the development of this plan.

On an element-by-element basis, the City and Town contacted Calumet County, local school districts, the sanitary districts, and state agencies again to complete inventories of available services, facilities, and programs. For example, during the development of the Transportation Element, WisDOT was contacted to obtain information available related to transportation facilities and programs. Likewise, WisDOT was provided a preliminary copy of the Transportation Element to review and comment upon.

Throughout the plan development process, City and Town worked closely with Calumet County and the ECWRPC to coordinate plan-mapping resources and obtain detailed information related to zoning, agricultural preservation, quarry operations and general demographic data.

On January 7, 2003, as the draft plan was nearing completion, the City and Town hosted a special intergovernmental meeting to discuss the plans of other local agencies and governments and attempt to coordinate the *City and Town of Brillion Coordinated Comprehensive Plan* with the goals and objectives of these other local plans. The participants were also given the opportunity to view and comment on the *Draft Future Land Use Maps* and this chapter. This collective “meeting of the minds” provided a unique opportunity to discuss area growth, development, transportation, education, and other concerns.

## **Intergovernmental Cooperation Programs**

Many intergovernmental programs are already in effect in the City and Town. For example, Calumet County Sheriff’s Department provides police protection to the Town and backup to the Brillion City Police Department. Mutual aid agreements for fire protection exist between the City, Town and their neighbors.



For additional information about WisDOT activities in the Town of Freedom, refer to the Transportation Element (Chapter 5) of this plan. Additional information is also available on-line at: [www.dot.state.wi.us](http://www.dot.state.wi.us)

As growth and change continues in the area, land use will remain a controversial topic. The City and Town have the opportunity, under State Statutes 66.023 and 66.30, to pursue a boundary agreement. If a boundary agreement were established, the City and Town could work together to make rational decisions about where growth will occur, including the setting or changing of boundaries, and how public services (including sewer and water) could be provided. Other intergovernmental agreements, such as shared tax revenue, may also be pursued.

## **Existing and Proposed Plans**

### **Adjacent Governmental Units**

Currently, no adjacent town has an adopted comprehensive “Smart Growth” plan. The Town of Woodville does have an adopted Land Use Plan. To ensure compatibility with planning goals and objectives of this plan, the City and Town would like to participate in the planning efforts of its neighboring communities.

### **School Districts**

The Brillion and Hilbert School Districts extend beyond the City and Town of Brillion. Therefore, development in neighboring communities may have an impact on the need to expand. At this time, neither district has plans to expand existing or build new facilities. The City and Town wish to remain involved in the siting of future schools to ensure that the goals and objectives of this plan can be met.

### **County and Regional Governments**

Calumet, Manitowoc and Brown Counties have not adopted comprehensive plans in accordance with 1999 Wisconsin Act 9, nor has the ECWRPC. It will be important that the City and Town participate in the planning processes when these communities/agencies develop their comprehensive plans. It is also especially important for the City and Town to work with the ECWRPC in the planning for the boundaries of the sanitary districts.

In the future, Calumet County and the ECWRPC may oversee efforts related to farm planning for purchase and transfer of development rights programs. These farm-planning efforts will have the potential to impact stream buffers and areas that are cropped in the Brillion Community. Therefore, the City and Town will need to coordinate with Calumet County and the ECWRPC with respect to farmland planning to protect the interests of local farmers.

### **State Agencies**

The City’s and Town’s relationship with the state of Wisconsin primarily occurs through coordination with the WDNR with respect to the Brillion Marsh. A detailed discussion of the Brillion Wildlife Area Plan is provided in the Agricultural, Natural and Cultural Resources Chapter. Coordination with the state also occurs with respect to state aids for local

roads and the administering of various state mandates. Furthermore, coordination with WisDOT will continue to be important with respect to any changes to USH 10 and STH 32/57.

### **Intergovernmental Goals and Objectives**

The goals, objectives and policies provided in Chapter 11 – Implementation - generally seek to enhance lines of communication between area governments. This approach will help to create an environment where coordination is possible and conflicts are minimized.

### **Intergovernmental Policy Statement**

*The City and Town will seek to cooperate with all neighboring municipalities, counties, state agencies and school districts for mutual benefit.*