

Introduction

Intergovernmental cooperation involves working with neighboring communities, County government, and State agencies to understand how their future planning activities will impact the Town of Kaukauna. At a minimum, this involves sharing information about Kaukauna's Plan with neighboring communities, the Counties, Regional Plan Commission, and state agencies. Kaukauna 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.

Intergovernmental Vision

In 2030, intergovernmental cooperation efforts have enabled Kaukauna to establish partnerships with neighboring communities, the County, state agencies, and the school districts to provide coordinated, cost-effective services to residents and landowners. Through these partnerships, the Town has preserved its rural lifestyle and maintained its land base while providing a unique blend of commercial and residential development in harmony with the community's natural environment.

Wisconsin's Comprehensive Planning Law includes fourteen goals for local comprehensive planning. The goals listed below specifically relate to planning for intergovernmental cooperation:

- Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, State governmental and utility costs.
- Providing an integrated, efficient and economical transportation system that affords mobility, convenience and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.

The Comprehensive Planning Law requires that the Town of Kaukauna coordinate planning activities with:

- Town of Freedom
- Town of Lawrence
- Town of Oneida
- Town of Vandenbroek
- Town of Wrightstown
- Village of Wrightstown
- City of Kaukauna
- Brown County
- Outagamie County
- East Central Wisconsin Regional Planning Commission
- Oneida Nation
- Freedom Area School District
- Kaukauna Area School District
- Wrightstown Community School District

- Wisconsin Department of Administration
- Wisconsin Department of Natural Resources
- Wisconsin Department of Transportation

Existing Intergovernmental Activities and Partners

Many current intergovernmental programs have an affect upon the Town of Kaukauna. This section highlights some of these programs.

ADJACENT GOVERNMENTAL UNITS

- Towns of Freedom, Lawrence, Oneida, Vandenbroek, and Wrightstown; Village of Wrightstown; City of Kaukauna

Kaukauna's relationship with neighboring Towns can be characterized as one of mutual respect. These communities share a common history, social culture, and rural character with Kaukauna. Since Towns cannot annex land from one another, boundary disputes are non-existent. Public services such as road maintenance and construction are conducted individually by each community. However, as mutually beneficial opportunities for shared services arise, the Town of Kaukauna is open to considering shared services options.

The Town of Kaukauna abuts the Village of Wrightstown and the City of Kaukauna. Villages and cities in Wisconsin have extraterritorial authorities granted to them by state statutes, including extraterritorial plat review and, potentially, extraterritorial zoning authority (see box at right). Extraterritorial authority for Class 1-3 cities and villages extend three miles beyond their corporate boundaries. For Class 4 cities and villages like Kaukauna and Wrightstown, the extraterritorial area is limited to one and a half miles.

Prior to enacting extraterritorial zoning authority, a city or village must adopt an ETZ resolution,

What is Extraterritorial Zoning?

Cities and villages may adopt extraterritorial zoning in town areas beyond city and village boundaries. Extraterritorial zoning is general zoning that affects land around the borders of a city or village.

The extraterritorial zoning jurisdiction of 1st to 3rd class cities extends 3 miles beyond corporate limits. The limit for 4th class cities and villages is 1½ miles beyond corporate limits. In order to exercise their extraterritorial zoning powers, a city or village must have created a plan commission and adopted a zoning ordinance for the land within its corporate limits.

Three major steps are involved in the adoption of an extraterritorial zoning ordinance.

First, the governing body of the city or village adopts and publicizes a resolution which establishes its intent to exercise its zoning authority within all or part of its extraterritorial jurisdiction.

Second, the governing body directs its plan commission to formulate tentative recommendations for the extraterritorial district plan and regulations.

Third, the final plan and regulations need to be adopted.

Excerpted from Guide to Community Planning in Wisconsin, Brian Ohm, UW-Madison and UW-Extension, 1999.

**Chapter 11:
Intergovernmental
Cooperation**

consult with the town in question, and form an ETZ Committee made up of three appointed members from the city/village and three from the town.

SCHOOL DISTRICTS

The Town of Kaukauna and the school districts recognize the significant role each plays in the other's future. Each is dependent upon the other, to varying degrees, to ensure a healthy long-term future. The school district and the challenges it faces were discussed in detail in *Chapter 6: Utilities & Community Facilities*. With respect to intergovernmental cooperation, opportunities were identified during the planning effort to strengthen relations between the Town of Kaukauna and the school districts. Specific goals and objectives to help realize several of these opportunities are included in the Intergovernmental Cooperation section of *Chapter 12: Implementation*.

OUTAGAMIE COUNTY

Outagamie County provides many programs, services, and facilities to the Town of Kaukauna and its residents. Those that most directly affect Kaukauna include:

- County highway maintenance and improvement programs.
- Library funding support (to help cover the costs of county residents who use the library).
- Social services.
- Land use planning and mapping assistance.

In those areas where Outagamie County currently has jurisdiction (i.e. shoreland zoning and land division), the County consults the Town before making decisions affecting Kaukauna. During the planning process, additional communication with the County was identified as a priority, particularly with respect to County road improvement projects. Future communication will also be especially important as it relates to:

- Stormwater management and erosion control.
- Coordination with the Outagamie Comprehensive Plan.
- Public safety.

There are a number of issues that will challenge the Town of Kaukauna and its neighbors during the coming decades, many of which requiring or benefiting from a coordinated multi-jurisdictional response. The Town will cooperate with the County and other local communities to discuss and address matters related to:

- Housing, transportation, and services for seniors.
- Boundary issues and annexation.
- Wind energy and wind farm regulations.
- Concentrated animal feeding operations and their affects on ground and surface waters.
- Socio-economic and environmental issues related to global climate change.

STATE AGENCIES

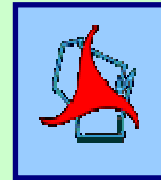
- Wisconsin Department of Natural Resources (WDNR)
- Wisconsin Department of Transportation (WisDOT)
- Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP)
- Wisconsin State Historical Society (WSHS)
- And others

WDNR and WisDOT are the primary State agencies with whom Kaukauna 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, State parks, and other natural wildlife habitat areas. Given the priority Town residents give to natural resource protection, the WDNR is an important partner with the Town of Kaukauna in planning for the future.

WisDOT is a key player in the planning and development of highways and pedestrian/cycling facilities in the Town and region. Kaukauna has a good relationship with WisDOT and will continue to work with them, particularly with respect to ongoing and future work within the USH 41 corridor. The Town will continue to communicate with WisDOT about land use and transportation decisions made locally.

The activities of the WDNR are discussed further in the *Chapter 7: Agricultural, Natural and Cultural Resources* of this Plan. Additional information is also available on-line at: www.dnr.state.wi.us.



For additional information about WisDOT activities in the Town of Kaukauna, refer to *Chapter 5: Transportation* of this Plan. Additional information is also available on-line at: www.dot.state.wi.us

Intergovernmental Comprehensive Planning Process

To facilitate a planning environment open to intergovernmental cooperation, all Plan documents, including text and maps, were available throughout the plan program 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. The Town also coordinated with Outagamie County and ECWRPC to obtain mapping resources as well as information from existing Plan documents. In addition, the Outagamie County Planning Department actively participated in the development of the Town of Kaukauna Comprehensive Plan

More than thirty days prior to the public hearing, all intergovernmental partners were directed to the project website for copies of the recommended Plan and asked to provide

comments. Comments received prior to and during the public hearing were entered into the record for the planning process.

Existing and Proposed Plans

LOCAL COMPREHENSIVE PLANS

The communities adjoining the Town of Kaukauna are in various stages of the comprehensive planning process. Fond du Lac County is in the process of developing the county-wide plan with an anticipated adoption date of December 2009. Winnebago County adopted its county-wide plan in March 2006. The current status of comprehensive planning efforts in adjoining communities is as follows:

- Town of Freedom – Plan completed and adopted in 2003.
- Town of Lawrence – Plan completed and adopted in 2000.
- Town of Vandebroek – Plan completed and adopted in 2008.
- Town of Wrightstown – Plan completed and adopted in 2005.
- Village of Wrightstown – Plan completed and adopted in 2004.
- City of Kaukauna – Plan completed and adopted in 2000.
- Brown County – Plan completed and adopted in 2004.
- Outagamie County – Plan completed and adopted in 2008.
- ECWRPC – Completed and awaiting adoption.
- Oneida Nation – Plan completed and adopted in 2008.

FREEDOM, KAUKAUNA, AND WRIGHTSTOWN SCHOOL DISTRICTS

At this time, the school districts have no plans to construct new facilities within the Town of Kaukauna. In order to facilitate future school district planning efforts, this Plan recommends that the Town continue to consult with the school districts on future facilities and studies. To further facilitate school district planning, this Plan has been made available to those districts as a tool to predict future school enrollments from the Town of Kaukauna.

EAST CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION

Wisconsin has eight Regional Planning Commissions (RPCs). All but six counties in the state (Columbia, Dane, Dodge, Jefferson, Rock, Sauk) are served by an RPC. Wisconsin's RPCs are formed by executive order of the governor and provide intergovernmental planning and coordination for the physical, social and economic development of a region. A board, typically appointed by county boards and the governor, directs commission activities.

The East Central Wisconsin Regional Planning 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.¹

STATE AGENCIES

The 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 Agricultural, Natural and Cultural Resources section of *Chapter 12: Implementation*.

The 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, bicycle corridors, rail corridors, and air transportation. The plans were used as a starting point when preparing *Chapter 5: Transportation of this Plan*.

Existing Agreements

Please provide me with a list and descriptions of all relevant intergovernmental and/or shared-service agreements.

Relationship to Other Comprehensive Plan Chapters

Intergovernmental Cooperation weaves its ways into every chapter of this Plan. Regional housing demand and supplies determine the market for housing in the Town of Kaukauna. 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 its intergovernmental partners (i.e. 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 Cooperation Goals, Objectives, and Policies

¹ Excerpted from ECWRPC website, <http://www.eastcentralrpc.org/>, 2009.

Chapter 11: Intergovernmental Cooperation

The goals objectives, and policies related to Intergovernmental Cooperation in Kaukauna can be found in *Chapter 12: Implementation*.