

Introduction

Intergovernmental cooperation involves working with neighboring communities and agencies to understand how their future planning activities will impact the Village of Winneconne. At a minimum, this involves sharing information about Winneconne’s Plan with neighboring communities and agencies and vice versa. However, Winneconne 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.

Wisconsin’s Comprehensive Planning Law includes 14 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 government 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.
- Joint Municipal Court with the Town of Winneconne and the Town of Vinland.

The Comprehensive Planning Law requires that the Village of Winneconne coordinate with:

- Town of Winneconne
- Winnebago County
- East Central Wisconsin Regional Planning Commission
- Winneconne Community School District
- Wisconsin Department of Transportation
- Wisconsin Department of Natural Resources
- Wisconsin Department of Administration
- Wisconsin Land Council

Intergovernmental Cooperation Vision

By 2025, intergovernmental cooperation efforts have enabled the Village of Winneconne to establish partnerships with the Town of Winneconne, state agencies, Winnebago County, and the School District to provide coordinated, cost-effective services. Additional properties have been annexed into the Village to supply land for new residential, commercial, and industrial development. This land enjoys access to Village utilities including stormwater, wastewater treatment, and high quality drinking water.

Intergovernmental Partners, Activities and Conflicts

Many intergovernmental programs already in effect impact the Village of Winneconne. This section highlights programs that are currently in place.

ADJACENT / NEARBY GOVERNMENTAL UNITS

- Town of Winneconne

The Village of Winneconne’s relationship with the Town of Winneconne can be characterized as one of mutual respect and compatibility from a land use and political standpoint. The Village provides residents with municipal parks, shopping and employment opportunities, and public access points to the Wolf River and adjacent lakes. The Village of Winneconne is an important destination point for residents of surrounding communities. The Village also has the greatest potential for future conflict with the Town of Winneconne with future land use issues, particularly as it relates to possible annexation and the desirability of sewer and water service extensions. The Village of Winneconne is committed to thoughtful planning, and believes it is possible to work with the Town of Winneconne to develop boundary agreements to ensure appropriate development occurs.

SHARED SERVICE AGREEMENTS

The Village of Winneconne has the following shared service agreements in place at this time:

- Mutual aid agreements with the City of Omro Police Department and the Winnebago County Sheriff's Department;
- Fire protection and emergency aid provided by the Winneconne-Poygan Fire District;

SCHOOL DISTRICT

The Village's relationship with the school district can be characterized as cooperative. The Village appreciates the quality service provided by the school district 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.

With respect to intergovernmental cooperation, it is believed that operating efficiencies of the Village and the school district can be improved and additional services can be made available to area residents. Specific goals and objectives are included in the Implementation chapter.

COUNTY AND REGIONAL GOVERNMENTS

The Village of Winneconne is located in Winnebago County. Winnebago County provides programs, services, and facilities that are available to Winneconne residents. These include:

- Sheriff's service
- Economic development assistance
- Social services (elderly services, financial assistance services, mental health counseling etc.)
- Public Health (immunizations etc.)

In those areas where Winnebago County has jurisdiction, the County attempts to get input from the Village before making decisions affecting the Village. Likewise, the Village has attempted to maintain communication with Winnebago County by providing recommendations. During the planning process, additional communication with Winnebago County was identified as an objective. Future communication will be important as it relates to:

- Stormwater management (affects Winnebago Pool System)
- Coordination with the Winnebago County Comprehensive Plan
- Economic development
- Emergency management
- Health department

Winnebago County and the Village of Winneconne are part of the East Central Wisconsin Regional Planning Commission (ECWRPC). During this planning process, the Village acquired mapping data, demographic statistics, and policy information from Winnebago County and ECWRPC.

STATE AGENCIES

- Wisconsin Department of Natural Resources (WDNR)
- Wisconsin Department of Transportation (WisDOT)
- Wisconsin State Historical Society
- Wisconsin Department of Administration (WDOA)

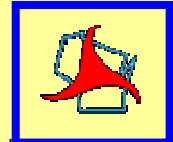
WDNR and WisDOT are the primary state agencies that Winneconne must coordinate with to achieve the goals and objectives of this Plan. WDNR takes a lead role in wildlife protection and the sustainable management of woodlands, stormwater regulations, wetlands and other natural wildlife habitat areas. Winneconne has a good relationship with WDNR. WisDOT is a key player in the planning and development of highways and pedestrian/cycling facilities in the region. Open communication and participation in historic, natural, land use and transportation decisions that impact the Village will remain important priorities for intergovernmental cooperation with state agencies.

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

Intergovernmental Comprehensive Planning Process

To facilitate a planning environment open to intergovernmental cooperation, the Village of Winneconne sent all of its intergovernmental partners an invitation to participate in the planning program at the onset of its effort. The letter included direction to the project web page and an open invitation to review materials and provide feedback. All Plan documents, including text and maps, were available throughout the Plan program on the project web site for review and comment. This was to ensure the widest range of public participation and input from overlapping and neighboring jurisdictions as well as any other interested entity or individual.

On a chapter-by-chapter basis, the Village (through its consultant and staff) also contacted Winnebago County officials, local school district representatives, neighboring communities, and state agencies to complete inventories of available services, facilities and programs. For example, during the development of the Transportation Chapter, WisDOT was contacted to obtain information available related to transportation facilities and programs in the Village of Winneconne. Likewise, WisDOT was provided a preliminary copy of the Transportation Chapter to review and comment upon. This same courtesy was extended to the WDNR during development of the Agricultural, Natural and Cultural Resources Chapter. Similarly, the school district was an important resource during development of the Utilities and Community Facilities Chapter.



For additional information about WisDOT activities in the Village of Winneconne, refer to the *Transportation Element* of this plan. Additional information is also available on-line at: www.dot.state.wi.us

Throughout the Plan development process, the Village also coordinated with Winnebago County and ECWRPC to obtain mapping resources as well as information from existing Plan documents.

More than 30 days prior to the public hearing, all intergovernmental agencies/communities were notified of how to obtain a copy of the Recommended Plan and asked to provide comments, as is required by state statutes. Comments received were addressed at the Public Hearing and in the Final Adopted Plan.

Existing and Proposed Plans

ADJACENT / NEARBY GOVERNMENTAL UNITS

All unincorporated towns in Winnebago County, if they do not have their own Comprehensive Plan, are part of the County Comprehensive Plan. The cities of Omro and Oshkosh have approved individual plans.

In an effort to provide as much intergovernmental coordination as possible, the Village facilitated a process to review the adopted and/or on going plans of its intergovernmental partners in order to identify common issues, plan discrepancies, and implementation strategies. Particular attention was given to the Town of Winneconne due to the Village's future impacts on the Town. Lines of communication between the Village and Town of Winneconne are open.

Based on schedule information available, ECWRPC is expected to produce a Comprehensive Plan by spring of 2008¹. In preparing the Winneconne Comprehensive Plan, transportation and land use planning materials available from ECWRPC were used as a tool for understanding regional development plans. In order to improve communication with ECWRPC and to avoid inconsistency in plan development and implementation, ongoing communication is critical.

¹ SOURCE: Email correspondence with Jon Motquin from East Central Wisconsin Regional Planning Commission, December 28, 2006.

To ensure compatibility with the goals and objectives of this Plan, Winneconne will continue to participate in the planning efforts of its neighboring communities, counties, and ECWRPC as opportunities arise.

SCHOOL DISTRICT

At this time, the Winneconne Community School District has no plans to expand existing facilities or construct new facilities in the Village of Winneconne. In order to facilitate future school district planning efforts the Utilities and Community Facilities chapter of this Plan recommends the school district complete a study of opportunities. This will improve coordination of facilities and the sharing of services in order to minimize duplication and decrease costs.

The Winneconne school district serving the Village has a long history of planning for improvements and expansion in response to the growth rates. The district built facilities to accommodate a significant number of new students coming to the districts. Since school district boundaries extend beyond the Village, it is very possible that if any new schools are built, they may be constructed beyond the Village limits. 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 Village of Winneconne.

STATE AGENCIES

WDNR is a major agency involved in many activities in the state. These include the acquisition and development of recreational/pedestrian trails, and more importantly a lead role in wildlife protection and the protection and sustained management of woodlands, wetlands and other natural wildlife habitat areas. The importance of preservation activities in Winneconne is highlighted in the goals, objectives and policies in the Agricultural, Natural and Cultural Resources section of the Implementation chapter.

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. These plans were used as a beginning point when preparing the Transportation chapter of this Plan. Recommendations from these plans are addressed in the Transportation Chapter.

Human Infrastructure to Support Village Success

As the Village's population continues to grow, additional staff may be needed to meet the demands of the 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. Staff expansion decisions should be based on periodic job reviews of the Villages staff (both local and contract).

Similarly, adequate space is always an issue for any community. The new Village Hall constructed in 1999 houses administration, the Village Board, the library and the police department. The Village already owns additional storage space to supplement storage capacity at Village Hall. This need will most likely grow in the future. Adequate space is essential for government to function properly and provide needed services for residents.

Relationship to Other Required Plan Elements

Intergovernmental Cooperation weaves its ways into every element of this Plan. Regional housing demand and supplies determine the market for housing in the Village of Winneconne. Transportation improvements made to the State highway has the potential to impact the land use and development patterns in the Village. Likewise, the Village's ability to expand economically depends on quality services being provided, not only by the Village, but also its intergovernmental partners (i.e. school district, police, fire, etc.). Moreover, the Village's ability to support development opportunities at its perimeter must be coordinated with the Town of Winneconne to ensure compatibility with adjacent land uses.

Intergovernmental Goals, Objectives and Policies

GOALS & OBJECTIVES

GOAL 1: The Village of Winneconne will maintain and seek additional opportunities to improve communication with neighboring communities, the school district, the WDNR, WisDOT, and other intergovernmental partners.

SUPPORTING OBJECTIVES

1. The Village will consider an Intergovernmental Communication Program that opens lines of communication to encourage coordinated planning efforts, particularly at shared boundaries. This program will include the following elements:
 - a. Periodically, the Village of Winneconne will host an intergovernmental workshop with the governments and agencies identified in this chapter to discuss concerns, plans, exchange ideas, report implementation achievements, and appoint action teams to work on issues over the next two years.
 - b. When necessary, the Village Board will meet with the planning staff and leaders of adjacent municipalities to discuss development plans, patterns, improvements and boundary agreement opportunities.
2. Continue to actively participate in the comprehensive planning activities of neighboring communities, Winnebago County and ECWRPC.
3. Participate in the planning activities of the school district, particularly with respect to expansion and building of new facilities.
4. Consider ways to restructure the Winneconne development review process to include a monthly intergovernmental review meeting as needed for all proposed commercial, industrial and residential developments. The purpose of such a monthly review meeting is to allow the school district, WisDOT, Winnebago County, ECWRPC and other intergovernmental partners to participate early enough in the process to have meaningful input. This will ensure that everyone is aware of development requests and concerns can be expressed before the Village approves a development. Copies of development proposals would be forwarded in advance of the meeting to allow for adequate review time. This additional procedure may create a slight delay in development approvals, but it will result in better site designs, offer a one-stop approach to managing development, and improve intergovernmental communication.

GOAL 2: Resolve annexation and boundary disputes in a mutually beneficial manner.

SUPPORTING OBJECTIVES

1. Pursue the development of a boundary agreement with the Town of Winneconne to establish expansion areas for a minimum of 10 years.
2. Consider opportunities for shared service agreements between the Town of Winneconne and the Village to potentially extend sewer and water service to portions of the Town.

GOAL 3: Seek new ways to coordinate and share community facilities and services with neighboring communities, the school district, and Winnebago County.

SUPPORTING OBJECTIVES

1. Consider opportunities when signing contracts with private companies to coordinate with neighboring communities and the school district that need similar services (i.e. plowing, resurfacing, etc.) and then negotiate with the private company for a reduced cost based on the larger project volume.
2. Coordinate with surrounding communities, to consider snowplowing schedules that efficiently meet the needs of area residents. This may involve using Village equipment to plow portions of town streets (and vice versa) to maximize efficiencies and minimize costs.
3. Using the *Transportation Network Map* and *Transportation Plan Map* provided in this Plan and the plans of neighboring communities, develop and adopt a coordinated traffic circulation and access plan along all of the Village of Winneconne's boundary road corridors.
4. Encourage the school district to collaborate in ways that will allow them to provide additional services to Village residents (i.e. expanded library hours, youth summer reading programs, opportunities for community use of classrooms as meeting spaces for seniors and community classes).
5. The Village, school district and other public and private entities should explore joint use agreements concerning the use of recreational facilities in order that the advantages of such an agreement can result in avoidance of facility duplication and a greater diversity of recreational opportunities.

POLICIES

1. *The Village of Winneconne will seek to cooperate with all neighboring municipalities, Winnebago County, ECWRPC, state agencies, and school district for mutual benefit.*