

Introduction

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

The Comprehensive Planning Law requires that the Town of Carlton coordinate with:

- Towns of West Kewaunee, Franklin, Two Creeks, and Mishicot
- Kewaunee County
- Manitowoc County
- Bay Lakes Regional Planning Commission
- Kewaunee 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 Carlton to establish partnerships with neighboring communities, state agencies, Kewaunee County, and the school districts to provide coordinated, cost-effective services. Through cooperation with adjacent communities, the Town has preserved its rural lifestyle.

Intergovernmental Partners, Activities and Conflicts

In June of 2004, Kewaunee County and its municipalities began a multi-jurisdiction planning process, funded under a general Planning Grant from WDOA, to prepare a county-wide Comprehensive Plan compliant with Wisconsin Act 9 (Smart Growth). Eight of the fourteen Kewaunee County municipalities joined the effort led by Kewaunee County and Bay Lakes Regional Planning Commission:

- City of Algoma
- City of Kewaunee
- Village of Luxemburg
- Town of Ahnapee
- Town of Franklin
- Town of Luxemburg
- Town of Pierce
- Town of Red River

The remaining six communities, listed below hired OMNNI Associates to prepare their plans:

- Village of Casco
- Town of Carlton
- Town of Casco
- Town of Lincoln
- Town of Montpelier
- Town of West Kewaunee

Many intergovernmental programs already in effect impact the Town of Carlton. This section highlights programs that are currently in place. The maps provided throughout this plan indicate the proximity of adjacent communities to Carlton.

ADJACENT/NEARBY GOVERNMENTAL UNITS

- Towns of Franklin, West Kewaunee, Montpelier, Mishicot, Two Creeks

Carlton's relationship with its neighboring towns can be characterized as one of mutual respect and compatibility from a land use and political standpoint. These towns share a common rural character with Carlton. Since Towns cannot annex land from one another, boundary disputes are non-existent. Opportunities exist for additional coordination between Carlton and the surrounding communities to improve service efficiencies and reduce costs. At this time, surrounding communities manage their own public service programs (i.e., road maintenance and construction, garbage collection, snowplowing). However, as mutually beneficial opportunities for shared service contracts arise, the Town of Carlton is open to considering these options. Supporting goals and objectives are presented in the Intergovernmental section of the Implementation chapter.

SHARED SERVICE AGREEMENTS

Opportunities exists for future shared service agreements with other municipalities in order to increase efficiency and reduce service costs for the Town.

SCHOOL DISTRICTS

The Town's relationship with the Kewaunee School District can be characterized as cooperative. The Town appreciates the quality service provided by the school district and the fact that the schools are a 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, several opportunities were identified during this planning program to strengthen relations between the Town of Carlton and the school district. Through intergovernmental efforts, it is believed that operating efficiencies of the Town and the school district can be improved and additional services can be made available to area residents. Specific goals and objectives to help these opportunities are included in the Intergovernmental section of the Implementation chapter.

COUNTY AND REGIONAL GOVERNMENTS

The Town of Carlton is located in Kewaunee County. Kewaunee County provides many programs, services, and facilities that are available to Carlton residents. Kewaunee County programs that most directly impact Carlton include:

- County highway maintenance and improvement programs
- County park maintenance
- County police protection
- Land and Water Conservation efforts for permitted sanitary systems and maintaining wetland areas and lake quality
- Economic development assistance
- Social services

In those areas where Kewaunee County has jurisdiction, the County attempts to get input from the Town before making decisions affecting the Town. Likewise, the Town has attempted to maintain communication with Kewaunee County by providing recommendations. 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
- Coordination with the Kewaunee County Comprehensive Plan
- Economic development
- Emergency management
- Courts
- Health department

- Public safety

Coordination with Manitowoc County and the Town of Carlton has been very limited. This situation is not expected to change significantly in the future, though the Town expects to participate in the Manitowoc County Comprehensive Planning process.

Kewaunee County and the Town of Carlton are part of the Bay Lakes Regional Planning Commission (BLRPC). In this planning program, the Town acquired mapping data, demographic statistics, and policy information for this comprehensive plan effort from Kewaunee County and BLRPC.

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 Carlton 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 and other natural wildlife habitat areas. Carlton 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 Town will remain important priorities for intergovernmental cooperation with state agencies.

Intergovernmental Comprehensive Planning Process

To facilitate a planning environment open to intergovernmental cooperation, Carlton 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 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 an element-by-element basis, the Town (through its consultant and staff) also contacted Kewaunee 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 Element, WisDOT was contacted to obtain information available related to transportation facilities and programs in the Town of Carlton. Likewise, WisDOT was provided a preliminary copy of the Transportation Element to review and comment upon. This same courtesy was extended to the WDNR during development of the Agricultural, Natural and Cultural Resources Element. Similarly, the school district was an important resource during development of the Utilities and Community Facilities Element.

Throughout the plan development process, the Town also coordinated with Kewaunee County and BLRPC 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 provided a copy of the Recommended Plan and asked to provide comments, as is required by state statues. Comments received were addressed at the Public Hearing and in the Final Adopted Plan.

Existing and Proposed Plans

ADJACENT/NEARBY GOVERNMENTAL UNITS

The Towns of Franklin, Mishicot and Two Creeks have adopted Comprehensive Plans. The remaining nearby communities in Kewaunee County are working with the Town of Carlton on developing a joint comprehensive plan. A great deal of planning is underway in the area. Kewaunee County is also in the process of developing their plan. It is expected that the Kewaunee County Plan will be completed in 2007.

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.



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

In an effort to provide as much intergovernmental coordination as possible, the Town 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. Lines of communication between the Town and surrounding communities are open. A program initiative to foster better communication is highlighted in the Implementation chapter.

Based on schedule information available from the Bay Lakes Regional Planning Commission, a comprehensive plan is currently being developed for the Bay Lakes area. In preparing the Carlton Smart Growth Plan, transportation and land use planning materials available from BLRPC were used as a tool for understanding regional development plans. In order to improve communication with BLRPC and to avoid inconsistency in plan development and implementation, a series of activities and programs are identified in the Intergovernmental section of the Implementation chapter.

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

SCHOOL DISTRICTS

At this time, the Kewaunee School District has no plans to build within the Town of Carlton. In order to facilitate future school district planning efforts the Utilities and Community Facilities section of the Implementation chapter recommends yearly meetings between the Town and the school district to recognize opportunities to improve coordination of facilities and the sharing of services in order to minimize duplication and decrease costs. This may result in changes to district boundaries, and coordinated bussing.

The Kewaunee School District has a long history of planning for improvements and expansion in response to the growth rates. The district builds facilities to accommodate a significant number of new students coming to the district. Since school district boundaries extend well beyond the Town, it is very possible that if any new schools are built, they may be constructed beyond the Town limits. To further facilitate school district planning, this plan has been made available as a tool to predict future school enrollments from the Town of Carlton.

STATE AGENCIES

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 environmental corridors shown on the *Natural Features Map*, as well as the groundwater protection and other natural resource goals, objectives and policies outlined 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.

The Land Use Element identifies connectivity and walkability as important development themes. This initiative will not only improve local quality of living by discouraging sprawl, but will also encourage further pedestrian and transit-friendly roadway improvements (i.e. trails and a park-and-ride).

Human Infrastructure to Support Town Success

Historically, Carlton has been able to function very well with a limited staff. However, as the Town's population continues to grow, additional staff may be needed to meet the demands of a 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 Town's staff (both local and contract).

Similarly, issues of providing adequate space for government to function is also an issue that will impact the Town's ability to coordinate well with neighboring communities and provide needed services for residents. This issue is addressed in the Utilities and Community Facilities Chapter with information provided about a local facilities assessment.

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 Town of Carlton. Transportation improvements made to County and State highways have the potential to impact the 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.