

## **INTERGOVERNMENTAL COOPERATION**

### **7.1 INTRODUCTION**

In order to ensure continuity and prevent potentially conflicting development patterns, community planning must review the plans of adjacent and overlapping jurisdictions. Within the countywide planning process, the county and participating towns' maps, goals, objectives, and plan recommendations were developed in conjunction with one another. Development of individual local plan components was conducted in concert with adjoining jurisdictions so as to achieve a logical and consistent framework among the local units of government and Washburn County.

Inventory and examination of the existing jurisdictional relationships within the county provides the cornerstone for intergovernmental cooperation. Understanding the nature and complexity of these relational issues is key to understanding how these relationships can be enhanced to provide maximum coordination and cooperation. Presently, many jurisdictions within the county have informal agreements with other units of government. It will be the aim of the intergovernmental component to maximize multi-jurisdictional cooperation through formalization of relationships, to opening the lines of communication between jurisdictions, and to promote intergovernmental agreements.

### **7.2 66.1001 REQUIREMENTS**

This element compiles objectives, policies, goals, maps, and programs for joint planning and decision making with other jurisdictions, including school districts and adjacent local governmental units for siting and building public facilities and sharing public services. The element analyzes the relationship of the local governmental unit to school districts and adjacent local governmental units and to the region, the state, and other governmental units. The element incorporates any plans or agreements to which the local governmental unit is a party under § 60.301, 66.0307, or 66.0309. The element also identifies existing or potential conflicts between the local governmental unit and other governmental units that are specified in this paragraph and describe processes to resolve such conflicts.

### **7.3 GOVERNMENTAL UNITS AND RELATIONSHIPS TO MADGE**

The Town of Madge shares a common border with the Towns of Birchwood, Long Lake, Beaver Brook, and Crystal. In addition, the town is served by the school districts of Spooner and Shell Lake. An assessment of the intergovernmental relationship between the towns, county, school districts, and other jurisdictions follows.

#### **Adjacent Jurisdictions**

- Towns of Beaver Brook, Birchwood, Crystal, and Long Lake

The Town of Madge's relationship with the adjacent towns can be characterized as one of mutual respect and cooperation. The towns have long-standing relationships in which the units of government meet periodically to discuss local and state issues.

### **Schools**

- Spooner School District
- Shell Lake School District

Two school districts overlay the Town of Madge. The majority of the town is part of the Spooner School District with only a very small portion being part of the Shell Lake School District. The Shell Lake School District constructed a new school in the late 1990's. The Spooner School District is engaged in discussions on whether to undertake a construction project for a new high school or middle school. The town and school districts do not have conflicting issues.

### **County and Regional Government Units**

- Washburn County
- Northwest Regional Planning Commission

In general, the relationship between the town and Washburn County can be characterized as cooperative. Open dialog between county departments and the town ensures that services, such as police protection, are available when needed.

The town is within the Northwest Regional Planning Commission (NWRPC) area. The town and NWRPC share mutual respect and work together on community and economic development activities.

### **State Agencies**

- Wisconsin Department of Natural Resources (WDNR)
- Wisconsin Department of Transportation (WisDOT)

The town and state agencies communicate and cooperate on joint projects of interest to one another. Although STH 70 borders the town for only a few miles, the transportation system provides an important link to areas of Washburn County and beyond. Continued discussions with WisDOT on future improvement projects in or near the town are important to ensure accessibility and safety to its residents.

The WDNR is responsible for management of natural resources and wildlife throughout the state. The town and private developers will continue to coordinate and cooperate with the WDNR on land use activities that may infringe on resources managed by the department.

### **Federal Agencies**

No federal agencies have jurisdiction within the Town of Madge.

## **7.4 LOCAL PLANS AND PLANS OF ADJACENT AND OVERLAPPING JURISDICTIONS**

The Town of Madge has not produced resource management or land use plans in the past. However, some town resources are included under the umbrella of various county and state plans.

Adjacent towns also developing comprehensive plans as part of a countywide multi-jurisdictional planning process include Birchwood, Long Lake, and Crystal. No conflicts between the Town of Madge Comprehensive Plan and plans of adjacent jurisdictions (if adopted) have been identified.

### **Washburn County Outdoor Recreation Plan Recommendations for the Town of Madge**

This plan includes a list of general recommendations that apply to all Washburn County communities, with limited recommendations specific to resources within the Town of Madge. These recommendations include a sealed vault be added to the existing toilets at the Harmon Lake Picnic site and the town develop public access points at Chinty, Ripley, and Devils Lake.

### **Washburn County Forest Recreation Plan (1999-2003) Recommendations for the Town of Madge**

Recommendations specific to Harmon Lake in the Town of Madge exist, dealing mostly with expanding facilities at the boat launch site. Guidelines of County-Owned Land Ordinance (22-98) apply to lands that are county-owned and maintained.

### **Washburn County Land and Water Resource Management Plan (July 1999) Recommendations for the Town of Madge**

No recommendations specific to the Town of Madge have been identified, although general guidelines apply to all of Washburn County.

### **Long Range Program, Washburn County Soil & Water Conservation District (1980) Recommendations for the Town of Madge**

No recommendations specific to the Town of Madge have been identified, although general guidelines and actions would apply to the town.

### **Washburn County Solid Waste Management Plan (July 1983) Recommendations for the Town of Madge**

The Resource Conservation and Recovery Act (RCRA) of 1976 enacted standards for treatment, storage, and disposal of solid waste. Since this legislation, all local landfills (town) have since closed.

### **Washburn County Farmland Preservation Plan (May 1982) Recommendations for the Town of Madge**

Portions of the Town of Madge have been identified by the plan as “Agricultural Preservation Areas”; “Transition Areas”; “Woodlands, Wetlands, and Environmentally Significant Areas”; and “Exclusion Areas”. These areas would be subject to the recommendations and actions as

outlined in the plan. The general plan recommendations would also apply to lands in the Town of Madge.

**Washburn County Forest Comprehensive Land Use Plan (1996-2005) Recommendations for the Town of Madge**

Recommendations for public forestlands would apply to county-owned and managed lands within the Town of Madge. Integrated management units in the Town of Madge include the Beaver Brook and Stauffer Lake management units. Each unit contains specific management practices to be used in those areas.

**Washburn County Roadway Improvement Plan**

County roadway improvements within the Town of Madge are identified in the Transportation Element and may be found in Table 3.3. Roadways under Washburn County jurisdiction within Madge include CTH's M, B, and P.

**Wisconsin State Highway Improvement Plan**

State roadway improvements within the Town of Madge are identified in the Transportation Element and may be found in Table 3.3. The only highway under state jurisdiction within Madge Township is STH 70, which is located in the very northern portion of the town.

## **7.5 EXISTING RELATIONSHIPS, SHARED SERVICES, AND AGREEMENTS<sup>1</sup>**

**Protective Services (police, fire, EMS)**

The Town of Madge, 11 other towns, and the City of Spooner share services from the Spooner Fire Association. Police services are represented by the county sheriff's department and for medical emergencies the town contracts with North Ambulance located south of the City of Spooner on STH 63. The Town of Madge has formal agreements with the Spooner Fire Association and North Ambulance.

**Transportation Services (road maintenance, plowing, etc.)**

The Town of Madge uses the Washburn County Highway Department for the services of road maintenance, plowing, and construction.

**Public Facilities (town hall, garages, library, etc.)**

The Town of Madge does not share any public facilities with adjacent jurisdictions. *(An opportunity to share public facilities exists and is outlined in the recommendations section of this plan.)*

**Relationships between the Town of Madge and Washburn County**

The Town of Madge has a limited relationship with the County of Washburn, although relationships do exist on a limited basis on county forestland and county zoning. Future coordination and communication is outlined in the plan recommendations section.

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<sup>1</sup> Results of informal survey of plan participants, Spring 2002

### **Relationships between the Town of Madge and State Agencies**

The Town of Madge has no relationships with state agencies at the time of plan adoption. Future communication is outlined under plan recommendations.

### **Relationships between the Town of Madge and Federal Agencies**

The Town of Madge has no relationships with federal agencies at the time of plan adoption.

### **Relationships between the Town of Madge and School Districts**

Currently there is no formal cooperation or joint decision making with the Spooner School District or Shell Lake School District. The districts do make use of the Madge Town Hall for voting purposes. Recommended future actions between the town and the school district are outlined in the recommendations section of the plan.

## **7.6 INTERGOVERNMENTAL COORDINATION AND COOPERATION**

### **Conflict Resolution Process (CRP)**

Potential conflicts related to land use decision making have been greatly diminished due to the concerted development of local jurisdictional plans through the planning process. Although it is important to recognize that unplanned future variables may result in conflict, planning for potential future conflict between jurisdictions requires the development of a process to resolve such disputes. The conflict resolution process outlines the appropriate steps to be taken by the local governing bodies in order to resolve these disputes in a logical, systematic, and equitable manner.

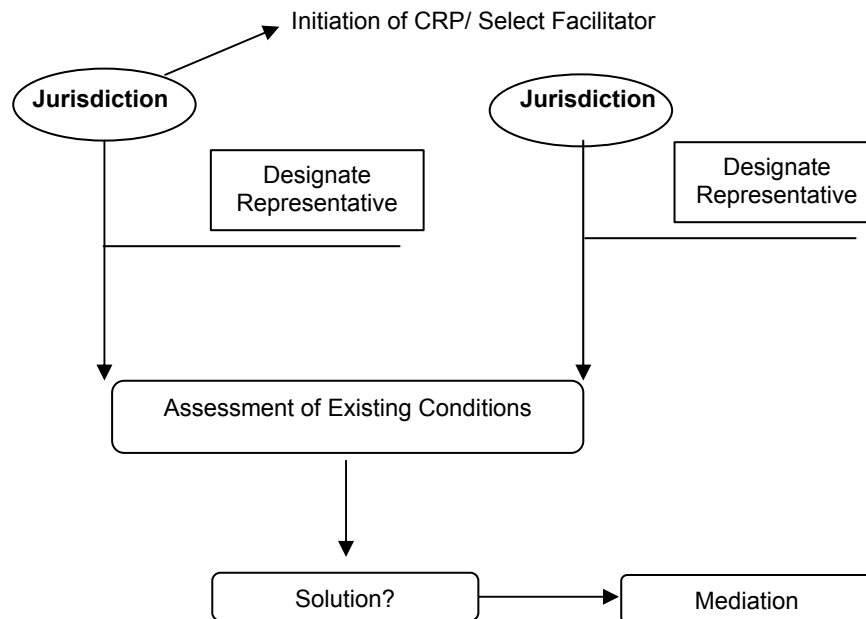
To provide the framework for resolving planning related conflicts, which may arise between Washburn County and local units of government, the CRP is intended to provide a low-cost, flexible approach to resolving land use disputes between governmental entities. This process should not supersede local processes established for conflict resolution and is not intended to be used by parties dissatisfied with the appropriate application of local rules and regulations within their jurisdiction.

The conflict resolution process should involve an *authorized representative* (selected by local governing authority on 2/3 majority) of the involved jurisdictions. The designated representative shall have the authority to act on behalf of the jurisdiction and will be responsible for maintaining communications with the jurisdiction throughout the conflict resolution process. The process should accommodate public participation and comment pursuant to Wisconsin State Statutes 19.81(2).

**SECTION I Initiation of the CRP.** The process may be initiated by a local jurisdiction, Washburn County, or any other parties named in the *Intergovernmental Cooperation Planning Agreement*. Requests to initiate CRP should be submitted to an outside facilitator and to affected jurisdictions and shall clearly and concisely identify the land use issue, the jurisdictions involved, and the affected jurisdiction's authorized representatives. Upon receipt of CRP notification, and unless otherwise requested by the jurisdictions involved, the facilitator would proceed with the issues assessment process.

**SECTION II Assessment of existing conditions.** The outside facilitator named under Section I shall conduct an assessment of existing conditions. The assessment should consist of examination of pertinent documents, maps, ordinances, or other materials and/or public meetings to gather input from affected jurisdictions (representatives). Meetings should allow equal time for jurisdictions to comment on the issue and to propose suitable alternatives.

**SECTION III Mediation.** All land use disputes should be mediated by a neutral party who understands land use planning and growth issues related to Washburn County. A mutually acceptable mediator is to be selected from those groups or individuals listed in the Intergovernmental Cooperation Agreement.



An informal agreement was developed in order to provide the framework for a coordinated planning process and to define a procedure for conflict resolution throughout the planning process. It is the intention of this agreement to outline the coordination actions necessary to ensure consistency in planning related matters and to facilitate communication between all units of government. A formal agreement addressing intergovernmental cooperation and the conflict resolution process should be developed and implemented following the completion of the Washburn County comprehensive planning process. This agreement could include the following:

- 1) Agree to openly cooperate and share information pertinent to the planning process.
- 2) Agree to coordinate planning activities with adjacent and overlapping jurisdictions, including school districts.
- 3) Agree to work to ensure orderly transitions or buffers in areas of joint concern between different communities.

- 4) Recognize that policy, land use, or development decisions by one party affect other jurisdictions. The parties further recognize the need to involve the property owners and residents of the area in the land use planning and priority-setting process.
- 5) Agree to examine the potential for inter-local agreements addressing extra-jurisdictional services when increased efficiency and effectiveness will be achieved.
- 6) Agree to review comprehensive plans and plan amendments of adjacent and overlapping jurisdictions and plans of state and regional agencies for consistency with local planning.
- 7) Agree to utilize the informal conflict resolution process to resolve planning-related conflicts between adjacent and overlapping units of government where appropriate.
- 8) Agree to resolve inconsistencies, which may arise between adjacent and overlapping jurisdictions, through use of formal or informal negotiations or through use of the conflict resolution process.
- 9) Agree to work cooperatively with adjacent and overlapping jurisdictions to develop and implement a formalized intergovernmental cooperation agreement as a component of the Intergovernmental Cooperation element of the comprehensive planning process. This agreement should coordinate the Washburn County Comprehensive Plan with the comprehensive plans of local governments and regional and state agencies. The formal agreement should outline the process for continued coordination and cooperation and define the mechanisms for conflict resolution.
- 10) Acknowledge that this Intergovernmental Cooperation Agreement is not intended to and does not create legally binding obligations on any of the parties to act in accordance with its provisions. Rather, it constitutes a good faith statement of the intent of the parties to cooperate in a manner designed to meet the mutual objectives of all the parties involved in an efficient, equitable, and responsible manner.

## **7.7 INTERGOVERNMENTAL COOPERATION GOALS, OBJECTIVES, ACTIONS, AND POLICIES**

A set of recommended goals, objectives, and action steps have been recommended for the town to engage and work with adjoining and overlapping jurisdictions. Implementation of the action steps is a start to establishing cooperative relationships with adjacent and overlapping jurisdiction.

**GOAL:** Establish cooperative relationships with adjacent and overlapping jurisdictions

- Objective 1:** Coordinate the sharing of community facilities whenever possible.
- a. *Develop formal agreements when sharing and developing services.*
  - b. *Inventory equipment and services of adjacent and overlapping jurisdictions.*

*c. Publicize the availability of the town hall and provide information to Washburn County.*

Objective 2: Recognize the possibility of existing or potential conflicts between local governmental units and describe processes to resolve such conflicts.

*a. Pro-actively participate in town and county planning activities.*

*b. Identify issues and use the “Conflict Resolution Process” to initiate the means to resolve issues.*

Objective 3: Review and/or enhance relationships and shared service agreements with police, fire and emergency medical services.

*a. The town board shall update residents of costs associated with these services and report information at the annual and budget meetings.*

Objective 4: Open lines of communication and actively work with the adjacent jurisdictions for the purposes of formalizing and continuing relationships.

*a. Develop reciprocal agreement with bordering jurisdictions for the purposes of grading and maintaining current and new roads and other right-a-ways.*

*b. Share with each adjoining jurisdiction a copy of the Town of Madge Comprehensive Plan.*

Objective 5: Continue to work with adjacent townships for protection and improvement of shared watersheds.

*a. Assign a plan commission member as a watershed liaison.*

*b. Work with neighboring townships for the protection and improvement of shared watersheds.*