

## **CHAPTER 7 – INTERGOVERNMENTAL COOPERATION**

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### **INTRODUCTION**

Cooperation between neighboring and overlapping units of government is one of the primary goals of the Wisconsin Comprehensive Planning Legislation. As Sheboygan County and its municipalities develop and redevelop over the next 20 years, it is important for Sheboygan County, and its municipalities, school districts, special districts, the region, and the state to work with each other to provide services and facilities for County residents.

In general terms, intergovernmental cooperation is any arrangement by which officials of two or more jurisdictions coordinate plans, policies, and programs to address and resolve issues of mutual interest. It can be as simple as sharing information, or it can involve formal intergovernmental agreements and sharing resources such as equipment, buildings, staff, and revenue. It can even involve consolidating services, jurisdictions, or transferring territory.

Many issues cross jurisdictional boundaries, affecting more than one community. For example, air and water pass over the landscape regardless of boundaries, and persons traveling along roadways use a network of transportation routes, moving between jurisdictions without even realizing it. This is why intergovernmental cooperation is a critical component of every community's comprehensive plan, for without it even the best intentions of a plan can be undermined, even unintentionally, by an adjacent community with contradictory policies.

Sheboygan County strives to work together with its local municipalities in many ways, such as by sharing services and by holding shared service committee meetings. The County's relationship with its local municipalities, the Bay-Lake Regional Planning Commission, the local school districts, and the state and federal governments can impact County residents in terms of taxation, planning, provision of services, and siting of public facilities. An examination of these relationships and the identification of opportunities to work together, as well as the identification of existing or potential conflicts can help the County address these situations in a productive manner. This chapter contains some examples of existing intergovernmental cooperation efforts and regional relationships within Sheboygan County that can serve as building blocks for future cooperation.

### **EXISTING INTERGOVERNMENTAL ACTIVITIES**

#### **Adjacent Municipalities**

Sheboygan County is made up of 28 municipalities that work together in many ways. For a listing of these municipalities, see Chapter 1. These municipalities have a generally, positive working relationship with the County. Calumet, Fond du Lac, Manitowoc, Ozaukee, and Washington Counties border Sheboygan County. The particular municipalities that border Sheboygan County are: the Town of New Holstein, Calumet County; the Towns of Schleswig, Meeme, and Centerville, Manitowoc County; the Towns of Marshfield, Forest, Osceola, and Auburn; Fond du Lac County; the Towns of Fredonia and Belgium, Ozaukee County; and the Town of Farmington, Washington County. Sheboygan County's overall relationship with the neighboring communities is limited, but good. For example, Sheboygan County partners with Manitowoc, Calumet, and Fond du Lac Counties in order to hold a clean sweep for managing hazardous waste collection sites for County residents. The County also works with local municipalities in a variety of other ways. The County has a good working relationship with these

municipalities. Along with partnering on grants, the County shares road maintenance duties on the bordering roads.

### **Siting Public Facilities**

The County sites its public facilities, which include all County buildings, as well as, highway satellite offices, and County parklands. The County Board of Supervisors decides where new facilities will be located. The Highway Department may need a new facility or an upgrade to a current facility within the planning period. If the need arises, there may also be upgrades/expansion to the correctional facilities in the County in the planning period.

### **Sharing Public Services, Equipment, and Facilities**

The County is involved in partnerships to share public services in a number of ways. In 2002, the shared service subcommittee compiled a listing of the shared services that are known within the County, this has been subsequently updated in 2004 and 2009. A complete listing of these services can be found in Appendix 14. Some of the shared services include:

- 800 Megahertz Radio System
- Mobile Data System
- Law Enforcement Software
- City/County Fiber Link
- Easter Shores Library System
- Purchasing
- Enhanced 911-Dispatch
- Cellular 911
- Multi-jurisdictional Enforcement Group (MEG Unit)
- County Museum
- Emergency Response Center
- Sanitarian/Restaurant Inspection
- Tax Software & Collection
- Employee Training
- Geographic Information System
- Law Enforcement Target Range
- Rural Address System
- Parcel Mapping
- Ordinance Enforcement
- Public Health
- Human Services
- Agriculture/Land Conservation
- Hazardous Waste Collection
- Waste Medication Collection
- Maywood Environmental Park
- Fire Protection
- Mutual Aid
- Sewage Treatment
- Water Utility
- Stewardship Fund
- City/County Dive Team

- Century Kids-Fingerprinting
- Accident Reconstruction Team
- Criminal Investigations
- Public Works/Highway
- ADA Transportation
- Senior Center/Meal Sites
- Jail/Detention Center(s)
- Ambulance
- Hazardous Material Response Team
- Emergency Government
- Local Government Initiatives
- Printing Services
- Fire Investigation
- Joint Dispatch Discussions

From the list above, one can see that Sheboygan County, its municipalities, and surrounding counties work together to provide the more efficient, cost-effective services to its citizens.

**School Districts**

There are 13 different public school districts wholly or partially located within Sheboygan County. The relationship between the County and the school districts is limited. School districts tend to have greater interaction with the local municipalities. The public school districts and the municipalities served by the districts are shown in Table 7-1.

**Table 7-1: Public School Districts Area Served**

<b>Public School Districts</b>	<b>Municipalities Served Within Sheboygan County</b>
Campbellsport*	Towns of Greenbush and Mitchell
Cedar Grove-Belgium	Towns of Holland and Sherman and Village of Cedar Grove
Elkhart Lake-Glenbeulah	Towns of Greenbush, Herman, Plymouth, Rhine, and Russell and the Villages of Elkhart Lake and Glenbeulah
Howards Grove	Towns of Herman, Mosel, Rhine and Sheboygan Falls and Village of Howards Grove
Kewaskum*	Towns of Mitchell and Scott
Kiel*	Towns of Herman, Rhine, and Russell
Kohler	Towns of Sheboygan and Wilson and Village of Kohler and City of Sheboygan
New Holstein*	Towns of Greenbush and Russell
Oostburg	Towns of Holland, Lima, Lyndon, Sherman, and Wilson and Village of Oostburg
Plymouth	Town of Greenbush, Herman, Lima, Lyndon, Mitchell, Plymouth, Rhine, Scott, Sheboygan Falls, Sherman, and the Village of Cascade and City of Plymouth
Random Lake	Towns of Holland, Lyndon, Scott, and Sherman and the Villages of Adell and Random Lake
Sheboygan	Towns of Mosel, Sheboygan, and Wilson and Village of Kohler and City of Sheboygan
Sheboygan Falls	Towns of Herman, Lima, Lyndon, Sheboygan, Sheboygan Falls, and Wilson and Villages of Kohler and Waldo, and the City of Sheboygan Falls

**Siting School Facilities**

While a school district has a more direct relationship with the individual municipalities of Sheboygan County, school districts may still have contact with the County when siting new facilities. The recent trend in the County has been to consolidate facilities, as indicated by the closing of the Cascade Elementary School, the Parnell Elementary School, the Glenbeulah School, and the Batavia Elementary School. If school facilities need to be built, the siting of the new school facilities is mainly conducted by the school districts. Depending upon the location of the new facilities it may be subject to County ordinances and regulations, as well as, local regulations. Each school district evaluates their need for new facilities.

**Sharing School Facilities**

Sheboygan County has no formal agreements with any of the school districts for their shared use; however, if the County approaches the school district to use their facilities, they have been generally receptive. In some cases, local municipalities may need to use the schools facilities because their town/village/city hall may not be large enough to accommodate the crowd. In some cases, school districts often allow recreational sport leagues to use public school facilities through local park and recreation department programs. The Sheboygan Recreation Department is part of the Sheboygan Area School District; they work together to provide recreational opportunities to citizens of the County.

**County**

Each and every department, service, and facility of Sheboygan County is available to citizens from every Sheboygan County municipality. Sheboygan County cooperates with local municipalities and the surrounding counties in a wide variety of ways. The County has worked with many local municipalities in the completion of their comprehensive plans. The County also administers its countywide ordinances in the unincorporated areas of County. The County administers the Sanitary Ordinance, Subdivision Ordinance, Erosion Control and Storm water Management, and Shoreland-Floodplain Ordinance in unincorporated areas of the County, unless the local municipality has a more stringent ordinance. The County also helps Sheboygan County towns administer their state's Farmland Preservation Program.

The **Sheboygan County Job Center** is a public/private venture that combines resources in a one-stop employment and training center for employers, job seekers, workers and students.

**Region****Bay-Lake Regional Planning Commission (BLRPC)**

Sheboygan County is located in the northeast region of the State of Wisconsin. Sheboygan County is a member of the Bay-Lake Regional Planning Commission (BLRPC). The BLRPC has a number of programs and plans in place covering natural resources, population projections, traffic counts, transportation plans, bike plans, etc., several of which have been used in the preparation of this comprehensive plan. BLRPC also helps with mapping and providing technical expertise in areas where the County is lacking.

**Sheboygan Metropolitan Planning Organization (MPO)**

The Bay Lake Regional Plan Commission serves as the Metropolitan Planning Organization for the Sheboygan metropolitan planning area. In its role as Sheboygan MPO, the Bay Lake Regional Planning Commission is responsible for developing transportation plans and programs

for the Sheboygan metropolitan planning area. As part of its responsibilities, the MPO is charged with providing a forum for cooperative transportation planning and decision-making and establishing a public involvement process that ensures opportunities for early and continuing general public involvement in the review and evaluation of transportation plans and programs in the Sheboygan metropolitan planning area. The following local units of government are partially or wholly contained within the Sheboygan metropolitan planning area:

- City of Sheboygan
- City of Sheboygan Falls
- Village of Howards Grove
- Village of Kohler
- Town of Sheboygan
- Town of Herman
- Town of Lima
- Town of Mosel
- Town of Sheboygan Falls
- Town of Wilson

Projects and programs occurring within the MPO boundaries will follow a set of defined procedures. These procedures include the incorporation of projects listed in this Plan into the MPO Long Range Transportation Plan and Transportation Improvement Program.

#### **East Wisconsin Counties Railroad Consortium (EWCRC)**

Sheboygan County belongs to the East Wisconsin Counties Railroad Consortium (EWCRC). This consortium is made up of representatives from Columbia, Dodge, Fond du Lac, Green Lake, Milwaukee, Ozaukee, Washington, Winnebago, and Sheboygan Counties. The EWCRC works with WSOR, as well as WisDOT, to help pay for the rehabilitation and maintenance of the railroad lines that traverse through its member Counties. EWCRC also works with WSOR to help rehabilitate rail lines once they are acquired by WisDOT.

#### **State**

Sheboygan County's relationship with the State of Wisconsin is one which deals mainly with issues related to education (UW-Extension), transportation (WisDOT), natural resources (WDNR), agriculture (DATCP), building (WisCOMM). There are other state agencies the County deals with such as: the Department of Health Services, Department of Corrections, Department of Administration, Department of Workforce Development, and many others. Below is a description of some of the relationships with state agencies.

#### **UW-Extension**

The UW-Extension extends research, resources, and knowledge from the University of Wisconsin System to residents of Sheboygan County. The UW-Extension-Sheboygan County has a partnership with the County for the staffing of the facility. The County and UW-Extension work together to provide programming and education for Sheboygan County residents. The UW-Extension Sheboygan County also partners with Ozaukee and Washington Counties for agricultural extension agents.

### **Wisconsin Department of Transportation (WisDOT)**

In partnership with local governments and other groups, WisDOT administers a variety of state and federal programs to complete projects that enhance the transportation network within Sheboygan County. The most significant projects that WisDOT plans to complete in Sheboygan County during the 20-year planning period is the expansion of Highway 23 to the county line as well as resurfacing Interstate Highway 43 in portions of the County.

### **Wisconsin Department of Natural Resources (WDNR)**

The Wisconsin Department of Natural Resources is dedicated to the preservation, protection, effective management, and maintenance of Wisconsin's natural resources. It is responsible for implementing the laws of the state and, where applicable, the laws of the federal government that protect and enhance the natural resources of the state. The WDNR is charged with coordinating the many disciplines and programs necessary to provide a healthy and sustainable environment and a full range of outdoor recreational opportunities for Wisconsin citizens and visitors. The WDNR makes grants available to local units of government for park acquisition and development. In the future, Sheboygan County should encourage its communities to acquire additional grant funds through the WDNR to improve recreational opportunities, to purchase land for parks, and to construct trails. The County shall also work with the WDNR and the adjacent communities that are impacted by the waterways of Sheboygan County to improve the water quality and increase recreational opportunities; this is especially true for the Milwaukee River Basin Area. Sheboygan County also works with the WDNR in the regulation of wetlands. Some specific area where the WDNR and Sheboygan County cooperate are listed below.

- Sheboygan Marsh Management - managed under a Memorandum of Understanding that is included in Appendix B of the *2001 Broughton Sheboygan Marsh Strategic Management Plan*.
- Consults and assists with habitat management on Gerber Lakes County Property.
- Cooperation in acquisition has included lands other than parks - Sheboygan Marsh, Gerber Lakes, etc.
- Fish & Wildlife grants have also been used for habitat projects in the County.
- WDNR has conducted work in the Sheboygan River Basin as well as the Milwaukee River Basin.
- The WDNR and County Planning work together to manage floodplains and shorelands
- The WDNR and County Emergency Government work together on dam/flooding problems
- The WDNR & County Health Department conduct public well inspections.
- The WDNR & County Land Conservation Department work together on manure complaints and spills and funding of agricultural BMPs.

### **Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP)**

The Wisconsin Department of Agriculture, Trade, and Consumer Protection is responsible for food safety, animal and plant health, protecting water and soil, and monitoring fair and safe business practices. They inspect and license more than 100,000 businesses and individuals, analyze millions of laboratory samples, conduct hundreds of hearings and investigations, educate businesses and consumers about best practices, adopt rules that have the force of law, and promote Wisconsin agriculture at home and abroad. This agency works with the Planning

Department, Land and Water Conservation Department, Health and Human Services through restaurant inspections, and some other County departments.

**Wisconsin Department of Commerce**

The Wisconsin Department of Commerce administers regulations for onsite waste disposal systems in the State of Wisconsin. The Sheboygan County Planning Department’s office works closely with the Department of Commerce in the implementation of these regulations. The County Planning Department’s office enforces and implements these regulations for all unincorporated areas in Sheboygan County.

**Wisconsin Department of Workforce Development**

*Sheboygan County Job Center*

A public and private sector employment and training partnership committed to advancing the economic well-being of the county and building a quality work force through integration of training, education and economic development services for job seekers, workers and employers. This job center has funding through the state, county, and private agencies in order to pay for the services it provides to businesses and job seekers.

**Great Lake Commission**

The Great Lakes Commission is a public agency established by the Great Lakes Basin Compact in 1955 to help its Member states and provinces speak with a unified voice and collectively fulfill their vision for a healthy, vibrant Great Lakes - St. Lawrence River region. Commission products and services focus on communication and education, information integration and reporting, facilitation and consensus building, and policy coordination and advocacy. The purpose of the Commission is to carry out the terms and requirements of the Great Lakes Basin Compact, as noted in Article 1: To promote the orderly, integrated, and comprehensive development, use, and conservation of the water resources of the Great Lakes Basin.

**Council of the Great Lakes Governors**

The Great Lakes Governors share a dual stewardship for both the world’s single largest source of fresh water and the industrial heartland of North America. The Great Lakes contain one fifth of the world’s fresh water and the region’s companies manufacture 60 percent of the continent’s steel and 60 percent of automobiles made in North America. Today, the Council Governors lead the nation in advancing strategic alliances that stress continued protection of their natural resources and a sustainable world-class regional economy. Their belief is sound environmental policy makes good economic sense. The County may work in the future on projects related to Lake Michigan. The largest policy achievement is the Great Lakes-St. Lawrence River Basin Water Resources Compact is a legally binding agreement between the eight Great Lake states that prevents most diversions of Great Lakes water out of the region and establishes new water conservation and environmental protection standards for water use within the region.

Relationships in the past with these agencies have been adequate.

**Federal**

**U.S. Army Corps of Engineers (USACE)**

The U.S. Army Corps of Engineers regulates federal wetlands protection regulations in the State of Wisconsin. These regulations affect each municipality in Sheboygan County and many times coincide with State of Wisconsin wetland protection regulations.

### **Federal Emergency Management Agency (FEMA)**

The Federal Emergency Management Agency works with the County during times of emergency. FEMA also requires mapping of the floodplains in the County.

### **U.S. Environmental Protection Agency (EPA)**

The U.S. Environmental Protection Agency is charged with administering federal environmental laws and regulations. Sheboygan County is part of the EPA non-attainment zone for air quality (for more information this see Chapter 2).

### **U.S. Department of Agriculture (USDA)**

The USDA works with Sheboygan County to provide agricultural statistics. The USDA also helps in the purchase and acquisitions of easements and may continue to do so in the future. The Natural Resource Conservation Service (NRCS) is also part of the USDA and has provided leadership in a partnership effort to help America's private land owners and managers conserve their soil, water, and other natural resources. NRCS employees provide technical assistance based on sound science and suited to a customer's specific needs. The NRCS provides financial assistance for many conservation activities including the County's acquisition of GIS soil data.

### **National Oceanic and Atmospheric Administration (NOAA)**

NOAA is an agency under the Department of Commerce that enriches life through science and reaches from the surface of the sun to the depths of the ocean floor as it works to keep citizens informed of the changing environment around them. NOAA provides daily weather forecasts, severe storm warnings and climate monitoring, fisheries management, coastal restoration and supports marine commerce.

### *Sea Grant*

Sea Grant is a nationwide network (administered through NOAA), of 32 university-based programs that work with coastal communities. Environmental stewardship, long-term economic development and responsible use of America's coastal, ocean and Great Lakes resources are at the heart of Sea Grant's mission. The National Sea Grant College Program engages this network of the nation's top universities in conducting scientific research, education, training, and extension projects designed to foster science-based decisions about the use and conservation of our aquatic resources. Wisconsin Sea Grant, based at the University of Wisconsin-Madison, is a statewide program of basic and applied research, education, and outreach and technology transfer dedicated to the stewardship and sustainable use of the nation's Great Lakes and ocean resources.

### **U.S. Fish and Wildlife Service**

The U.S. Fish and Wildlife Service is the principal federal agency responsible for conserving, protecting, and enhancing fish, wildlife, and plants and their habitats for the continuing benefit of the American people. The vast majority of fish and wildlife habitat is on lands not owned by the federal government. Partnerships with Native American tribes, state and local governments, nongovernmental organizations and private citizens are critical to the Service fulfilling its mission. Programs such as Partners for Fish and Wildlife, Partners in Flight, the Coastal Program, and partnership activities with individuals are the primary mechanisms for assisting in voluntary habitat restoration on non-Service lands and fostering conservation practices throughout the Region. The U.S. Fish and Wildlife Service employs 163 people in Wisconsin and for the resource management budget for fiscal year 2006 Service activities in Wisconsin

totaled \$13.5 million. The U.S. Fish and Wildlife Service works to protect threatened and endangered species within the County and also owns a few areas of land within the County.

## **INVENTORY OF PLANS AND AGREEMENTS UNDER S. 66.0301, S. 66.0307 or S. 66.0309**

### **Cooperative Agreements**

There are a few different types of intergovernmental agreements under state statutes. These include stipulations and orders agreements, general agreements, and boundary agreements. There are agreements between municipalities for sewer and water utilities as well as mutual aid for fire protection. Nearly all of Sheboygan County's municipalities contract with the County for road maintenance and snowplowing. Some municipalities also contract with the County for tax collection services. Finally, Sheboygan County partners with surrounding counties in order to provide waste medication collection and hazardous waste collection.

### **Cooperative Boundary Plan**

Not a single municipality in Sheboygan County has entered into a cooperative boundary agreement under *state statute 66.0307*. The County Planning Department with the assistance of the UW-Extension hosted a Boundary Agreement Workshop in 2009 that educated municipalities and interested citizens on boundary agreements.

### **Annexation**

Annexation is the process for transferring lands from unincorporated areas (towns) to contiguous incorporated areas (cities and villages). In Wisconsin, municipal annexations are typically initiated by landowners, and not by villages or cities. Annexations do occur in Sheboygan County, but the number of annexations has decreased in the last few years. Annexation by some cities and villages will probably occur in the 20-year planning period.

### **Extraterritorial Platting Jurisdiction (ETP)**

State Statutes allow an incorporated village or city to extend land division review over surrounding unincorporated areas. The extraterritorial area can extend for 1.5 miles for villages and cities under 10,000 people, and up to 3 miles for cities over 10,000. In spring of 2009, there were two cities and six villages in Sheboygan County that exercised extraterritorial platting jurisdiction. Other municipalities are thinking about exercising this regulation.

### **Extraterritorial Zoning Jurisdiction (ETZ)**

Cities have been given by statute either a 3-mile (if pop. 10,000 or more) or a 1.5-mile extent of zoning control outside their corporate boundaries if the proper cooperative steps with the adjoining town are followed. Villages have up to 1.5 miles, regardless of population. In 2008, extraterritorial zoning authority was not being practiced by any municipality within Sheboygan County, but in order to have extraterritorial zoning jurisdiction both municipalities need to agree and form a committee with three members from each municipality.

## **INVENTORY OF EXISTING OR POTENTIAL CONFLICTS AND POSSIBLE RESOLUTION PROCESS**

### **EXISTING OR POTENTIAL CONFLICTS**

There are some conflicts that may occur between the County and individual municipalities, as well as between local municipalities. It is vital to try to identify the areas of potential intergovernmental concern as well as possible ways to address these areas of concern. Some local municipalities that worked together in the development of their comprehensive plans have already developed a conflict resolution process. The County may need to do the same, or the County may need to act as a facilitator during these conflicts.

#### **Existing or Potential Conflicts**

- A. Road maintenance and snowplowing on shared roads
- B. Maximum weight limits on rural roads
- C. Inconsistencies between County, City, Village, and Town regulations and controls
- D. Annexation of land by the Cities and Villages from the Towns
- E. Extraterritorial jurisdictions by Cities and Villages
- F. Emergency services, including fire and ambulance services
- G. Some minor discrepancies between municipalities' 20-Year Land Use Maps
- H. Utilities (i.e. changing sewer service area, building or expanding of utility facilities, the siting of utilities such as cellular towers and wind turbines, expanding or replacing pipelines or transmission lines, stormwater management, etc.)
- I. Erosion control issues
- J. Disturbance or changes to site lines, scenic views, and aesthetics
- K. Conflict with the State and its agencies in numerous areas, including the WisDOT (due to proposed road closures and design issues), WisDNR (regulations), WisCOMM (regulations), etc.
- L. Unfunded mandates from the State and Federal Governments

#### **Proposed Conflict Resolution Process**

Continue to hold the Heads of Government Meetings on a quarterly basis to discuss boundary issues, shared service opportunities, and any other item of mutual concern between Sheboygan County Municipalities. It is important that the lines of communication always are open, and not just between the communities, but between the law enforcement agencies, fire departments, highway department, WDNR, WisDOT, and other governmental agencies. Having good communication will help limit the amount of conflict between parties.

For conflicts between a couple/few municipalities, a meeting can be held with representatives from the municipalities involved. Such a meeting would be facilitated by the UW-Extension or a similar third-party organization. This meeting may also provide the opportunity for a discussion of areas of joint cooperation along with working towards a resolution of the conflict. Each municipality's board/common council involved will select three members to be at these meetings to ensure equal representation. The UW-Extension will serve as a mediator, not having a vote in the matter. The UW-Extension can invite other interested parties who are involved with the dispute or conflict to come and speak, but these parties will also not have a vote. This joint committee will then vote on a solution. This will not be a final vote on the solution, but will provide a recommendation to take back to the appropriate governmental bodies for final review

and consideration. For example, this process may be needed for conflicts that deal with future development near another municipality. A city or village may want an area to be commercial in the future, while the town may think it should be residential. The municipalities involved can then ask that the UW-Extension to mediate a discussion between the parties.

To ensure continued consistency and compatibility between plans, ordinances, regulations, and policies, an official County Comprehensive Plan Amendment Procedure shall be established within one year of adoption of the comprehensive plans.

The County and its municipalities need to continue to have working relationships with appropriate government entities. The County shall remain informed of any WDNR regulation changes affecting County ordinances, WisDOT projects, and other state issues affecting the County. The County shall work to stay informed and provide input on projects/laws/rules/regulations that effect itself and its municipalities.

### **INTERGOVERNMENTAL STRATEGY AND RECOMMENDATIONS**

Sheboygan County will seek direction for this element from various forms of public input such as the survey that was sent to County residents and the input from the Smart Growth Implementation Committee.

#### Vision

*“Sheboygan County envisions the Smart Growth Plan to be a living document responsive to the changing needs of its citizens and fostering intergovernmental cooperation through reference to a compilation of local land use plans.*

*From Lake Michigan to the Kettles, from the cities to the farms, our County has a rich heritage. We enjoy an attractive combination of rural, urban, and semi-urban areas. Our unique location provides many opportunities for employment, housing, education, recreation, transportation, or agri-business.*

*The Smart Growth Plan will promote balanced development with the preservation and protection of our natural, scenic, agricultural, economic, and cultural resources. Through the Smart Growth Plan, we will retain our character and unique identity, while enhancing the quality of life for all citizens in the County.”*

### **Intergovernmental Cooperation Goals, Objectives, Policies, and Programs**

#### **Goal 1: Foster communication, coordination, and cooperation between and among surrounding units of governments, including the State and Federal Governments.**

Objective: Promote an understanding among all levels of government regarding the roles and responsibilities of each.

*Policy/Program:* Continue to hold the Local Heads of Government Meetings at least quarterly.

*Policy/Program:* Continue coordinating emergency response services with all EMS, police, and fire departments in Sheboygan County (e.g. continuing the mutual aid agreements (Mutual Aid Box System), the Local Emergency Planning Committee, Criminal Justice Advisory Committee, etc.)

*Policy/Program:* Develop other committees that allow public works personnel, such as roadway personnel and wastewater treatment facility personnel to communicate and coordinate their issues.

**Objective:** Design initiatives to communicate outcomes and common issues internally, as well as with its municipalities, School Districts, Bay Lake Regional Planning Commission (BLRPC), State agencies, and other entities in an efficient and cost effective manner.

*Policy/Program:* Develop a share-point website that municipalities and other intergovernmental agencies can share information, including posting agendas, minutes, public hearings, links, WisDOT information, etc.

*Policy/Program:* Work to develop a universal protocol for the dissemination of information between all intergovernmental parties concerned in the matter.

*Policy/Program:* Continue to hold the Local Heads of Government Meetings, Chamber Roundtable Meetings, BLRPC meetings, etc.

*Policy/Program:* Hold cooperative meetings, on a regular basis, with the City/County purchasing agent to work with local municipalities on reducing costs on any purchases the municipality may need to make.

*Policy/Program:* Encourage the UW-Extension, the County Chamber, and other appropriate organizations to hold forums where mutual issues and opportunities can be discussed.

**Objective:** Encourage communication and cooperation between counties and other levels of government in the delivery of services and facilities.

*Policy/Program:* Continue the cooperation between the WDNR and the County, e.g. when managing the Sheboygan Marsh, wetland zoning issues, etc.

*Policy/Program:* Identify existing duplication of services within municipal governments in Sheboygan County to better coordinate services, potentially reduce costs, and improve efficiencies.

*Policy/Program:* Encourage forums to allow communication and discussion of possible shared service opportunities at various government meetings, such as Local Heads of Government Meetings, EMS Council Meetings, County/City Shared Service Committee, etc.

*Policy/Program:* Encourage joint grant applications that will offset the cost of the services.

*Policy/Program:* Develop County resources to assist in mediation of potential conflicts between local governments, if requested.

**Objective:** Work to ensure adequate funding for programs, including those mandated by the County, State and Federal Governments.

*Policy/Program:* Continue to pass resolutions in support of or opposition to state and federal policies/programs.

*Policy/Program:* Continue to work closely with state and federal legislators and agencies in order to provide input on programs required and the costs associated with these programs.

**Goal 2: Encourage economically responsible, shared services and facilities between units and levels of government.**

Objective: Consolidate services to the greatest extent possible in an effort to maintain or improve the quality of services, to streamline services, and to reduce overall governmental costs.

*Policy/Program:* Explore privatization as a potential method of providing governmental services, if the same or enhanced level of services, can be provided at a lower cost.

Objective: Explore how cost-sharing between municipalities and counties can provide a greater number of more efficient and effective services.

*Policy/Program:* Sponsor an annual workshop on opportunities for and examples of shared services.

*Policy/Program:* Review, as part of the County's annual budgeting process, the opportunities to provide efficient and economical public facilities and services through cooperation with other units of government.

*Policy/Program:* Identify existing conflicts in Sheboygan County between units of government and identify potential ways to resolve these conflicts.

**Goal 3: Resolve land use planning issues, ordinance administration, and other boundary issue conflicts between communities in Sheboygan County.**

Objective: Promote consistent planning, land use, zoning, and design standards across municipal boundaries.

*Policy/Program:* Continue to provide GIS data and mapping to local governments to aid in cooperative planning.

*Policy/Program:* Continue to educate and inform local governments about cooperative boundary strategies (e.g. boundary agreements).

*Policy/Program:* Continue to work with appropriate agencies in providing information on land-use related ordinances and programs to local governments.

Objective: Promote and encourage compatible land use planning at municipal borders to help avoid land use conflicts between communities.

*Policy/Program:* The County Planning Department and the UW-Extension will provide education and mediation services for boundary issues and agreements.

**Goal 4: Strive to communicate and work with surrounding political entities, seeking ways to conduct joint planning and consider service agreements.**

Objective: Encourage intergovernmental service agreements when costs would be minimized and efficiencies maximized.

*Policy/Program:* Continue to hold meetings with appropriate personnel/agencies to communicate possible areas for joint planning and service agreements.

*Policy/Program:* Continue intergovernmental agreements and shared service between the County, Towns, and Villages to provide police protection through the Sheriff's Department.

*Policy/Program:* The County Highway Department shall continue to offer shared maintenance and construction services to local municipalities.

*Policy/Program:* Continue the ambulance shared service agreements in the County.

*Policy/Program:* Explore solid waste disposal shared services/contracts.