
INTERGOVERNMENTAL COOPERATION

7.1 INTRODUCTION

Over the past several years, political leaders at the state level have been expressing the need for local units of government to explore and enhance intergovernmental cooperation and shared services. These intergovernmental cooperation and shared service relationships foster open communication between governmental units that is advantageous in reducing cost of services and in identifying future issues that can be averted. The Town of Grantsburg supports the development of intergovernmental cooperation and shared services with the Village of Grantsburg and surrounding townships.

This chapter will examine the relationship of the Town of Grantsburg to adjacent jurisdictions, school districts, and federal, state, and regional agencies.

7.2 GOVERNMENTAL UNITS AND RELATIONSHIPS TO THE TOWN OF GRANTSBURG

The Town of Grantsburg shares a common border with the Village of Grantsburg, the Towns of West Marshland, Wood River, and Anderson, and the State of Minnesota. Other indirect relationships exist between the Grantsburg School District, National Park Service, and the State of Wisconsin. An overview of the relationships between the Town of Grantsburg and other units of government and organizations is highlighted below.

Adjacent Jurisdictions

- Towns of West Marshland, Wood River, and Anderson, and the Village of Grantsburg

The Town of Grantsburg maintains a cooperative relationship with the adjoining towns of Anderson, West Marshland, and Wood River. No conflict exists between the communities concerning land use or development. The town had previously met with surrounding towns to discuss the potential for shared services on road maintenance (mowing). Due to concerns from surrounding towns, no agreement was reached for services. In the future, the Town of Grantsburg encourages surrounding towns and the village to discuss the cost benefits of sharing services on matters concerning road maintenance.

The Town of Grantsburg maintains a cooperative relationship with the Village of Grantsburg. The village maintains an extraterritorial plat review for an area one-half mile outside the village's corporate limit. The town has also provided financial contributions to the village for improvements to the village's outdoor pool. This contribution was to assist in needed repairs and demonstrates that community resources such as a swimming pool benefit not just one community.

In 1999, the Village of Grantsburg developed a comprehensive plan. A review of the town and village future land use maps identifies a difference between projected future land use activities. This plan included an examination of future land use activities beyond the corporate limits into

areas of the town. Differences between plans include the town identifying areas as residential and village showing the same area as industrial. The combination of these two land use activities is generally not compatible. These differences in future land use are important to note and should be addressed by the town and village. Through future discussions, one or both parties may find it necessary to amend their comprehensive plan to make areas adjoining to the town and village compatible from a land use and development level.

Schools

- Grantsburg School District

Students from the Town of Grantsburg attend the Grantsburg School District. In an effort to provide the student population and community with buildings and recreational facilities that better provide an educational experience and community services, the district recently completed several new building projects and recreational upgrades. Of the four district buildings, the Nelson Elementary School was constructed in 1962, the Grantsburg Elementary School was constructed in 1968 and had renovations completed in 1997, the Grantsburg Middle School was constructed in 1995, and the Grantsburg High School was constructed in 1984 and had a new wing and addition was added to in 2000.

The town and school district do not have any existing conflicts. Although there are no current plans for facility upgrades or expansion, in the future as the need for improvement is warranted, it is encouraged that the school district engage the public and local governments in discussions that seek multi-purpose use of the school facilities in an effort to maximize its community use.

County and Regional Agencies

- Burnett County
- Northwest Regional Planning Commission

Burnett County and the Town of Grantsburg have a cooperative relationship. The relationship with the county will be enhanced as dialog between the county and town is increased with the recent adoption of county zoning. It is critical that the county and town communicate on all issues, especially on all land use actions as the preparation and adoption of the comprehensive plan will assist the town and county in making future land use and zoning related matters.

The Northwest Regional Planning Commission (NWRPC), a regional planning and economic development organization created by the ten counties of northwest Wisconsin, including Burnett County, has worked with the Town of Grantsburg on past planning related projects. The regional planning commission has no authority over land use or policy decisions at the local level and is available to provide technical assistance to units of government. The town and NWRPC share mutual respect and have worked together on community and economic development activities. No conflicts exist between the town and NWRPC.

State Agencies

- Wisconsin Department of Natural Resources
- Wisconsin Department of Transportation
- State of Minnesota

The State of Wisconsin owns and manages a large amount of land in the township. The Wisconsin Departments of Transportation and Natural Resources are the two primary agency having management responsibilities over state-owned land.

The Wisconsin Department of Transportation (WisDOT) is responsible for maintenance and access along the state trunk highway system. Although the town has not had direct interaction with the department, the town desires to be engaged in future highway improvement projects, driveway access permits, and billboard development or improvement projects. The town has developed a driveway permit application process for use on town roads but would like to coordinate activities along state highways to ensure compatibility with land use activities along the state right-of-way. The town encourages the establishment of direct dialog with the department to ensure local issues are discussed. No conflicts exist between the town and WisDOT.

The Wisconsin Department of Natural Resources (WDNR) is responsible for management of state wildlife areas (Crex Meadows and Fish Lake) and the Governor Knowles State Forest. These resource areas provide significant natural resources to both plant and animal species. In addition, they provide recreational opportunities to residents and visitors to the Town of Grantsburg and Burnett County.

No conflicts exist between the town and WDNR. The town has identified issues relating to WDNR permits that are required to make necessary road improvements and the amount of time required to prepare the permit applications and await approval. A more streamlined application and approval process for roadwork needing WDNR review and approval is recommended.

The western edge to the town borders the State of Minnesota along a path bisecting the St. Croix River. As a result of the border being within the National Park Service's jurisdiction for the St. Croix National Scenic Riverway on both the Minnesota and Wisconsin side of the river, no conflicts exist between the State of Minnesota and the town.

Federal Agencies

The National Park Service owns and manages land adjacent to St. Croix River. The St. Croix River has been federally designated as part of the upper St. Croix National Scenic Riverway and is managed by the National Park Service. No conflicts exist between the town and National Park Service.

7.3 COOPERATIVE BOUNDARY PLANS OR AGREEMENTS

No cooperative boundary plan or agreement (66.0307) exists between the Village of Grantsburg and the Town of Grantsburg. The establishment of an extraterritorial plat review ordinance by the Village of Grantsburg extending one-half mile outwards from the municipal limits is intended to assist the village in reviewing plats to ensure land divisions meet acceptable guidelines in the event the village were to annex properties in the future.

The only formal agreement the Town of Grantsburg maintains is with the Town of Wood River for sharing maintenance work on each other's roadways due to some road segments being closer to Wood River to maintain than the Town of Grantsburg. As a result, the Towns of Grantsburg and Wood River share responsibilities on segments that are more convenient and cost effective to maintain.

In the future, as the Village of Grantsburg looks at the potential for annexation, the Town of Grantsburg requests the development of a municipal revenue sharing plan. As a result of changes in the state's tax incremental district (TID) legislation, the town also will seek a revenue sharing agreement with the village in areas annexed for TID purposes.

7.4 INTERGOVERNMENTAL COORDINATION AND COOPERATION

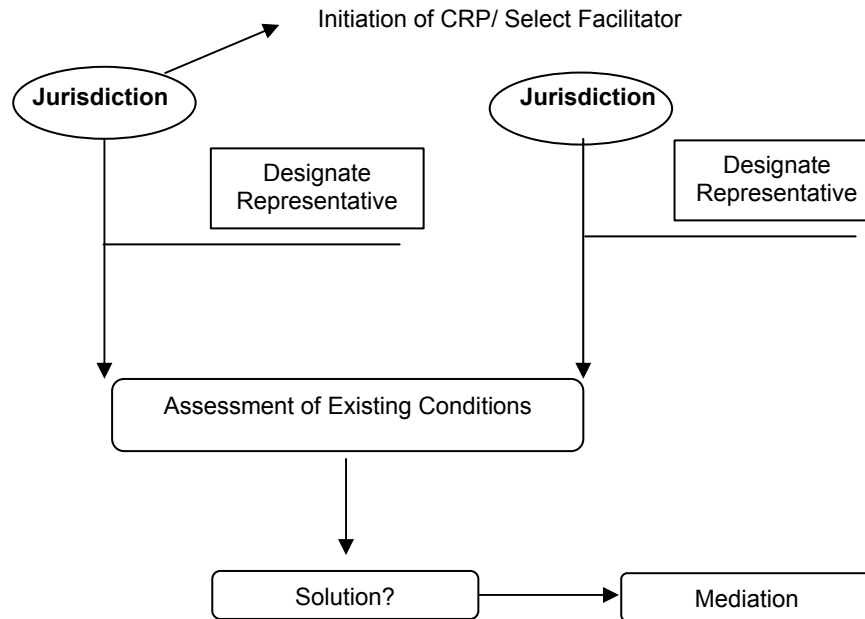
As part of the planning process in preparing the comprehensive plan for the Town of Grantsburg, existing or potential land use or other development conflicts were reviewed. To provide the framework for resolving planning related conflicts that may arise between the town and adjoining or overlapping jurisdictions, a conflict resolution process (Intergovernmental Cooperation Planning Agreement) was developed 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 (CRP) 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 CRP may be initiated by a local jurisdiction 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. An assessment of existing conditions shall be conducted by the *outside facilitator* named under Section I. 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 in the Grantsburg area. 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 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 chapter of the comprehensive planning process. This agreement should coordinate with other 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.

7.5 INTERGOVERNMENTAL COOPERATION GOALS, OBJECTIVES, ACTIONS, POLICIES, AND PROGRAMS

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 mutually beneficial cooperative relationships with adjoining and overlapping jurisdictions.

Objective 1: Develop enhanced partnerships with adjoining and overlapping jurisdictions.

- a. Meet annually with representatives from the Village of Grantsburg, adjoining towns, Burnett County, Wisconsin Department of Transportation, Wisconsin Department of Natural Resources, and National Park Service to discuss local and regional issues impacting each other.

b. Explore opportunities to share services where practical.

Objective 2: Develop an agreement for shared tax revenues.

- a. Meet with the Village of Grantsburg to initiate the development of an agreement to share tax revenues resulting from residential, commercial, and manufacturing development on lands annexed from the town.
- b. Create and formalize the tax sharing agreement.