

# **10.0 INTERGOVERNMENTAL COORDINATION**

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# 10.0 INTERGOVERNMENTAL COORDINATION

## Introduction

Intergovernmental Coordination involves working with neighboring communities, school districts and agencies to understand how their future planning activities will impact the Town of Winchester. At a minimum, this involves sharing information about the Town of Winchester's Comprehensive Land Use Plan with neighboring communities and agencies and vice versa. To be effective, Intergovernmental Coordination should not end with the sharing of plans. Instead, the sharing of plans should be the beginning for joint planning, conflict resolution, and other strategies to promote regional coordination.

### Intergovernmental Coordination Vision

**In 2025, Winchester works cooperatively with neighboring communities, agencies and Winnebago County to provide residents with cost-effective, non-duplicative services. Town leaders and residents should stay informed on all Town operations and community concerns.**

## Governmental Units and Relationships

Governmental units adjacent to or with jurisdiction in the Town of Winchester include:

- Town of Clayton
- Town of Wolf River
- Town of Winneconne
- Winnebago County
- Waupaca County
- Town of Caledonia (Waupaca County)
- Outagamie County
- Town of Dale (Outagamie County)
- New London School District
- Winneconne School District
- WI Dept. of Transportation
- WI Dept. of Natural Resources
- East Central Wisconsin RPC
- Larsen-Winchester Sanitary District

## ADJACENT GOVERNMENTAL UNITS

- **Towns of Clayton, Wolf River, Winneconne, Caledonia, Dale**

The Town's relationship with all neighboring towns can be characterized as one of mutual respect and compatibility from a land use and political standpoint. Towns cannot annex land from one another. Therefore, the borders between the Town of Winchester and adjacent towns are fixed. Accordingly, boundary disputes are non-existent. The towns share a common rural character. Every neighboring town has its own public service programs (i.e. road maintenance and construction, etc.). However, as mutually beneficial opportunities for shared service contracts arise, the Town of Winchester is open to considering options.

The primary intergovernmental issues to be explored between area Towns, include:

- 1) **Financing of the Clayton-Winchester Fire Department.** The Town of Clayton Comprehensive Plan suggests a significant amount of additional development will occur. The Town of Winchester Plan suggests a much more limited amount of development. At this time, the costs for the Joint Fire Department are evenly split for new equipment

purchases between the two communities. As the Town of Clayton's population continues to grow, associated increases in fire calls will occur. An opportunity exists to re-evaluate the finance structure to more equitably distribute costs between the two communities. In the long-term, it is also possible the joint fire department may actually establish fire protection districts.

- 2) **Regional Trail Development.** As has been discussed in the Transportation Element, the Town of Winchester is located approximately 1 mile west of the WIOUWASH Trail. An easement is available for trail development along the new USH 10 corridor through the Town. There is a need for coordination between the Towns of Winchester, Wolf River, and Clayton with respect to future trail right-of-way and connections.

An opportunity exists to coordinate with the WDNR, WDOT, and the county with respect to funding for any trail. The Town of Clayton has been successful holding annual fundraising events to finance trail development through the community. The Town of Winchester may seek similar avenues to raise money to develop trails.

In addition to trail development, joint consideration of snowmobile routes is also an important intergovernmental issue.

- 3) **The Larsen-Winchester Sanitary District.** Currently, the Town of Winchester has approval authority with respect to annexations of land into the Sanitary District for taxing purposes. This authority is based on the number of connections in Winchester as compared to connections in the Town of Clayton.

Currently, the Sanitary District and Town of Clayton can only provide recommendations to the Winchester Town Board with respect to land being annexed to the Sanitary District. Once a property is included within the Sanitary District, the Sanitary District Board determines if and when connection will be made.

Given the importance of the sanitary district with respect to development opportunities, coordination between the Town of Winchester, Town of Clayton and the Sanitary District Board is very important to the future of both communities.

- 4) **Opportunities for Shared Services.** With decreasing shared revenue, there is a need to find innovative ways to work with neighboring communities to provide more efficient and cost effective services. Opportunities exist to consider joint road maintenance contracts, equipment sharing, and shared staff (e.g. attorney, administrator, planner, engineer, etc.).

## SCHOOL DISTRICTS

- **Winneconne School District**
- **New London School District**

As discussed in the Utilities and Community Facilities Element, the Town of Winchester is served by two school districts. The Town's relationship with the local school districts can be

characterized as cooperative. Regular and open communication is critical to ensure that this cooperative relationship will continue and be strengthened as growth occurs.

## COUNTY AND REGIONAL GOVERNMENT UNITS

- **Winnebago County, Waupaca County, Outagamie County**
- **East Central Wisconsin Regional Planning Commission (ECWRPC)**

The Town of Winchester is located in **Winnebago County**. The County has some jurisdiction within the Town. In particular, Winnebago County has jurisdiction over land divisions, on-site sanitary systems, and zoning (including shoreland-wetland and floodplain areas). Winnebago County also maintains county and federal roads in the Town.

In those areas where Winnebago 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 Winnebago County by providing recommendations. The county's jurisdiction has at times created conflict with the Town. Future coordination will be especially important as it relates to:

- Zoning as a tool to implement this plan
- Stormwater management
- Subdivision approval
- Implementation of the Winnebago County Comprehensive Plan
- Traffic changes on local and county roads based on the new highways
- Coordination of trail development / extension

The Town expects that the County will fully incorporate all elements of the Town of Winchester Comprehensive Land Use Plan into the Winnebago County Comprehensive Plan. Likewise, the Town expects the county to understand that the *Future Land Use Maps* provide a general pattern for development that will be periodically amended (See Implementation Element).

Winnebago County and the Town of Winchester are part of the **East Central Wisconsin Regional Planning Commission (ECWRPC)**. The Town of Winchester encourages direct and regular interaction with the ECWRPC. The Town acquired mapping data, demographic statistics, and policy information for this comprehensive planning effort from Winnebago County and the ECWRPC.



The Town of Winchester shares part of its northern boundary with **Waupaca and Outagamie Counties**. Historically, the Town has very little direct interaction with either county. Through this planning process, the Town did share information about its Comprehensive Plan, including future visions and desires with each county. As Waupaca and Outagamie Counties develop their Comprehensive Plans, they must coordinate with the Town of Winchester to continue discussions related to the importance of intergovernmental relations, particularly in the context of natural resources and coordinated land uses.

## LARSEN-WINCHESTER SANITARY DISTRICT

The Larsen-Winchester Sanitary District is charged with the management of the sanitary sewer service that is available within the district. Plans for the district are prepared by the East Central Wisconsin Regional Plan Commission. The most recent plan was adopted in 2002. Given the amount of existing demand and growth forecasted in the Town, plus, the fact that much of that growth is directed toward the Sanitary District, coordination between the District and Town is imperative.

For the last several years, the Larsen-Winchester Sanitary District has restricted connections to the sewer system. Given the existing demand and forecasted growth, additional capacity is needed to accommodate growth. The district has indicated that the necessary planning, construction, and implementation of upgrades will take between five and nine years.

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](http://www.dnr.state.wi.us).

## STATE AGENCIES

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

WDNR and WisDOT are the primary state agencies the Town of Winchester 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, wetlands and other natural wildlife habitat areas, including over 2,100 acres of the Rat River Wildlife Area that is located in the Town of Winchester.

**WisDOT** is also a key player in the planning and development of highways and pedestrian/cycling facilities. In addition, WisDOT is responsible for the maintenance of the new highway corridors.



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

## Intergovernmental Comprehensive Planning Process

To facilitate a planning environment open to intergovernmental coordination, the Town of Winchester sent all adjacent municipalities, state agencies, school districts, Winnebago County, Waupaca County, Outagamie County and the ECWRPC a letter in April of 2003. This letter was intended to notify these agencies and communities of the Town of Winchester planning process. Likewise, this letter extended an open invitation for participation in the development of this plan and a review of draft chapters on the project web site.

On an element-by-element basis, the Town (through its consultant) contacted Winnebago County officials, local school districts, and state agencies again to complete inventories of available services, facilities and programs. For example, during development of the Agricultural, Natural and Cultural Resources Element, the WDNR was contacted to understand natural resource concerns and protection objectives. Similarly, the school districts were important resources during development of the Utilities and Community Facilities Element.

Throughout the plan development process, the Town coordinated with Winnebago County and the ECWRPC to obtain mapping and detailed information related to zoning, agricultural preservation, quarry operations and general demographic data.

On June 8, 2004 as the draft comprehensive plan was nearing completion, the Town of Winchester hosted an intergovernmental meeting. The purpose of this first meeting was to discuss the plans of other local agencies and governments and attempt to coordinate the Town of Winchester Comprehensive Plan with the goals and objectives of other local plans. The participants were also given the opportunity to view and comment on the *Draft Future Land Use Map*. This collective “meeting of the minds” provided a unique opportunity to discuss area growth, development, transportation, education, and other concerns. A draft copy of this chapter was presented and discussed in detail.

As is required by state statutes, at least 30 days prior to the public hearing, all intergovernmental agencies/communities were provided a copy of the proposed Plan and asked to provide comments. Comments received were addressed at the Public Hearing and considered prior to adoption of the final Plan.

## Intergovernmental Coordination Programs

Many intergovernmental programs are already in place that impact the Town of Winchester. For example, the Winnebago County Sheriff's Department provides police protection to the Town. Mutual aid agreements for fire protection exist between the Town and its neighboring communities.

It is important that the Town work with Winnebago County to assure that the County understands the Town's plan and works together, as a partner, with the Town.

## Existing and Proposed Plans

### ADJACENT GOVERNMENTAL UNITS

The Town of Clayton and the Town of Winneconne are the only neighboring communities to have completed a comprehensive plan. To ensure compatibility with planning goals and objectives of the neighboring communities, the Town will continue to participate in their planning efforts.

### SCHOOL DISTRICTS

Local school district boundaries extend well beyond the Town of Winchester. As such, development in neighboring communities may have an impact on the Districts' need to expand. Winchester wishes to remain involved in decisions for future schools to ensure that the goals and objectives of this plan can be met. This will become more important as the area grows, bringing additional residents (and students) to the area.

### COUNTY AND REGIONAL GOVERNMENTS

**Winnebago County** has proposed adoption of a comprehensive plan in accordance with 1999 Wisconsin Act 9. The plan identifies the Winchester Sanitary District as an urbanizing area and the surrounding areas as rural, agricultural areas.

**Waupaca County** is in the process of developing its comprehensive planning process. As an adjacent unit of government, the Town of Winchester will participate in this effort to provide information about the town plan, including local goals, objectives, and visions for the future.

**Outagamie County** has initiated its comprehensive plan. It will likely complete its plan in 2006.

The **ECWRPC** has not yet adopted a comprehensive plan. ECWRPC has completed the first of three milestone reports. Planning information is available on-line at [www.eastcentralrpc.org](http://www.eastcentralrpc.org). It will be important for the town to participate in regional planning efforts as the ECWRPC continues its planning process.

## **STATE AGENCIES**

The Town of Winchester's relationship with the State of Wisconsin primarily occurs through coordination with the WDNR with respect to wetland preservation, the state-owned properties in the Town and stormwater regulations. Coordination with the state also occurs with respect to state aids for local roads and the administering of various state mandates. Furthermore, coordination with WisDOT will continue to be important with respect to the state highways.

## **Intergovernmental Goals, Objectives and Policy Statements**

The goals, objectives and policies provided for this Element are listed in Chapter 11. Generally, they seek to enhance the lines of communication between area governments. This approach will help to create an environment where coordination is possible and conflicts are minimized.

1. To improve communication with the Larsen-Winchester Sanitary District, the Plan Commissions, Town Boards of Winchester and Clayton, and Sanitary District Board should meet quarterly to discuss growth and development changes, as well as updated plans.
2. Continue to coordinate with the Town of Clayton to arrive at a fair division of costs associated with the Clayton-Winchester Fire Department.

## **POLICY STATEMENT**

The Town of Winchester will coordinate with all neighboring municipalities, the County, state agencies and school districts for collective benefit.