

11.0 INTERGOVERNMENTAL COOPERATION

Table of Contents

Introduction.....	152
Intergovernmental Cooperation Vision.....	152
Governmental Units and Relationships to the Town of Nekimi	152
Adjacent Governmental Units.....	153
School Districts	153
County & Regional Government Units.....	153
State Agencies.....	155
Intergovernmental Comprehensive Planning Process.....	155
Intergovernmental Cooperation Programs	156
Existing and Proposed Plans	156
Adjacent Governmental Units.....	156
School Districts	157
County and Regional Government	157
State Agencies.....	157
Intergovernmental Goals, Objectives and Policies	157

Introduction

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



Intergovernmental Cooperation Vision

IN 2025, THE TOWN OF NEKIMI WORKS COOPERATIVELY WITH THE CITY OF OSHKOSH AND NEIGHBORING TOWNS TO PROVIDE RESIDENTS WITH A WIDE VARIETY OF COST-EFFICIENT, NON-DUPLICATIVE SERVICES FOR THE BETTERMENT OF ALL COMMUNITIES. ANNEXATION IS PLANNED, BASED ON SERVICE DEMANDS, AND COORDINATED IN A FASHION TO ENSURE THAT BOTH COMMUNITIES HAVE PRESERVED THEIR COMMUNITY IDENTITIES, WHILE PROVIDING A UNIQUE BLEND OF DESIRED COMMERCIAL, INDUSTRIAL AND RESIDENTIAL DEVELOPMENT.

SCHOOL DISTRICT DEVELOPMENT IS COORDINATED WITH THE TOWN TO ENSURE THAT THE LOCATION, SIZE, AND NATURE OF SCHOOL FACILITIES WILL NOT RESULT IN ADDITIONAL PRESSURE FOR ANNEXATION, RESIDENTIAL DEVELOPMENT, OR THE PROVISION OF COSTLY SERVICES.

TOWN LEADERS KEEP RESIDENTS INFORMED ON ALL MATTERS PERTINENT TO TOWN OPERATIONS AND LAND DEVELOPMENT ISSUES AND PURSUE OPPORTUNITIES TO PROVIDE COORDINATED, COST-EFFECTIVE SERVICES WITH NEIGHBORING GOVERNMENTS.

Governmental Units and Relationships to the Town of Nekimi

The Town of Nekimi must coordinate with:

- | | |
|------------------------------|-------------------------------------|
| ? City of Oshkosh | ? Fond du Lac County |
| ? Winnebago County | ? Omro School District |
| ? Town of Algoma | ? Oshkosh School District |
| ? Town of Black Wolf | ? Rosendale-Brandon School District |
| ? Town of Utica | ? WI Dept. of Transportation |
| ? Town of Eldorado | ? WI Dept. of Natural Resources |
| ? Town of Rosendale | ? UW-Extension |
| ? East Central Wisconsin RPC | |

Adjacent Governmental Units

- ? Towns of Algoma, Utica and Black Wolf (*Winnebago County*)
- ? Towns of Rosendale and Eldorado (*Fond du Lac County*)
- ? City of Oshkosh

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 Nekimi and adjacent towns are fixed, so 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 Nekimi is open to considering options.

The **City of Oshkosh**, having the ability to accept annexation proposals, sometimes creates a strain on intergovernmental relations. This was particularly true during more aggressive annexation campaigns by the city of the past, particularly related to the USH 41 corridor and industrial parks. To ensure that residents are fully informed about the impacts of annexation, this plan calls for the town to educate residents about annexation and the reasons why annexations occur.

Regardless of annexation disputes, the state requires the town and city undertake intergovernmental cooperation and coordination.

The town's proximity to the City of Oshkosh provides several advantages. Many high quality services, such as health care, recreation facilities, senior housing, and library services are available to town residents due to their proximity to the City of Oshkosh.

School Districts

- ? Omro School District
- ? Oshkosh School District
- ? Rosendale-Brandon School District

As discussed in the *Utilities and Community Facilities Element Chapter*, the Town of Nekimi is served by three school districts. The town's relationship with the local school districts can be characterized as cooperative. While from time to time the districts may propose new facilities and improvement the town does not support, the town does appreciate the quality service provided by the school districts. 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
- ? Fond du Lac County
- ? East Central Wisconsin Regional Planning Commission (ECWRPC)

The Town of Nekimi 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 many county 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 cooperation will be especially important as it relates to:

- ? Zoning as a tool to implement this plan
- ? Stormwater management
- ? Coordination with the Winnebago County Comprehensive Plan

With respect to **zoning**, this plan highlights several strategies the Town of Nekimi is interested in pursuing to improve the effectiveness of zoning regulations in the town. Specifically, in the *Future Land Use Chapter*, a discussion is provided with respect to the potential for developing a rural overlay zone.

The town expects that the county will fully consider recommendations provided in this plan by the town. Likewise, the town expects the county to understand that the *Future Land Use Maps* provide a **general** pattern for development. For example if a single-family home is requested in the Rural Development Area, an amendment to the plan or maps is not necessary to accommodate such a request. That action is considered consistent with the *Future Land Use Maps*.

With respect to subdivision development, the Town of Nekimi is interested in encouraging **conservation subdivisions**. To that end, the Town adopted a subdivision ordinance in 2000 to provide this opportunity to landowners. The town believes this tool will provide additional opportunities for preservation of woodlands, farmland, and wildlife habitat areas and farmland that are important to the town's rural character.

Winnebago County and the Town of Nekimi are part of the **East Central Wisconsin Regional Planning Commission (ECWRPC)**. The Town of Nekimi has little 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 Nekimi shares its southern boundary with **Fond du Lac County**. Historically, the town has very little direct interaction with Fond du Lac County. Through this planning process, the town shared information about its planning process, including future visions and desires with Fond du Lac County. When Fond du Lac County develops its Smart Growth Comprehensive Plan, it is expected to coordinate with the Town of Nekimi to continue discussions related to the importance of intergovernmental relations, particularly in the context of natural resources and coordinated land uses.

State Agencies

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

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.

WDNR and WisDOT are the primary state agencies with whom the Town of Nekimi 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, wetlands and other natural wildlife habitat areas.

Good relationship with Nekimi. Most recently demonstrated by close coordination to plan for the resurfacing and improvement of STH 14 in 2005 within its existing ROW. During the planning process, WisDOT indicated that it wanted even more opportunities to coordinate with the City to better anticipate the impacts of development on state highway corridors. Goals and objectives are provided at the end of this chapter to support that effort.

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 USH 41, STH 26, and STH 44 corridors. Recently, the town coordinated with WisDOT with respect to the improvements made at the USH 41 and STH 26 interchange. This kind of coordination must continue in the future as new highway projects are proposed and completed in Nekimi.



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

Open communication and participation in land use and transportation decisions that impact the town will remain important priorities for intergovernmental cooperation.

Intergovernmental Comprehensive Planning Process

To facilitate a planning environment open to intergovernmental coordination, the Town of Nekimi sent all adjacent municipalities, state agencies, school districts, Winnebago County, Fond du Lac County and the ECWRPC a letter during the on-set of the planning effort. This letter was intended to notify these agencies and communities of the Town of Nekimi planning process. Likewise, this letter extended an open invitation for participation in the development of this plan.

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 the development of the *Transportation Element*, WisDOT was contacted to obtain information available related to transportation facilities and programs in the Town of Nekimi. 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 districts were important resources during development of the *Utilities and Community Facilities Element*.

Throughout the plan development process, the town worked closely with Winnebago County and the ECWRPC to coordinate plan-mapping resources and obtain detailed information related to zoning, agricultural preservation, quarry operations and general demographic data.

On **July 21, 2003** as the draft comprehensive plan was nearing completion, the Town of Nekimi 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 Nekimi 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.

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 statutes. Comments received were addressed at the Public Hearing and in the Final Adopted Plan.

Intergovernmental Cooperation Programs

Many intergovernmental programs already in effect impact the Town of Nekimi. As examples, the Winnebago County Sheriff’s Department provides police protection to the town; mutual aid agreements for fire protection exist between the town and its neighbors.

As growth and change continues in the area, land use will remain a controversial topic. The **City of Oshkosh** and the surrounding towns (through the United Towns Association) have spent many years discussing the potential for a **boundary agreement**, under State Statutes 66.023 and 66.30. If boundary agreements were completed, the City of Oshkosh and Town of Nekimi could work together to make rational decisions about where growth will occur, including the setting or changing of boundaries, and how public services (including sewer and water) could be provided. Other intergovernmental agreements, such as **shared tax revenue, wetland preservation and stormwater management** may also be pursued. The town is also interested in opportunities to enhance fire protection with better coordination with the City of Oshkosh.

It is important that the town work with **Winnebago County** to assure that the county understands the town’s plan and works as a partner with the town on zoning issues. To that end, the Town has remained an active partner in the development of the *Winnebago County Smart Growth Comprehensive Plan*.

Existing and Proposed Plans **Adjacent Governmental Units**

Currently, no adjacent town has an adopted comprehensive “Smart Growth” plan. However, the City of Oshkosh is working to develop its plan. To ensure compatibility with planning

goals and objectives in this plan, the town will continue to participate in the planning efforts of its neighboring communities.

School Districts

Local school district boundaries extend well beyond the Town of Nekimi. As such, development in neighboring communities may have an impact on the districts need to expand. Nekimi wishes to remain involved in location 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 not adopted a comprehensive plan in accordance with 1999 Wisconsin Act 9. However, the county has been working toward the development of such a plan for some time. Throughout the Town of Nekimi planning process, town representatives have participated in the county planning effort. Likewise, completed documents, including the *Winnebago County Transportation Element*, were used as resources during the development of this plan.

Fond du Lac County has not initiated its comprehensive planning process. The county is considering, depending on available funding, to begin work on its plan in 2004 or 2005. As an adjacent unit of government, the Town of Nekimi will participate in this effort to provide information about the town plan, including local goals, objectives, policies and visions for the future.

The ECWRPC has not yet adopted a comprehensive plan. ECWRPC has completed the first of three milestone reports. Planning information is available online at 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 Nekimi's relationship with the State of Wisconsin primarily occurs through coordination with the WDNR with respect to wetland preservation 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 any changes to USH 41, STH 44 and STH 26.

Intergovernmental Goals, Objectives and Policies

The goals, objectives and policies provided in this section generally 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.

GOALS

1. Maintain and seek additional opportunities to improve communication with neighboring communities, school districts, the ECWRPC and state agencies.
2. Resolve annexation and boundary disputes in a mutually beneficial manner.
3. Continue to seek new ways to coordinate and share community facilities and services with neighboring communities and Winnebago County whenever efficient.

OBJECTIVES

1. Host a summit every 2-years with the governmental units and agencies identified in this chapter to discuss concerns, plans, exchange ideas and report implementation achievements. As part of this effort, encourage neighboring communities to pass resolutions recognizing receipt of the Town of Nekimi plan in order to ensure neighboring communities are aware of town visions, goals, and objectives for the future.
2. Continue to actively participate in the “Smart Growth” planning activities of neighboring communities, Winnebago County, and the ECWRPC.
3. Coordinate with Winnebago County to develop a rural overlay zone as described in the *Future Land Use Chapter* of this plan.
4. Ensure that local school districts are notified about proposed residential developments and rezonings so the districts may plan accordingly for additional school children. Encourage the school districts to provide input into these decisions.
5. Ensure that WisDOT is notified of proposed development projects and rezonings near USH 41, STH 26 and STH 44 so WisDOT may plan accordingly for needed improvements.
6. Coordinate with WisDOT and WDNR to help ensure transportation facilities are safe and that natural features and farmland are protected.
7. As desirable, pursue the development of a boundary agreement with the City of Oshkosh to establish expansion areas for a minimum of 10 years. This effort may be coordinated with other communities adjacent to the City of Oshkosh.
8. Expand and continue to explore the potential for mutual services with neighboring towns (including road development and maintenance, garbage collection, etc.).

POLICY

The Town of Nekimi will seek to cooperate with all neighboring municipalities, the county, state agencies, and school districts for mutual benefit.