

## CHAPTER EIGHT: INTERGOVERNMENTAL COOPERATION

This chapter is focused on “intergovernmental cooperation”, defined as any formal or informal arrangement by which officials of two or more jurisdictions communicate visions and coordinate plans, policies, and programs to address and resolve land use, transportation, natural resource, utility, facility, services, or other issues of mutual interest. In a state with over 2,500 units of government and a movement towards greater efficiency, it is becoming increasingly important to coordinate decisions that affect neighboring communities and overlapping jurisdictions (e.g., school districts).

This chapter contains a compilation of background information, goals, objectives, policies and recommended programs for joint planning and decision making with other jurisdictions, and covers all of the information required under §66.1001, Wisconsin Statutes. It incorporates by reference all plans and agreements to which Greenfield is a party under §66.0301, §66.0307, and §66.0309, Wisconsin Statutes. It is intended to promote consistency between this *Plan* and plans for neighboring jurisdictions.

### INTERGOVERNMENTAL COOPERATION RECOMMENDATIONS SUMMARY

- Seek opportunities for cooperation with surrounding towns and the County on provision of municipal services, resource preservation, and regional recreation opportunities.
- Coordinate with Jefferson County and other Jefferson County Communities areas of mutual interest such economic development, transportation, and agricultural policy.
- Coordinate with State Agencies such as WisDOT and WisDNR on land use, natural resource, and transportation issues.

### A. Existing City Plans

The City of Lake Mills’ most recent comprehensive plan, the City of Lake Mills Master Plan, was adopted in June 1996. Although the plan was developed prior to the State of Wisconsin’s 1999 Smart Growth legislation, it addressed many of the nine themes currently required of all new comprehensive plans. Since that time, the City has created a number of studies and adopted a number of plans that address key issues and geographic areas of the City. Many of these plans have been mentioned or discussed in various preceding Chapters of this *Plan*. The City’s adopted plans and policy documents include the 1998-2005 Comprehensive Outdoor Parks, Forestry & Recreation Plan, a 2006 Park Impact Fee Study (with recommendations on future park improvements), the 2001 Report on the Sanitary Sewer Study Area, the 2005 Northside Neighborhood Plan, the 2005 Long-Range Transportation Plan (with associated Sidewalk Plan and Bicycle Plan), and a 2006 Redevelopment Opportunity Analysis study and associated Redevelopment Plan for the TIF Districts with recommendations for future development of blighted or underdeveloped commercial areas of the City.

### B. Existing Regional Framework

Map 1 depicts the boundaries of Lake Mills’ neighboring or overlapping jurisdictions. Relationships with these local, regional and state jurisdictions were analyzed during the City’s planning process to identify mutual planning issues or potential conflicts. The following is a summary of this analysis:

### State Agencies

The Wisconsin Department of Transportation's (WisDOT) is responsible for transportation planning throughout the State and is the primary agency for planning and managing Federal and State highways, including Interstate 94 and State Highway 89. WisDOT has recently prepared several transportation planning documents with a direct impact on the City of Lake Mills, including WisDOT Park and Ride Plan, the WisDOT I-94 Corridor Alternate Route Operations Guide, and the State Highway 89 Access Control Project. WisDOT also reviews and has input in County and City transportation plans to ensure compatibility between plans. Lake Mills lies within WisDOT's Southwest Region.

The Wisconsin Department of Natural Resources (WisDNR) not only has a significant regulatory role over the City's air and water quality, it also owns and/or manages significant properties within the City and its planning area. WisDNR regulates water levels and dam management of the City's dam. The agency also operates the State's Fish Hatchery and manages State owned property and assets such as the Glacier Drumlin Trail, Aztalan State Park, and the Lake Mills Wildlife Area (See Chapters 2 and 5). Lake Mills falls within the WisDNR's South Central Wisconsin District, which has offices in Madison, Fitchburg, Janesville, Poynette, Dodgeville, and Horicon.

### Regional Planning Commissions

The City of Lake Mills is not located within the jurisdiction of any regional planning commission or metropolitan planning organization.

### Jefferson County

Being in the path of the Madison-Milwaukee development, Jefferson County was concerned about preserving their historic agricultural land use base. The 1999 Jefferson County Agricultural Preservation and Land Use Plan recommends channeling most growth into Cities and Villages in the County with infrastructure and physical characteristics to sustain development while protecting and preserving the natural resources and rural character of the countryside. The Plan identifies most land, besides environmental corridors, outside the City's 20-year urban service areas as Agricultural Preservation Area. The County implements this Plan through County zoning, which is applicable to all unincorporated areas and through subdivision regulations. Jefferson County's Agricultural Zoning limits most farms to 2 to 3 new residences per farm.

The City of Lake Mills has adopted the County's A-1 Exclusive Agricultural Zoning district requirements for lands within its extraterritorial zoning jurisdiction. The City's policy for subdivisions within its 1.5 mile extraterritorial jurisdiction is to defer to the County's policy on the number and size of lots permitted, provided they meet other City requirements.

Jefferson County has also produced a "Management Plan for Rock Lake, Lake Mills" in 2006. This plan identifies current and potential threats to Rock Lake's water quality and makes recommendations on approaches to protecting the lake in the future.

At the time of writing, Jefferson County was in the process of updating its 1999 plan to meet state comprehensive planning requirements by the year 2010. Several initiatives are underway that will inform that effort, including an exploration of different approaches to preserving farmland and farming and the Glacial Heritage project, which is designed to connect communities and parks with environmental corridors and trails.

Also, the Jefferson County Economic Development Consortium is leading preparation of a County-wide economic positioning initiative. The purpose of the initiative, which began in summer 2007, is to set an economic framework for the future of Jefferson County. The project is focused on gaining a comprehensive understanding of the County's place-based assets and locational advantages, identifying emerging economic opportunities that are based on these assets and global trends, and identifying catalytic projects and an initial implementation plan. Scheduled to be completed by the end of 2008,

Jefferson County intends to incorporate the outcomes of this initiative for the economic development chapter of the County's new comprehensive plan.

The City of Lake Mills Comprehensive Plan is generally compatible with and – in many areas- supportive of Jefferson County plans and initiatives.

#### Town of Lake Mills

The City of Lake Mills shares its northern, western, and southern boundary with the Town of Lake Mills. The City's municipal water and sanitary sewer utilities serve portions of the Town surrounding Rock Lake and the two communities have a boundary agreement that guarantees that certain areas within Town will be served by these municipal utilities without needing to annex. The Town of Lake Mills adopted its 2025 Comprehensive Plan in December of 2006.

#### Town of Aztalan

The City of Lake Mills shares its western boundary with the Town of Aztalan to the west. The Town had a population 1,743 in 2005. The Town of Aztalan joined with the City of Lake Mills and four other Jefferson County Communities in applying for a State grant to develop its Comprehensive Plan. The Town began its Comprehensive Planning Process in late 2007.

#### Town of Milford

A portion of the City of Lake Mills lies within the southwest corner of the Town of Milford. In 2005, the Town had an estimated population of 1,142 residents. The Jefferson County Land Use Plan shows the majority of the Town's land remaining in agricultural use, with development concentrated in two small rural hamlets, one located around the intersection of the Crawfish River and CTH A, and the other located along CTH A and the Rock River.

#### Town of Waterloo

The Town of Waterloo lies to the north of the City of Lake Mills and does not share a border with the City. However, a portion of the Town lies within the City's 1.5 mile extraterritorial jurisdiction. According to the Jefferson County Agricultural Preservation and Land Use Plan, Town lands within the City's 1.5 mile extraterritorial jurisdiction are planned to remain agricultural, with significant areas designated as environmental corridor.

#### School District

The Lake Mills Area School District provides K-12 education through Prospect Elementary School, Lake Mills Middle School, and Lake Mills High School. The School District includes the City of Lake Mills, and portions of the Towns of Lake Mills, Waterloo, Aztalan, and Oakland.

In addition there are two large private parochial schools in the City and within: Lake Mills Lutheran High School and St. Paul's Evangelical Lutheran School.

### C. Intergovernmental Cooperation Goals, Objectives, and Policies

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#### Goals:

***Work cooperatively with surrounding communities and other governmental jurisdictions to achieve mutually beneficial ends and resolve differences constructively.***

#### Objectives:

1. Work with neighboring towns to encourage an orderly, efficient, land use pattern that minimizes conflicts between urban and rural development

2. Work with neighboring towns, Jefferson County, and the State of Wisconsin on areas of mutual concern.

Policies:

1. The City will discourage annexation of territory by the City outside of its sanitary sewer service area and in areas designated to remain agricultural or open space by this Plan.
2. The City will discourage annexation of property that cannot be efficiently served with municipal services or for which there are no immediate plans for development.
3. The City will encourage efficient development within its existing boundaries by promoting infill development and phasing of new development.
4. The City will utilize its extraterritorial jurisdiction review authority to protect agricultural and environmentally sensitive land from non-agricultural development.
5. The City will work with the Town of Lake Mills to limit provision of new municipal sewer and water services to areas of the Town already served, and to discourage additional non-agricultural residential development in the Town in accordance with the intergovernmental agreement between the two communities.
6. The City will work with all surrounding communities and property owners to resolve issues arising from annexation of territory such as maintenance of annexed roads and extension of City sanitary sewer and water facilities to existing development when annexed.
7. The City will work with the Lake Mills Area School District on facilities planning, school access and transportation planning, the timing and phasing of new residential development, and joint recreational facilities.
8. The City will work with neighboring towns, Jefferson County, and the State of Wisconsin on such issues as transportation planning, economic development, preservation of agricultural lands and farming, provision of affordable housing, and environmental protection.

## D. Intergovernmental Cooperation Programs and Recommendations

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Intergovernmental communication, coordination, and cooperation are critical in implementing many of the recommendations in this *Plan*. This section builds off some of the key policies listed above, setting forth recommendations for enhanced relations with adjacent and overlapping jurisdictions. It focuses in particular in areas and relationships that are not described extensively in other chapters of this *Plan*, and where potential future conflicts may be the greatest without concerted future action.

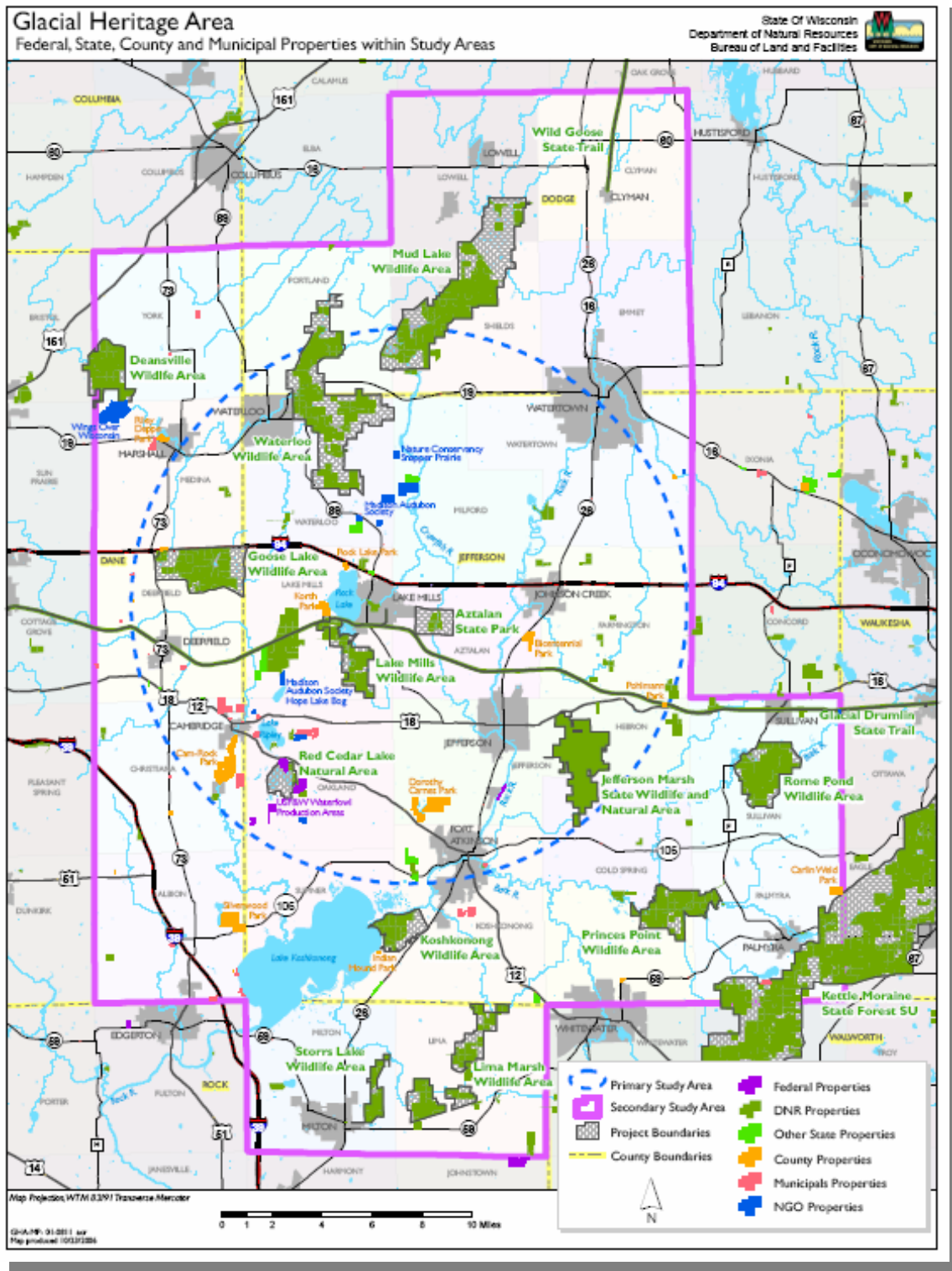
- Work with Jefferson County and surrounding towns to limit development outside of the City's Urban Service Area. Make efforts to find common policies for implementing agricultural preservation policies within the City's extraterritorial jurisdictional area outside of the City's planned growth area.
- Work to manage annexations and extension of urban services in accordance with the Inter-municipal Agreement between the City and Town of Lake Mills and seek common ground on annexation, municipal services, and other issues with other surrounding towns.
- Continue to explore opportunities for more efficient provision of municipal services, facilities, and utilities through cooperative arrangements with other municipalities.
- Continue to work constructively with the State of Wisconsin to manage and maintain the Rock Lake Dam.

- The City will coordinate with the State over management of lands in and around the State Fish Hatchery.
- The City will work with and attempt to find common ground with the State of Wisconsin, the Town of Aztalan, and other entities preserve key view sheds recommended in the Aztalan State Master Plan (See Chapter Two: Cultural Resources).
- Work with the State of Wisconsin, Jefferson County, area municipalities, and private conservation and recreation organizations on the Glacial Heritage Area Project: This project, administered by WisDNR, is described in the Natural Resources chapter of this Plan. Because Lake Mills is located at the center of the Project's primary study area (See Figure 15), it will be important for the City to remain involved in the ongoing feasibility, study process.
- Remain involved in the Jefferson County Economic Positioning project: At the time this Plan was being prepared, the Jefferson County Economic Development Consortium (JCEDC) was leading an initiative to advance economic development county-wide. The project has identified the following key economic assets for Jefferson County:
  - Regional location
  - Agriculture and food
  - Corporate presence and manufacturing diversity
  - Emerging bioenergy
  - Water and natural resources
  - Small-town living
  - Cultural heritage

Building on these assets, the project will explore opportunities that may be the foundation or building blocks for a future vision for the County. The City will attempt to stay actively involved in this process and to generally take advantage of the services offered by the JCEDC.

- Work through and with local offices of various County, State, and Federal Agencies to raise awareness of current programs for affordable housing, sustainable housing, social services, small business and other economic development programs. The City can also act as a conduit of information to these agencies about the efficacy or shortcomings of these programs.

Figure 15: Glacial Heritage Area Map



**Map 8: Intergovernmental Agreements and Planning Areas**

