



## ELEMENT 7 – INTERGOVERNMENTAL COOPERATION

### A. Introduction

Intergovernmental cooperation involves coordination, joint decision-making and planning with neighboring communities, agencies and regulatory authorities. The Village of Poplar does not exist in a vacuum, or on its own, but within a much broader regional framework of governmental units and jurisdictions. Decisions made by the Village of Poplar affect its neighbors, and vice versa. The Village of Poplar recognizes the importance of intergovernmental cooperation in reducing conflict, promoting efficiency and reducing costs. This is supported by the fact that 46.2% of Village of Poplar survey respondents said they supported encouraging coordination and cooperation among nearby units of government.

Wisconsin's comprehensive planning law requires that the Village of Poplar coordinate with the following governmental units and jurisdictions.

- ★ Town of Amnicon
- ★ Town of Maple
- ★ Douglas County
- ★ Maple School District
- ★ Northwest Regional Planning Commission
- ★ Wisconsin Department of Natural Resources
- ★ Wisconsin Department of Transportation
- ★ Wisconsin Department of Administration

### Relationship to Adjacent and Overlapping Jurisdictions

#### **Relationship to the Town of Amnicon**

The Village of Poplar is surrounded to its north, south and west by the Town of Amnicon. Cooperation and coordination between Poplar and Amnicon can be described as one of mutual respect and congeniality. Poplar has informal agreements with Amnicon that are identified later in this element

#### **Relationship to the Town of Maple**

The Village of Poplar shares its east border with the civil town of Maple. Poplar has a good working relationship with Maple and has several formal and non-formal agreements with Maple that are identified later in this element.

#### **Relationship to Douglas County**

The Village of Poplar is one of 22 governmental jurisdictions within Douglas County. The village was a co-participant with Douglas County in a multi-jurisdictional all hazard mitigation planning project in 2004, and in a multi-jurisdictional comprehensive planning project in 2007. The village is responsible for administration and enforcement of its own ordinances, including zoning, subdivision and other land use regulations. Like Douglas County, the village levies taxes on property owners to pay for administration, public services and infrastructure. The Douglas County Sheriff's Department is the primary provider of protection services, with the Village of Lake Nebagamon Police Department providing mutual aid. The Village of Poplar is a member of the Douglas County Towns association and the representative from the Douglas County Board



of Supervisors often attends village board meetings and updates the village on current matters at the county level.

### **Relationship to the Poplar School District**

The Village of Poplar lies within the Maple School District. The Northwestern Middle and Elementary schools are located within the village's municipal boundaries. The Village currently has an agreement with the school district to accept wastewater from the Northwestern High School located in the Town of Maple. Future planning may create a wastewater treatment facility expansion which would allow the Village to accept the wastewater from the Middle and Elementary schools. The village maintains a cooperative relationship with the district but does not directly participate in administration, facility siting, or improvement issues. Residents living within the school district have attended school district meetings and pay property taxes which partially fund the district's operational expenses.

### **Relationship to the Northwest Regional Planning Commission**

Douglas County is one of 10 counties in northwestern Wisconsin which are members of the Northwest Regional Planning Commission (NWRPC), based in Spooner. Regional Planning Commissions are formed under Section 60.0309 of Wisconsin State Statutes to provide a range of services to local units of government within the RPC boundaries. RPC's provide planning assistance, assist local interests in responding to state and federal programs, serve as a coordinating agency for programs, and provide other technical and advisory assistance to local government. NWRPC, like all regional planning entities in Wisconsin, has authority to adopt advisory regional plans.

### **Relationship to the Wisconsin Department of Natural Resources**

The Wisconsin Department of Natural Resources (WDNR) is responsible for implementing the laws of the state and applicable federal laws to ensure protection of the state's natural resources. WDNR does have regulatory and enforcement authority within the Village of Poplar. The village maintains a cooperative working relationship with the WDNR – especially when it comes to laws and regulations concerning the wastewater treatment plant. It is important that the village be informed of any changes in WDNR rules, policy, management, or planning.

### **Relationship to the Wisconsin Department of Transportation**

The Wisconsin Department of Transportation (WIDOT) is responsible for planning, building, and maintaining Wisconsin's network of state highways and interstate highway system. The Village of Poplar maintains a cooperative relationship with WIDOT.

### **Relationship to Other State Agencies**

The Safety and Buildings Division of the Department of Commerce administers and enforces state laws relating to building construction and safety and health. Plan review and site inspection is part of the division's role in protecting the health and welfare of people in constructed environments. The Department of Agriculture, Trade, and Consumer Protection (DATCP) regulates the Farmland Preservation Program and agricultural practices. The Department of Revenue (DOR) has assessment responsibilities. The Village of Poplar has a cooperative relationship with these agencies.



## Inventory of Existing Plans and Agreements

### Existing Plans

Following completion of this planning process the Village of Poplar will have a Chapter 66-compliant comprehensive plan in place. No comprehensive or land use plan was in place prior to this effort. The Village of Poplar may be affected by preexisting plans developed by Douglas County and the State of Wisconsin. These plans were reviewed during the comprehensive planning process to ensure consistency and avoid potential conflict.

Table 7.1: Existing Plan Review, Village of Poplar

	Author(s)	Year
State of Wisconsin		
Wisconsin Bicycle Transportation Plan 2020	WisDOT	1998
Wisconsin State Highway Plan 2020	WisDOT	2000
Wisconsin State Airport System Plan 2020	WisDOT	2000
State Recreational Trails Network Plan	WisDOT	2001
Midwest Regional Rail System	WisDOT	2000
Wisconsin Pedestrian Plan	WisDOT	2001
Translink 21	WisDOT	1994
Statewide Comprehensive Outdoor Recreation Plan 2000-2005	WDNR	2000
State of Wisconsin Hazard Mitigation Plan	WEM	2001
Wisconsin Historic Preservation Plan; 2006–2015	WHS	2005
Douglas County		
Douglas County Forest Comprehensive Land Use Plan 2006-2020	County	2008
Douglas County Hazard Mitigation Plan	County	2004
Douglas County Outdoor Recreation Plan	County	2003
Douglas County Land & Water Resource Management Plan	County	2005

### Current Intergovernmental Agreements

As mentioned earlier in this element, the Village of Poplar has a number of both formal and non-formal agreements with adjoining and overlapping jurisdictions. The following illustrate the current agreements Poplar has in place.

- ★ The Poplar Fire Department has mutual response agreement with the Town of Maple to respond to fire-related calls.
- ★ Agreement with the Village of Lake Nebagamon for the wastewater operators to act as back-up operators in the event of an emergency.
- ★ Agreement with the Douglas County Treasurer’s office to collect the first half Real Estate taxes.
- ★ Agreements with Amnicon and Maple for road maintenance and snow plowing on shared road segments.
- ★ Wastewater disposal agreement with Maple School District.



### Potential Intergovernmental Agreements

There are several different types of agreements which the Village of Poplar already undertakes or may wish to consider in the future. It may be possible for the Village to trade services with adjoining municipalities. The Village of Poplar and one or more of adjoining jurisdictions could exchange snowplowing services for equipment, labor, or other services. The village could also seek to rent equipment from other municipalities, rather than buying equipment. Renting could potentially the village money and provides the renter community with income from otherwise idle equipment. The village could also share municipal staff to include contracted staff (i.e. engineering, planning, property assessment, etc.). The Village of Poplar could consider additional consolidation of services with adjoining municipalities.

Not an intergovernmental agreement, but similar are the financial contributions communities make to community or charitable organizations. Currently the Village of Poplar contributes yearly for fire protection education and Poplar Days activities.

### Existing & Potential Conflicts

Land use conflicts may arise through sights, sounds, smells, or other activities on the landscape. This type of conflict is relatively common in cases where residential land use infringes upon areas of agricultural or industrial use. There are no known conflicts with the Village of Poplar and any adjacent or overlapping governmental units.

The Village's interaction with county government (land use or otherwise) could increase the potential for conflict with adjacent governmental units. Poplar is a Village, but is also a municipality within Douglas County. Land use or other decisions by the county can potentially have a great impact on the Village's affairs or way of life.

Conflicts with state government include:

1. Property taxes are too high and state aid is too low.
2. Unfunded or underfunded mandates by the state (i.e.- increasing requirements for wastewater treatment, Volunteer Fire Department members, land use plans, etc.) that pass costs to Village residents.

### Land Use Conflicts

The potential for intergovernmental conflicts were evaluated during the examination of plans of adjacent and overlapping jurisdictions, relationships with adjacent communities, and as part of overall plan development. No major points of conflict have been identified; however it is possible that conflict may arise in the future.

On [month] [day], 2008, the Village of Poplar entered into a joint planning agreement with Douglas County. This agreement identifies the relationship of local plans to the overall Douglas County Comprehensive Plan. The agreement addresses county/local unit conflict with the following statement, "The County agrees to incorporate town (and village) land use plans in the county comprehensive plan provided they are consistent with county responsibilities to address regional issues, comply with state mandates and address potential land use conflicts in areas where municipalities abut on another." This agreement mandates consistency among the multi-jurisdictional planning participants and greatly reduces the potential for land use conflict as a result of the planning process.



While many measures have been taken to assure consistency among the plans of adjacent and overlapping jurisdictions, it is possible that conflict may arise in the future. A recommended conflict resolution process was identified in the 2007 Douglas County Multi-jurisdictional Planning Grant application for use during the planning process and following plan adoption. Please refer to **Appendix A** for the full text of the suggested conflict resolution process.

### **Extraterritorial Zoning Authority**

The village has extraterritorial authority which extends 1 ½ miles beyond its municipal boundary, into the unincorporated town. Under state law (Wis. Stat. § 62.23(7a)) the Village of Poplar may enact an extraterritorial zoning ordinance and map for adjoining unincorporated areas lying within its extraterritorial plat review area. The Village must follow a procedure that involves the adjoining town before enacting a permanent extraterritorial zoning ordinance. To date, the Village has not enacted an extraterritorial zoning ordinance and map.

Villages also have the power to annex lands within their extraterritorial boundaries (Wis. Stat. § 66.021). The power to extend municipal boundaries into adjacent unincorporated land allows a community to control development on its periphery, therefore, minimizing land use conflicts. The Village of Poplar has rarely exercised its annexation authority.

### **Intergovernmental Cooperation Issues**

Early on in the planning process, Poplar was asked what the most important intergovernmental cooperation issues were facing the Village. One concern was identified and was the idea that “the county imposes expenses on the Village without too much discussion”.

### **Goals, Objectives and Policies, Programs and Actions**