

# Chapter 8: Intergovernmental Cooperation

## Introduction

Intergovernmental communication, coordination, and cooperation can make a significant difference in the implementation and administration of a comprehensive plan. Intergovernmental cooperation can be developed over time. This chapter explores the relationships between the Village of Spring Valley, adjacent municipalities, agencies, and others. The Intergovernmental Cooperation chapter identifies current agreements, as well as existing and potential conflicts and offers processes to resolve conflicts and build cooperative relationships.

## Survey Results

The survey asked what Village of Spring Valley should pursue regarding shared service agreements with neighboring Townships. The responses are below:

Agreement	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
Snow Plowing	64	170	104	70	15
Fire Protection	91	201	71	52	13
Ambulance	87	198	83	43	16
Police Protection	80	174	84	71	13
Road Maintenance and Equipment	68	195	105	48	11
School Facilities and Parks	73	190	98	51	15
Library	68	181	95	57	13
Other:	none				

Overall, the majority of residents would like to see the Village work with adjacent communities. The agreement with the greatest support is fire protection.

## Considerations for Cooperation

It is estimated that 75% of governmental units engage in some sort of cooperation with at least one other governmental unit. Intergovernmental cooperation provides the Village an opportunity to work with adjacent and other influential governmental units on a number of issues. The Village of Spring Valley may want to take the opportunity to do the following:

- Identify areas of common interest
- Consider the impacts of Village actions on adjacent Towns
- Anticipate the effects on your community of actions taken by neighbors
- Minimize potential conflicts before they arise
- Make the Comprehensive Plan consistent with Zoning Code, Shoreland and Wetland Zoning, Official Map, and Subdivision Code.

There are a number of benefits when considering cooperative efforts between municipalities. Intergovernmental cooperation benefits may include the following: cost savings through economy of scale, availability of additional services, ability to address regional issues, and meet the consistency requirements.

## **Units of Government and other Influences on Spring Valley**

The first step in coordinating cooperation between various municipalities is to identify the adjacent municipalities and some of their existing plans. The Village of Spring Valley is surrounded by four units of government, the Towns of Eau Galle and Cady in St. Croix County and the Towns of Gilman and Spring Lake in Pierce County. The following is a list of adjacent Towns and plans those units of government may have or are working on:

### **St. Croix County**

- Town of Eau Galle
  - Comprehensive Plan (completed)
- Town of Cady
  - Comprehensive Plan (in progress)

### **Pierce County**

- Town of Gilman
  - Comprehensive Plan (in progress)
- Town of Spring Lake
  - Comprehensive Plan (in progress)

## **School Districts**

The Village of Spring Valley lies within the School District of Spring Valley. Both the District and the schools within the District were discussed in this Comprehensive Plan in the Utility and Community Facilities Chapter.

## **Chippewa Valley Technical College**

The Chippewa Valley Technical College (CVTC) has five campuses located throughout West Central Wisconsin. The Menomonie Campus is the closest to Spring Valley and offers Associate Degrees, Technical Diplomas, certificates, as well as opportunities to complete many general education credits needed for graduation.

## **University of Wisconsin System**

The University of Wisconsin system of public universities consists of two doctoral research universities (UW-Madison and UW-Milwaukee), eleven comprehensive universities, thirteen two-year colleges, and the Statewide UW-Extension system.

West Central Wisconsin is particularly blessed with three comprehensive universities being home to UW-Stout (Menomonie), UW-River Falls, and UW-Eau Claire (*see Table*

8-1). Residents also have access to associates-degree programming via the Internet based UW Colleges Online.

Table 8-1 - Local Colleges

Campus	1998-99 Enrollment	2007-08 Enrollment	% Change	Distance from Spring Valley
UW-Stout	7,731	8,477	9.65%	17 miles
UW-River Falls	5,617	6,452	14.87%	24 miles
UW-Eau Claire	10,852	10,854	0.02%	42 miles

Source: West Central Wisconsin Conditions and Trends Report, Cedar Corporation

University of Wisconsin-Extension partners closely with county governments to provide supportive services to all residents, businesses, and governments. This is a very active expression of the “Wisconsin Idea”, which is a philosophy that the University of Wisconsin System is a partner in improving the quality of life of all Wisconsin residents through education.

*University of Wisconsin - Stout*

UW-Stout was founded as an experiment in industrial education back in 1891. Subjects taught include business, industrial management, technology, education, human development, and art and design. Average class size is 29 students for lecture sessions and 21 for laboratory sessions. Faculty and academic staff teach more than 99% of the course sections. Less than 1% of classes are taught by teaching assistants.

*University of Wisconsin - River Falls*

The University of Wisconsin – River Falls (UWRF) provides undergraduate, graduate and continuing education courses which support the fine arts, liberal studies, technology, business and industry.

*University of Wisconsin - Eau Claire*

UW-Eau Claire is a public university located on the banks of the Chippewa River that was founded in 1916. The average class size is 28 students. The University offers about 80 undergraduate degree programs and 14 graduate programs, providing study opportunities in a wide range of majors and minors. Some of the majors include accounting, chemistry, business administration, nursing, physics, and social work.

Nearby schools not only provide higher educational opportunities, but students can be a great workforce source for local business and industry. Many college students work part time while attending school and can fill short and long-term employment vacancies.

**County and Regional Governments**

The Village of Spring Valley is in Pierce and St. Croix Counties which makes it part of the Mississippi River Regional Plan Commission (MRRPC) and the West Central Wisconsin Regional Plan Commission (WCWRPC). The Counties and Regional Plan

Commissions provide planning information and regulatory assistance to the rural areas in their jurisdiction and can be a valuable resource to the Village.

Other entities having an impact on the Village include the Pierce County Highway Department and the Pierce County Economic Development Corporation. The Pierce County Highway Department plows the County Highways within the Village and contributes to the maintenance and reconstruction costs as needed. The Pierce County Economic Development Corporation has established a Revolving Loan Fund (RLF) to provide low interest loans to help small businesses create jobs.

Pierce County has several plans and ordinances that may have an influence on the future growth of the Village of Spring Valley. Some of the plans below were a coordinated effort between Pierce County and the Mississippi River Regional Planning Commission. The following is a list of the various plans developed by Pierce County:

- Pierce County Land Management Plan
  - This plan was completed in 1996 as a general guide to the regulation of land use in the 17 townships of Pierce County. Its policies and plan maps are the basis for county zoning ordinances and zoning maps. A county Comprehensive Plan will replace the Land Management Plan.
- Pierce County Comprehensive Plan
  - The purpose of a Comprehensive Plan is to provide local governmental units with a framework for making more informed land use decisions. Beginning January 1, 2010, any program or action of a local government unit that affects land use must be consistent with that unit's Comprehensive Plan (source: Pierce County). This plan is currently in the draft phase, but expected to be complete by January 1, 2010.
- Pierce County Land and Water Resource Management Plan
  - The plan's purpose is to guide the Land Conservation Department in its efforts to conserve and protect natural resources. Information and guidance is also provided for citizens, county government, and state and federal agencies.
- Pierce County Farmland Preservation Plan
  - This plan was completed in July of 1982 and outlines criteria for lands eligible for participation in the Wisconsin Farmland Preservation Program.
- Basin Water Quality Management Plan
  - The Department of Natural Resources prepares basin water quality management plans. Two river basins cross Pierce County borders, and plans exist for each basin.
    - St. Croix River Basin Plan was completed in 2002
    - Lower Chippewa River Basin Plan was completed in 2001

- Pierce County Erosion Control Plan
  - The Pierce County Erosion Control Plan was completed in March of 1985. The purpose of the plan was to determine where the need for erosion control work was the greatest in Pierce County. The plan was completed by entering Universal Soil Loss Equation (USLE) data into a computer database at 6.12 acre intervals throughout the county.
  
- Pierce County Ordinances:
  - Zoning, Chapter 240
  - Subdivision, Chapter 237
  - St. Croix Scenic Riverway, Chapter 239
  - Manure Storage, Chapter 101
  - Nonmetallic Mining Reclamation, Chapter 241
  
- Pierce County Outdoor Recreation Plan
  - The County is in the process of updating the Outdoor Recreation Plan for 2009-2014

St. Croix County also has several plans and ordinances that may have an influence on the future growth of the Village of Spring Valley. The following is a list of the various plans developed by St. Croix County:

- St. Croix County Parks and Recreation Bicycle and Pedestrian Plan
- St. Croix County Outdoor Recreation Plan
- St. Croix County Land Information Plan

### **State and Federal Agencies**

The three primary state agencies that have some jurisdiction over certain aspects of the Village are the Wisconsin Department of Natural Resources (DNR), the Department of Transportation (DOT), and the U.S. Army Corps of Engineers.

The Wisconsin DNR is often the regulatory agency that is responsible for the protection and sustained management of woodlands, wetlands, waterways, animal habitat, and other natural resources.

The Wisconsin DOT is responsible for maintaining and improving State Highway 29, the main potential commercial/industrial growth corridors in the Village. For this reason, cooperation and communication between the Village of Spring Valley and the Wisconsin DOT are extremely important throughout the development of the Village.

The U.S. Army Corp of Engineers operates the Eau Galle Dam and Recreation Area on the north end of the Village. The Eau Galle Dam and Recreation Area cover over 650 acres, and the earthen dam controls a 64 square-mile drainage basin of the Eau Galle River. The dam was authorized by the Flood Control Act of 1958 as a result of repeated flooding in Spring Valley and the surrounding area.

## **Existing Agreements/Relationships**

The Village of Spring Valley has a number of agreements (written, verbal, or understood) for cooperation with neighboring governments and agencies. These agreements are listed below:

- Pierce County
  - Sheriff, Emergency Management, Economic Development
- St. Croix County
  - Sheriff, Emergency Management
- Spring Valley Fire Department
  - Provides fire services to the Village and Towns of Spring Lake, Gilman, and Cady
  - The Spring Valley Fire Department offers mutual aid to 27 other fire and rescue departments located in Pierce County, St. Croix County, and Dunn County
- Spring Valley Ambulance
  - Provides emergency services including first responders to the Village and Towns of Spring Lake, Gilman, and Cady
  - The Spring Valley Ambulance offers mutual aid to 27 other fire and rescue departments located in Pierce County, St. Croix County, and Dunn County
- Pierce County Emergency Management Department
  - Has an emergency management plan in place for regional and catastrophic emergencies
- Spring Valley Public Library
  - Provides reading materials and other media to Village and area residents within the library service area
- Spring Public Works Department
  - Has a mutual aid agreement with the other public works departments throughout Pierce County in the event of an emergency or accident
- School District of Spring Valley
  - The Spring Valley School District has two schools, the Spring Valley Middle School/High School and the Spring Valley Elementary School.

Table 8-2 details the 2008 public school enrollment for the Spring Valley School District.

Table 8-2 - School District Enrollment 2008 – Spring Valley

District	School	Grade	Female	Male	Total
State of Wisconsin Total			424,248	450,385	874,633
Spring Valley School District	Spring Valley Elementary	PK – 6	164	195	359
Spring Valley School District	Spring Valley High	9 – 12	112	106	218
Spring Valley School District	Spring Valley Middle	7 – 8	61	49	110
Spring Valley School District Total			337	350	687

Source: Wisconsin Department of Public Instruction

The school district serves the Village of Spring Valley along with the Village of Wilson, Towns of Cady, El Paso, Gilman, Martell, Eau Galle, Lucas, Rock Elm, Springfield, and Spring Lake.

### **Potential Agreements/Relationships**

The Village feels it is important to work cooperatively with the neighboring communities. Potential agreements include developing a cooperative boundary agreement, adopting Extra Territorial Plat Review authority, and consider working on Extra Territorial Zoning for areas of potential expansion. These tools would help improve communication with the adjacent Towns and plan for future growth.

### **Existing or Potential Conflicts**

Potential conflicts may arise related to the future growth of the Village. Land for residential, commercial, or industrial growth usually is met through annexing adjacent Town lands at the request of the landowner and then approval by the Village Board. Annexed land results in a reduction of the tax base for a Town; potential conflicts between urbanized and rural areas may be a result of annexation.

One potential conflict as stated in the Land Use Chapter could involve new and future agricultural practices in the Village or in close proximity to the Village Limits, near residential land. There are concerns about the impact agricultural practices could have on the quality of life for residents as well as the potential degradation of the area surface waters.

### **Conflict Resolution**

When conflicts arise, it is important to address them in a manner that produces mutual understanding of the issues and creates an atmosphere under which the conflicts can be resolved successfully. The Village should consider holding joint meetings with neighboring governments and agencies to resolve future conflicts.

Additionally, the development of Cooperative Boundary Agreements may be considered to continue to prevent conflicts with neighboring communities in the future.

In the meantime, the Village should work with the Towns to encourage large-scale farming operations to be located in a more rural portion of the Town and not adjacent to the Village Limits of Spring Valley. This would help protect the ground and surface waters of the area as well as maintain the quality of life for residents of the Village.

## **Future Areas for Intergovernmental Cooperation**

Future areas for intergovernmental cooperation can help the Village of Spring Valley implement the Comprehensive Plan. Some potential areas for cooperation may be:

- Continue to work with Pierce and St. Croix County, and neighboring Towns and Villages to promote tourism to the area.
- Work with Pierce and St. Croix County, the Department of Natural Resources, the Army Corp of Engineers, and neighboring Towns when considering additional recreational opportunities and additional parks, walking, biking, or other trail systems.
- Work with Pierce County Historical Society to document and preserve the Village's history.
- Continue to explore ways to improve police, fire, and emergency services.
- Continue to work with surrounding municipalities to explore ways to share equipment and resources to maintain the Village.
- Work with the School District of Spring Valley on ways of developing future trails and safe routes to school.
- Work with the County's Emergency Management Departments to ensure that the community is adequately prepared in the event of a regional catastrophe.

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

**Goal 1: Encourage adjacent government units to work together to achieve the goals of this Comprehensive Plan.**

### **Objectives**

1. Share services when it is possible and feasible for both the Village of Spring Valley and neighboring municipalities.
2. Establish agreements with adjacent municipalities that will benefit all parties involved.
3. Encourage adjacent government units to adopt and implement consistent residential development standards, policies and review practices.
4. Provide services in a cost effective manner.

### **Policies**

1. Promote open communication with adjacent government units.
2. Consider working with the County on the Outdoor Recreation Plan and when developing parks, trails, recreational facilities, and ATV and snowmobile trails that could impact the Village.



3. Identify future multimodal transportation corridors
4. Investigate opportunities for future cooperative agreements.
5. Update and maintain Village of Spring Valley website.
6. Consider developing a joint meeting committee with the adjacent Towns.
7. Work cooperatively with the School District sharing public buildings.
8. Consider participation in the Western Wisconsin Intergovernmental Collaborative (WWIC).
9. Provide a copy of this comprehensive plan to all surrounding or nearby local governments.
10. Create a cooperative understanding with adjoining towns for road maintenance.
11. Apply for available grants to provide equipment and training to reduce costs of providing Village services.
12. When feasible, work with adjacent communities, landowners, and Pierce and St. Croix Counties regarding new and future agricultural practices in or near the Village.