

# Intergovernmental Coordination Objectives and Policies



## **Green Bay Smart Growth 2022**

# Intergovernmental Coordination Plan

## Relationship to the Issues and the Concept Plan ... 28-1

Summary of Issues.....	28-1
Guidance from the Concept Plan.....	28-2

## Plan Overview ..... 28-2

Summary of Objectives .....	28-2
-----------------------------	------

## Intergovernmental Coordination Objectives and Policies ..... 28-3

Objective 1 – Intergovernmental Communication .....	28-3
Objective 2 – Regional Planning .....	28-4
Objective 3 – Resource Sharing .....	28-4
Objective 4 – Town Land Use Planning .....	28-6
Objective 5 – Boundaries and Service Delivery .....	28-7
Objective 6 – Dispute Resolution .....	28-7

## Implementation Program ..... 28-8

## List of Figures

Figure 28-1: Adjacent Communities .....	28-5
---	------

## List of Tables

Table 28-1: Implementation Program for the Intergovernmental Coordination Plan.....	28-8
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## Appendices

Appendix A: List of Intergovernmental Agreements
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# Intergovernmental Coordination Plan

## Relationship to the Issues and the Concept Plan

The purpose of the Intergovernmental Coordination Plan is to suggest actions that Green Bay could take to improve communication with its neighbors, improve regional planning, reduce public costs and avoid or resolve conflicts.

Relations among local units of government are difficult in any region because of competition for limited resources such as new housing, new jobs or utility and road capacity. However, regional success often depends on the ability of local governments to work cooperatively and pursue a joint vision.

Achieving the aims of Smart Growth is especially dependant on regional cooperation because Smart Growth involves efficient public investments, constraints on outward growth, environmental protection and conservation, farmland protection, and central area reinvestment.

Ideally, the Green Bay metropolitan area would have a strong regional plan and an elected regional government with the power to make and enforce key decisions for the greater good of the region. Absent that, cities, towns and villages of the lower Fox River valley may have to forge their own way to build a cooperative working relationship and agree on actions to achieve Smart Growth.

## Summary of Issues

The major intergovernmental coordination issues are summarized below.

**Working with other Cities and Towns:** How should the City of Green Bay work with other units of government in Brown County, and with State agencies, to further its aims while helping to raise the overall quality of life in the region? In what respects are regional and Green Bay interests complementary, and what should this plan recommend as means to further them?

**Resource Sharing:** Should Green Bay explore opportunities for sharing resources, programs and facilities with other communities?

**Brown County Plan:** What is the City's role in implementing the *Brown County Land Use and Transportation Plan*, and how should the recommendations of that plan be incorporated into the City's plan? What does it mean for Green Bay to be a good regional citizen?

**Oneida Nation:** What should the City of Green Bay do to work with the Oneida Nation?

**Communication and Cooperation:** What, if anything, should be done to improve communication and cooperation between the City and surrounding cities and townships regarding development,

## 28. Intergovernmental Coordination Plan

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services, and annexation? Is it possible for the City, and others, to work together to plan for growth that builds regional sustainability?

**Regional Cooperation:** Where do the interests of the City, County, and Townships converge? Is there common ground upon which regional cooperation regarding planning and development can be built?

**Code Enforcement:** What should the City do to improve its property maintenance enforcement capacity?

**Regulatory Capacity:** Do the City's existing regulations and/or policies provide effective protection against incompatible uses and inappropriate design? If not, to what extent, if at all, would the community support additional regulations to guard against incompatible uses and inappropriate design?

### Guidance from the Concept Plan

The *Smart Growth 2022* Concept Plan provides this direction to the Intergovernmental Coordination Plan:

**County Facilities:** Brown County should strive to locate major County facilities (e.g., libraries, museums, offices) in or near Downtown Green Bay and support compact regional growth through its sewer, road and transit investments.

**Annexation:** With the support of Brown County, the City of Green Bay should negotiate agreements with adjacent towns for staged annexation and service.

**County Planning:** Brown County follows its 1996 *Land Use and Transportation Plan*, which would focus new urban development in areas contiguous to existing urban areas, preserve agricultural land, and revitalize older underutilized urban areas.

## Plan Overview

This plan calls for information exchange, cooperative and cross-boundary planning, continued sharing of common resources such as geographic data, long-term boundary agreements, and means of dispute resolution such as negotiation or mediation.

**Goal: Institute regular practices and methods that improve communications between Green Bay and its neighbors, reduce or resolve conflicts and promote the aims of Smart Growth.**

### Summary of Objectives

**Objective 1 – Intergovernmental Communication.** Improve the exchange of information about regional issues and build interpersonal relationships that promote communication.

**Objective 2 – Regional Planning.** Jointly adopt a regional plan for land use, transportation, utilities, environmental protection and other Smart Growth subjects.

**Objective 3 – Resource Sharing.** Share some public resources that have cross-jurisdictional use.

**Objective 4 – Town Land Use Planning.** Encourage land use plans in the adjacent Towns and Villages that are consistent with the objectives of the Green Bay plan and the aims of Smart Growth.

**Objective 5 – Boundaries and Service Delivery.** Achieve growth of the City of Green Bay in a way that benefits the region.

**Objective 6 – Dispute Resolution.** Practice methods of resolving intergovernmental disputes that are efficient, friendly and mutually beneficial.

# Intergovernmental Coordination Objectives and Policies

## Objective 1 – Intergovernmental Communication

**Improve the exchange of information about regional issues and build interpersonal relationships that promote communication and cooperation.**

### Recommended Policies:

1. **Annual Leaders' Meetings:** The Bay-Lake Regional Planning Commission and Brown County should host an annual all-day meeting of public and private sector leaders from the communities of the lower Fox River valley. The purpose of these gatherings would be to discuss planning, service delivery, economic development and quality of life subjects. A noted speaker on a key subject could be invited, and the news media should be encouraged to cover the event.
2. **Planners' Meetings:** The planners and zoning administrators from the regional cities, villages and towns will also meet every month or two and discuss a predetermined subject. Meeting locations should rotate among the communities.
3. **Comprehensive Plan Presentations:** The City will inform area governmental entities about *Smart Growth 2022* through various presentations and displays. The City will request to make formal presentations about the Comprehensive Plan to leaders of the Cities of Allouez and DePere, the Villages of Howard and Ashwaubenon and the Towns of Hobart, Scott, Humboldt, Eaton and Ledgeview, the Green Bay School District, and the Brown County Planning Commission.
4. **Internet-Based Communication:** An internet site should be hosted by Brown County under its home page on which regional planners can post news, questions, opinions, maps, photos, links and helpful tips.
5. **Agency Coordination:** The City will continue to communicate, cooperate and coordinate its activities with other governmental agencies, including:
  - **Federal Agencies:** Federal Emergency Management Agency; U.S. Army Corps of Engineers; U.S. Department of Agriculture; U.S. Fish and Wildlife Service, Department of Commerce; Department of Transportation.
  - **State Agencies:** Transportation; Natural Resources; Commerce; Revenue, Administration; Agriculture, Trade and Consumer Protection; Legislature; and Governors Office.
  - **Regional Agencies:** The Bay-Lake Regional Planning Commission.

## Objective 2 – Regional Planning

**Jointly adopt a regional plan for land use, transportation, utilities, environmental protection and other Smart Growth subjects.**

### Recommended Policies:

- 1. Brown County Plan:** Brown County will be strongly encouraged to update and expand its 1996 county *Transportation and Land Use Plan* to encompass the goals of the Wisconsin Smart Growth program. Local units of government, the Bay-Lake Regional Planning Commission and citizens should be closely involved in the preparation of that document.
- 2. Surface Water Management:** Green Bay will urge Brown County to lead the preparation of a surface water management plan that encompasses the Lower Fox Valley watershed. An outcome of this study may be to create a multi-jurisdictional surface water utility with the power to raise revenue and construct improvements.
- 3. Transportation Planning:** Green Bay will continue to participate actively and enthusiastically in county and regional programs for road system and transit planning under the leadership of Brown County, the Bay-Lake Regional Planning Commission and the Wisconsin Department of Natural Resources.

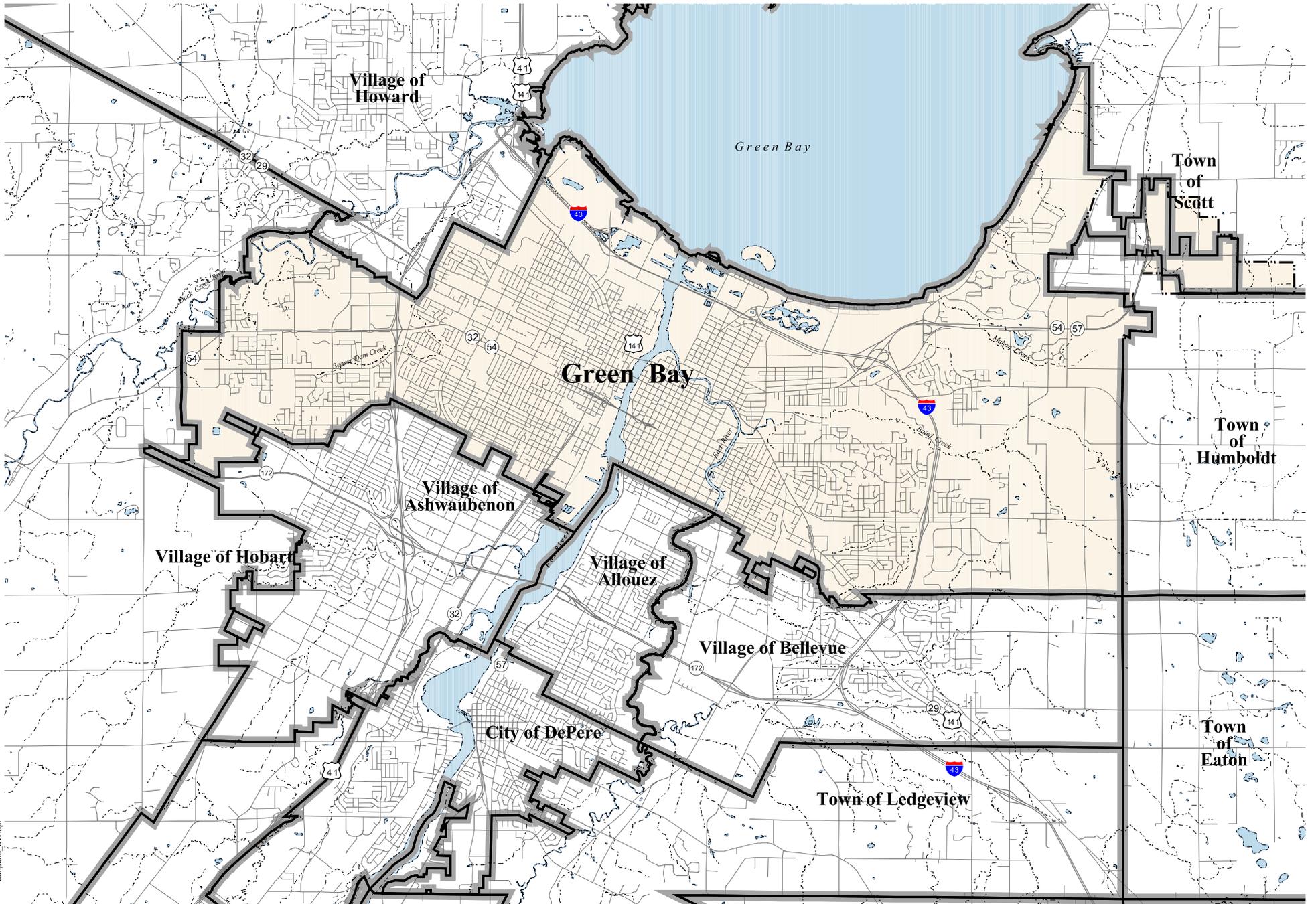
## Objective 3 – Resource Sharing

**Share some public resources that have cross-jurisdictional use.**

Green Bay already has many agreements with adjacent cities, villages or towns to share facilities or services. These agreements are listed in Appendix A, located at the end of this chapter.

### Recommended Policies:

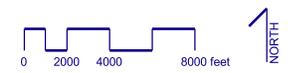
- 1. Geographic Information Systems:** The local governments of the region, led by Brown County, will continue to refine the geographic information system data that they currently share. New features will be created, such as parcel typologies. Parcel data across the county will be kept up to date, and digital aerial photographic data will be periodically created through joint agreements.
- 2. Water or Sewer Service:** Water and sewer lines will be extended by the City of Green Bay outside its present borders in exchange for some benefit to the City such as a boundary agreement or shared tax revenue.
- 3. Fire and Life Protection:** The City of Green Bay will continue to participate in intergovernmental agreements for mutual response by fire and life safety crews. The City will also continue to explore the possibility of consolidating its Fire Department with that of the Village of Allouez.
- 4. Affordable Housing:** The City of Green Bay will coordinate with Brown County, the other municipalities in the county, and the State of Wisconsin to seek a regional solution to the regional problem of housing affordability.



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**Figure 28-1  
Adjacent Communities**



## 28. Intergovernmental Coordination Plan

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5. **Group Homes:** The City will propose a regional-fair share approach to locating group homes/Community Based Residential Facilities in the future so that all citizens are given access to fair housing throughout the County.
6. **Other Resource Sharing:** Other opportunities for providing public facilities and services between two or more local units of government will continue to be sought. Green Bay and its neighbors should will avail themselves of the ideas and experiments being pursued by other regions of the country.

### Objective 4 – Town Land Use Planning

**Encourage land use plans in the adjacent Towns that are consistent with the objectives of the Green Bay plan and the aims of Smart Growth.**

#### **Recommended Policies:**

1. **Rural Land Use Planning:** Green Bay will encourage the Towns of Humboldt and Scott to plan and zone for a very low density of unsewered development (e.g., one house per 20 acres or less dense) so as to preserve options for sewer urban-density development.



## Objective 5 – Boundaries and Service Delivery

**Grow the City of Green Bay in a way that benefits the region.**

### Recommended Policies:

- 1. Boundary Agreements:** The City of Green Bay will provide infrastructure and services to support efficient and economic urban development, high quality of life and environmental protection. Among these facilities will be parks, parkways, greenways and well-located schools that enhance the value of private investment. Wise urban design standards and zoning will also help protect builders and homebuyers while creating sustainable neighborhoods that provide a wide range of housing. Green Bay will manage its growth so that it is compact and contiguous, not sprawling and “leap-frog.”

To further these intentions, the City will look favorably on annexation petitions that are fiscally sound and help it manage growth wisely and efficiently. In addition, the City will seek long-term boundary agreements that provide certainty and direction to property owners and local governments. Ideally, such agreements would be negotiated in the context of a cooperative sub-regional plan that promotes Smart Growth. Areas planned for urban development should be kept to a very low level of development (no denser than 1 house per 20 acres) prior to the introduction of sewer and water lines, and future road alignments should be protected. Areas planned for agricultural and rural use should be planned and zoned for lower densities (e.g., 1 house per 40 acres).

Green Bay acknowledges and respects the history, sense of place and personal attachments existing in the adjacent Towns of Scott and Humboldt. Consequently, it wishes those units of

government to continue to exist and remain fiscally strong for the long term. The City also believes, based on many studies from other locations, that the best way for those communities to maintain their fiscal health and sense of kinship is through a very low density, rural land use pattern.

- 2. Regional Planning:** Green Bay believes that approach described above is in the best long-term interest of the region and in the spirit of the Wisconsin Smart Growth legislation. Thus, the City will propose to conduct joint powers sub-regional Smart Growth plans for land use, public services and jurisdictional boundaries.

## Objective 6 – Dispute Resolution

**Practice methods of resolving intergovernmental disputes that are efficient, friendly and mutually beneficial.**

### Recommended Policies:

- 1. Dispute Resolution:** Intergovernmental differences over matters such as land use patterns, annexation, surface water management, and so on should be resolved through a variety of means other than the legal system, which should be the last resort. These methods include cooperative planning, informal negotiation, facilitated negotiation, mediation and binding arbitration.

The City of Green Bay, prior to resorting to legal action, will utilize a conflict resolution mediator who agrees to comply with the Association for Conflict Resolution’s (ACR’s) Ethical Standards of Professional Responsibility in cases where intergovernmental disputes involving matters such as land use issues, annexation, surface water management, service delivery and others.

## Implementation Program

This section describes the major actions involved in implementing the *Smart Growth 2022* Intergovernmental Coordination Plan and indicates the relative priority of each, the responsible agency and any required coordination.

**Table 28-1: Implementation Program for the Intergovernmental Coordination Plan**

Priority	Action	Lead and Coordinating Agencies
1	<b>Intergovernmental Leaders' Meetings:</b> Host annual meetings of the leaders of the jurisdictions in the Lower Fox River Valley as well as meetings of the city planners.	Mayor's Office Planning Department
2	<b>Regional Planning:</b> Join with neighboring communities, Brown County and the Bay-Lake Regional Planning Commission to forge regional plans for land use, transportation, surface water and affordable housing.	Planning Department Public Works Department
3	<b>Resource Sharing:</b> Continue to seek ways to share facilities or services with adjacent jurisdictions. Also, seek to build a regional solution to the need for affordable housing.	Mayor's Office
3	<b>Town Land Use Planning:</b> Promote a very low density pattern of land use in the Towns of Humboldt and Scott as a means of promoting long-term Smart Growth.	Planning Department
3	<b>Boundary Agreements:</b> Continue to seek long-term boundary agreements and annexations that promote Smart Growth.	Mayor's Office Planning Department, Public Works Department, Law Department

## Appendix A

# List of Intergovernmental Agreements

The following table lists all of the agreements that the City of Green Bay had with its neighboring communities as of June, 2002.

<b>Parties to the Agreement</b>	<b>Subject of the Agreements</b>	<b>Date of the Agreement</b>
City of Green Bay and Village of Howard	Sewer services for property abutting Taylor Street	July 3, 1968 Amended in 1982
City of Green Bay Water Department and The Green Bay – Humboldt - Scott Fire Department	Sale of water for fire fighting purposes	August 3, 1973
City of Green Bay and Brown County	Brown County Planning Commission to carry out Transit Planning for the Green Bay Urbanized Area	1976
City of Green Bay and Town of Allouez	Allouez permitted to use City's sanitary sewer lines	March 17, 1977
City of Green Bay and Village of Howard	City and Village each agree to make available sanitary sewer hook ups	September 27, 1977
City of Green Bay and Village of Howard	Construction and installation of four flashing red signals at intersection of Dousman St. and Taylor St.	June 8, 1978
City of Green Bay and Brown County	Basic 911 System	September 11, 1978 August 22, 1979 February 23, 1981

## 28. Intergovernmental Coordination Plan

<b>Parties to the Agreement</b>	<b>Subject of the Agreements</b>	<b>Date of the Agreement</b>
City of Green Bay and Brown County	Maintenance and construction of certain highways located in Green Bay	July 18, 1979
City of Green Bay, Water Commission for the City of Green Bay, and Town of Scott Sanitary District No. 1	Installation of watermains on Bay Settlement Road	December 15, 1980 Amended June 3, 1987
City of Green Bay and Brown County	Transfer of Neville Public Museum to County Operational Control and Ownership	June 8, 1981
City of Green Bay, City of De Pere, and Village of Ashwaubenon	Paramedic Mutual Aid	June 26, 1981
United State of America, Brown County Board of Harbor Commissioners, and City of Green Bay	Construction, operation, and maintenance of deepening 13 miles of entrance channel and the lower 3.2 miles of the Fox River	November 12, 1981
City of Green Bay and Oneida Housing Authority	Payment in lieu of tax agreement for 10.5 acre site on Mason Street	September 21, 1984
City of Green Bay, Water Commission for the City of Green Bay, and Village of Ashwaubenon	Allow Ashland Avenue Truck Center to connect to Ashwaubenon's water and sewer	May 4, 1986
City of Green Bay, Water Commission for the City of Green Bay, and Village of Ashwaubenon	Installation of watermains in a portion of City right-of-way on Broadway and Potts Ave.	June 23, 1986
City of Green Bay, Water Commission for the City of Green Bay, and Village of Ashwaubenon	Water service to the Brown County Arena, Exposition Center, and Packers' practice field	August 26, 1986
City of Green Bay, Water Commission for the City of Green Bay, and Village of Ashwaubenon	Allowing Crest International to connect to Ashwaubenon water and sanitary sewer	December, 1987
City of Green Bay Water Department and Town of Hobart	Sale of water for fire fighting purposes	March 31, 1988

**28. Intergovernmental Coordination Plan**

<b>Parties to the Agreement</b>	<b>Subject of the Agreements</b>	<b>Date of the Agreement</b>
City of Green Bay and Green Bay Area Public School District	Assessments for property adjacent to Wilder School	May 22, 1989
City of Green Bay and City of De Pere	Use of City of Green Bay’s line striping machine	June 6, 1989
City of Green Bay and Green Bay Area Public School District	Maintenance of a parking lot near Howe School	October 9, 1989
City of Green Bay and Wisconsin Department of Transportation	Transfer operation and maintenance responsibilities for traffic control signals at Mason intersections of USH 41 ramps, Hinkle St., Isbell St., Packerland Dr., and Country Club Road to City	April 7, 1993
City of Green Bay, Green Bay Water Utility, and Town of Scott Sanitary District No. 1	Emergency Stand-By Water Service	August 30, 1993
City of Green Bay, Water Utility for the City of Green Bay, Town of Scott Sanitary District No. 1, and Ken and Ann Sabatka	Authorizing Sabatkas to connect to Town of Scott water main	March 31, 1994
City of Green Bay and Brown County	Installation of traffic signals at Oneida Street and driveway to Arena/Expo Center	April 11, 1994
City of Green Bay and Green Bay Area Public School District	Use of School District facilities by City and use of City facilities by School District	July 29, 1994
City of Green Bay and Green Bay Area Public School District	Jefferson School/Fort Howard Park development	February 1, 1995

## 28. Intergovernmental Coordination Plan

<b>Parties to the Agreement</b>	<b>Subject of the Agreements</b>	<b>Date of the Agreement</b>
City of Green Bay and Brown County	City provide electrical Assistance and emergency repairs of all County-owned and maintained traffic signals within Green Bay, Allouez, Ashwaubenon, Bellevue, De Pere, and Howard	January 1, 1996
City of Green Bay, Green Bay Water Utility, and Town of Bellevue	Use of fire hydrants for emergency fire fighting purposes	February 12, 1996
City of Green Bay and City of De Pere	Personal computer technical assistance	February 21, 1996
City of Green Bay and Green Bay Area Public School District	Regulate on-street parking near Preble High School	August 26, 1996
City of Green Bay and Oneida Nation of Wisconsin	Service Agreement	October 16, 1996
City of Green Bay and Oneida Nation of Wisconsin	Law Enforcement Mutual Aid Agreement	October 16, 1996
City of Green Bay and Brown County Solid Waste Board	Landfill disposal services	April 3, 1998
City of Green Bay, Brown County, City of De Pere	Public Safety Communications	1999
City of Green Bay and Wisconsin Department of Natural Resources	Brownfield site	June 14, 2000
City of Green Bay, Water Commission for the City of Green Bay, and Village of Ashwaubenon.	City supply water services to Resch Center	December 14, 2000

**28. Intergovernmental Coordination Plan**

<b>Parties to the Agreement</b>	<b>Subject of the Agreements</b>	<b>Date of the Agreement</b>
City of Green Bay, Water Commission for the City of Green Bay, and Village of Ashwaubenon.	Water service to Lambeau Field.	May 17, 2002