

Chapter 11: Intergovernmental Cooperation

Potential Land Use Conflicts

Opportunities for Collaboration



The intergovernmental cooperation element of the **Comprehensive Plan** discusses opportunities for joint planning and decision making with other governments, including school districts and adjacent local governmental units, state government, and federal government agencies, for siting and building public facilities and sharing public services. It also addresses conflicts between Appleton's plan and the comprehensive plans of adjacent communities and counties. The element recognizes existing agreements with neighboring government, including boundary agreements with neighboring cities, villages, and towns. These are documented in Chapter 2 of the **Comprehensive Plan**.

Actions of higher-level governments can also impact the City and its residents. State and federal governments have a role in funding local government activities. Through grants and other programs, additional funds can be brought into Appleton. By the same token, the continued reduction of funding can cause the City to re-evaluate programs and services, and make adjustments as needed. State and federal government agencies also administer regulations by which the City must abide, such as standards for its waste water treatment plant, rules concerning non-point storm water quality, total maximum daily loads (TMDL), phosphorus standards, and even requirements such as the preparation and adoption of a comprehensive plan.

The City's mission statement states that "the City of Appleton is dedicated to meeting the needs of our community and enhancing quality of life." Coordination among the many units of government in the region is an important part of that achieving that mission. Actions of one governmental unit can affect others, and where possible, it should be a goal of the City to strive for consensus to the mutual benefit of all. Intergovernmental cooperation has the potential to provide better, more effective government services for all, sometimes with cost savings for those governments involved, and the taxpayers that support them.

Key Accomplishments

- Fox Cities Exhibition Center. The City and ten partner municipalities came together to support development of a regional exhibition Center located in downtown Appleton adjacent Jones Park.
- Valley Transit Agreements for Fixed Bus Route Bus Service and Call-A-Ride
- Fox Cities Metropolitan Planning Organization (MPO) - Transportation Planning
- Regular, on-going coordination with Outagamie, Winnebago, and Calumet counties
- Maintained Mutual Aid Agreements – Town of Grand Chute, City of Kaukauna, Cities of Neenah-Menasha, Village of Little Chute, Village of Kimberly, Town of Center, City of Oshkosh, City of Green Bay, Village of Combined Locks, Village of Fox Crossing.
- Agreement to Wholesale finished water to Village of Sherwood, Waverly Sanitary District, and backup water source to Greenville via Grand Chute connection.

Potential Land Use Conflicts

Appleton's Comprehensive Plan is designed to minimize conflicts with neighboring jurisdictions, while at the same time balancing the needs of a growing, vibrant community. The City already collaborates with area communities and counties on topics such as transportation, promotion of the Fox River, and economic development. The City's boundary agreements help to reduce the potential for land use conflict in the City's growth areas and allow the City to properly design and size infrastructure. Additionally, the City's future land use plan has incorporated Outagamie County's land use plan for the portion of Appleton's extraterritorial jurisdiction that lies outside of

the sewer service area. The following is a discussion of the potential conflicts that have been identified.

Town of Grand Chute

The Town adopted its 2010-2030 Comprehensive Plan in December 2009. A small number of potential future land use conflicts are apparent. The largest of these conflicts is at the southeast corner of Richmond Street and Broadway Drive, where the City of Appleton has planned a combination of multifamily residential, commercial, and business/industrial uses. The Town of Grand Chute shows this as vacant/undeveloped/agricultural conservancy. The other area is south of Edgewood Drive and west of Ballard Road, where the City shows multifamily residential and the town has planned suburban style development.

Town of Center

Outagamie County's future land use plan (updated March 13, 2012) has been incorporated into Appleton's future land use plan for areas in the Town of Center that are outside of the City's sewer service area. Minimal new development is proposed in this area. Little conflict is anticipated, however this may change pending updates to the City's Future Land Use Map.

Town of Freedom

Appleton has negotiated a boundary agreement that limits the amount of the Town's territory that may be annexed to the City. The land uses shown by the City of Appleton are consistent with those in Outagamie County's plan.

Village of Little Chute

Because of their mutual boundary agreement, the planning areas for Appleton and Little Chute do not overlap. As a result there are no direct conflicts.

Town of Harrison

The Town of Harrison has prepared its own comprehensive plan instead of being a part of the Calumet County plan. Future land uses in areas that may come into the City of Appleton are consistent with the uses shown by Appleton. The Village of Harrison is annexing territory in the Town of Harrison, creating conflict between plans.

Village of Harrison

In 1999, the City of Appleton and Town of Harrison entered into an inter-municipal agreement in order to establish fixed boundaries, facilitate orderly development, and provide for cost effective governmental services. In 2013, the Village of Harrison incorporated as an independent municipality, after initially meeting the Incorporation Review Board's standards. Later that year, the boundary line was significantly changed to transfer land from the Town of Harrison to the Village of Harrison, leaving only the City of Appleton and City of Menasha growth areas in the Town. In 2015 and early 2016, several annexations within the City of Appleton growth area have been approved by the Village of Harrison. These annexations are concerning because they undermine the ability of the City to provide efficient public services to areas of the City where some services have already been extended and significant capital expenditures have occurred on infrastructure to service the growth area. The Village of Harrison is currently developing a sub-area plan for creation of a Village Center.

Town of Menasha

The City of Appleton and Town of Menasha formed a boundary agreement in 1999 which establishes a boundary line where the City may not annex beyond without consent from the Town. In 2016, the boundary line was changed to transfer land from the Town of Menasha to the Village of Fox Crossing, leaving no land within the City of Appleton growth area per the boundary agreement. Uses identified for the Town of Menasha in the Winnebago County plan are consistent with those shown on Appleton's future land use map. There are no areas of conflict.

Village of Fox Crossing

A portion of the Town of Menasha incorporated as the Village of Fox Crossing in 2016. This originally left town islands that were completely surrounded by the City of Appleton. Later in 2016, boundary lines were adjusted to incorporate town islands into the Village of Fox Crossing.

Opportunities for Collaboration

Several of the chapters in this plan noted areas in which Appleton already works cooperatively with other governmental units, where opportunities for collaboration may exist, or where discussions should occur. These are summarized here.

Housing and Neighborhoods

Chapter 5 documents issues concerning housing and neighborhoods. Appleton currently collaborates with other communities, mainly through non-profit organizations, neighborhood groups, and regional collaborations, to address needs for affordable housing and emergency shelter. The police department confers with law enforcement in neighboring communities concerning problem tenants.

Transportation

The transportation element of the plan notes several areas in which Appleton needs to continue to work with other area communities, Outagamie, Winnebago, and Calumet Counties, the State of Wisconsin, and federal agencies. These issues include planning for the regional highway system and local streets where jurisdiction may fall to a government other than the City of Appleton, regional bicycle and pedestrian route planning, preservation and enhancement of air services at Appleton International Airport, continued improvements to boating on the Fox River, and to secure a stable long-term source of funding for Valley Transit.

Utilities and Community Facilities

Collaboration between Appleton and other communities already exists for water and sewer services, yard waste sites, fire protection, and police services. One example is the automatic aid agreements between the city and neighboring communities.

The City frequently works with the Appleton Area School District on issues that impact them mutually. For example, the school district leases buildings from the City, the City and school district mutually use and develop park and recreation facilities, and the two join forces to address topics such as safe routes to schools. Additional opportunities exist for collaboration on Parks, Recreation, and Library Facilities.

Appleton provides water services to neighboring areas and is well-positioned with capacity to provide water to other communities in the region.



Agriculture, Natural, Historic, and Cultural Resources

Appleton has been involved with the U.S. Environmental Protection Agency, the Wisconsin Department of Natural Resources, and other communities on the Fox River to meet total maximum daily load (TMDL) requirements for pollutants entering the Fox River. The City is currently achieving the TMDL requirement through its plant. The City is also currently working with the Fox River Navigational System Authority to construct an interpretive center adjacent the Fox River in downtown Appleton.

Economic Development

Appleton participates in several economic development organizations along with cities, villages, and counties from throughout Northeastern Wisconsin. The City's Economic Development Strategic Plan notes the need to continue to work with adjacent communities on specific issues of concern. The plan includes an action plan, outlining actions that the City should take in the future to improve economic development. The I-41 corridor provides an excellent opportunity for collaboration to support economic development.

Appleton is the largest member of the Fox Cities Regional Partnership, an organization committed to helping businesses locate and expand in the Fox Cities Region. The partnership is supported by public and private sector partners from around the region, including several dozen communities.

Land Use

Opportunities exist for communities in the Fox Cities region to collaborate on growth management. Higher-density development and well-coordinated provision of municipal services can help ensure the fiscal health of the region in the future. The City and other communities, counties, and the East Central Wisconsin Regional Planning Commission should engage in a discussion about regional growth management and the efficient provision of municipal services.

Fox River Corridor Plan

Appleton is working with other communities along the Fox River, the Regional Planning Commission, and state agencies to promote redevelopment and marketing of the river corridor. The City is in continued discussions with the Canadian National Railway (Wisconsin Central) concerning use of the abandoned railroad trestles for bicycle and pedestrian crossings of the river.

South Oneida Street

The corridor plan for South Oneida Street points out that a portion of the corridor lies in the Town of Menasha, now the Village of Fox Crossing. The corridor plan recommends developing common design approaches to achieve improved aesthetics. The project will include lighting improvements. The project's utility work begins in 2017 and paving will be done in 2018.

College Avenue Corridor

The entrance to the City of Appleton from the Appleton International Airport was cited as an area of concern by participants during the planning process. The corridor traverses the Town of Grand Chute and the City of Appleton, and is the primary entrance to the City from Interstate 41. East Central Wisconsin Regional Planning Commission is conducting a Corridor Study to look at all transportation options (i.e. vehicle, bicycle, pedestrian and transit) from Appleton International Airport to State Highway 47 in the City. Plan implementation recommendations will require a significant degree of intergovernmental cooperation.



Parks and Recreation

The Park and Recreation Master Plan notes several topics on which the Park and Recreation Department is working with other area communities, or with county governments. Appleton continues to coordinate with other governments to provide park facilities, such as with Outagamie County to connect trails through Plamann Park. The City completed a Trails Master Plan in 2016, which identifies opportunities to connect the City's trail network to existing and planned facilities in communities bordering the City. Finally, the cities of Appleton, Menasha and Neenah have entered into reciprocal agreements allowing participants of each city to register as a resident in each other's parks and recreation programs.

Objectives and Policies

The following objectives and policies will help to guide Appleton in its interactions with other governments.

- 11.1 OBJECTIVE: Maintain a positive relationship with local area governments to foster collaboration on issues of mutual concern.**
 - 11.1.1 Ensure continued discussion between Appleton and neighboring municipalities and counties, including both elected officials and department staff. Continue to partner with Outagamie, Winnebago, and Calumet counties to serve City residents in an efficient manner.
 - 11.1.2 Continue Appleton's involvement in regional organizations, such as those to promote economic development, to work to provide affordable housing, to restore and revitalize the Fox River, and to provide transit services in the Fox Valley.
 - 11.1.3 Act upon the specific opportunities for collaboration identified throughout the *Comprehensive Plan*.
- 11.2 OBJECTIVE: Work with the State of Wisconsin, federal agencies, and other agencies and organizations on issues of concern to the City of Appleton.**
 - 11.2.1 Monitor policy issues and advocate for rules and legislation that will benefit Appleton and its residents, including but not limited to the need for state involvement in boundary agreement issues.
 - 11.2.2 Work with and build upon relationships with state agencies, the League of Wisconsin Municipalities, East Central Wisconsin Regional Planning Commission and others to ensure timely compliance with mandates, and to monitor and shape policy decisions that impact the City.
 - 11.2.3 Seek available opportunities for grant funding and programs that can help to develop capital facilities or improve delivery of municipal services, acquire parks and open space land, or stimulate economic or cultural development.