



11



# INTERGOVERNMENTAL COOPERATION

*THE PLAN: GOALS, OBJECTIVES, POLICIES AND  
IMPLEMENTATION RECOMMENDATIONS*



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## ***INTERGOVERNMENTAL COOPERATION OVERVIEW***

The following chapter presents the intergovernmental cooperation issues for the City of Madison and other units of government and then identifies the goals, objectives, policies and implementation recommendations to address the issues. The implementation recommendations are intended to build on existing intergovernmental cooperation efforts and to provide additional opportunities for joint planning and decision making with other jurisdictions.

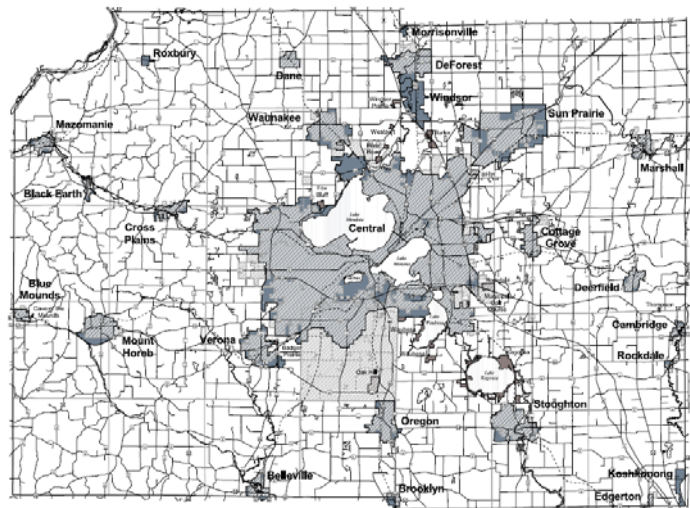
### ***SUMMARY OF INTERGOVERNMENTAL COOPERATION ISSUES***

The City of Madison is the State capital, Wisconsin's second largest city, and one of 61 municipalities within Dane County. The City shares common boundaries with eight towns, five cities, and three villages. Within the City, there are portions of seven public school districts.

Most of the 16 municipalities that border Madison are growing more rapidly than Madison. Issues related to growth and development, extension of services, jurisdictional boundaries, and service delivery are common. While the City has been able to address many issues through ongoing discussions with its neighbors and by entering into intergovernmental agreements and cooperative plans, significant issues still exist with some neighboring communities. The City of Madison municipal boundary in relation to all adjoining villages, cities and towns is shown in Volume I, Chapter 11, [Map 11-1 Municipal Boundaries](#).

### ***FUTURE GROWTH AND DEVELOPMENT***

Incorporated cities and villages increase their size by annexing lands from unincorporated adjoining towns. Although this is a normal and accepted process under State law and has been occurring for many decades, it is still a source of conflict and confrontations between adjoining municipalities. The City of Madison has adopted plans and policies that reflect its commitment to orderly development and the sequential extension of City services. The City uses its regulatory powers, both within the City and its extraterritorial



*Dane County*



jurisdiction to enforce these policies. In some cases, urban development proposals in towns adjacent to the City are rejected in areas where the full range of urban services cannot be provided and where development is premature and unplanned. Application of the City's Extraterritorial Plat Review Jurisdiction continues to be a source of conflict with neighboring towns.

The City has successfully addressed boundary issues with most of its adjoining cities and villages. City growth and annexations, however, will continue to be a source of potential conflict with several adjoining towns, including the Town of Burke, Town of Cottage Grove, Town of Verona, and the Town of Sun Prairie. The seven boundary agreements that the City has entered into with adjoining neighbors have significantly reduced areas of conflict. These agreements have allowed the City to establish an understanding with many of its neighbors, which provides a basis for additional cooperative working relationships in the future. The City has also entered into many cooperative agreements and service delivery contracts involving specific services, which can be shared or jointly provided. Volume I, [Map 11-2](#), Intergovernmental Boundary Agreements, shows the current boundary agreements.

### ***SCHOOL DISTRICTS***

There are seven public school districts serving the City of Madison (See Volume I, [Map 7-1 School Districts](#)). Current state law maintains that annexations of land to the City of Madison do not result in those lands being attached to the Madison Metropolitan School District. Instead, these lands remain in the same school district unless an agreement is reached between the affected school districts.

The City has long maintained that, from the standpoint of maintaining community identity and providing efficient community services, it would be preferable to have all Madison residents within the Madison Metropolitan School District. The City Planning and Development Department has supported efforts between the Madison Metropolitan School District and outlying school districts to reach agreements to bring lands in the City into the Madison Metropolitan School District. The City and School District also have a long-standing cooperative working relationship to locate appropriate sites for new schools within planned neighborhoods, to share data, and to address issues within the school district.

In a few cases, the Madison District has entered into agreements, which will result in land transfers from outlying districts to the Madison District as development and annexation occur. For those lands that will remain within outlying school districts, the City has initiated discussions with the school districts to begin to jointly plan for the location of schools to serve these neighborhoods. The City has begun cooperative efforts with the Middleton-Cross Plains School District to plan for the location of schools north of Mineral Point Road and west of



## Intergovernmental Cooperation

Pleasant View Road in the City of Madison, and with the Sun Prairie School District to locate schools in areas east of Interstate 90 and north of Interstate 94 in the Sun Prairie School District. Both of these areas are planned to contain many thousands of dwelling units and people and need to be served by neighborhood schools.

The City of Madison and Madison Metropolitan School District have an existing Joint Common Council/Board of Education Liaison Committee to cooperatively work on issues. No such committee exists with the other districts.

### ***STATE OF WISCONSIN, UNIVERSITY OF WISCONSIN, AND DANE COUNTY***

The City has an on-going working relationship with many State agencies and the University of Wisconsin. City staff meets periodically with many State agencies and the University of Wisconsin to address issues related to the specific areas of responsibility of the agency. Examples include the Department of Natural Resources, University of Wisconsin, and the Wisconsin Department of Transportation, to name a few. In several cases the City has also created Council-appointed joint ad hoc committees to cooperatively address issues related to the particular unit of government and State agency. Examples include the Joint Southeast Campus Area Committee and the Joint West Campus Area Committee.

The City also has many on-going cooperative efforts with Dane County. The City of Madison provides approximately 47 percent of the tax base within the County, and, as a result, provides much of the revenue to support the services that Dane County provides. Maximizing the efficiency of services, reducing duplication, and redundancy are on-going topics of conversation and discussion between the City and Dane County.

### ***HO CHUNK NATION***

The City of Madison has entered into a 1998 intergovernmental agreement with the Ho Chunk Nation which addresses a broad range of land use and service delivery issues related to the Ho Chunk Nation's lands located on the southeast side of the City in the southeast quadrant of the Interstate 90/Highway 12 & 18 interchange. The agreement addresses issues related to the development and provision of services to the De Jope Bingo facility. The agreement will continue to guide cooperative efforts between the Nation and the City. One of the provisions created a Ho Chunk Nation/City of Madison joint planning committee to pursue the implementation of the provisions within the agreement.

Volume I, Chapter 11 – Intergovernmental Cooperation includes a list of existing intergovernmental boundary agreements between the City of Madison and adjacent governmental entities.



## ***INTERGOVERNMENTAL COOPERATION GOALS, OBJECTIVES AND POLICIES***

The following goals, objectives and policies provide the basic framework for intergovernmental cooperation decisions. A *goal* is a statement that describes in general terms a desired future condition. An *objective* is a statement that describes a specific future condition to be attained. A *policy* is a course of action or rule of conduct to achieve the goals and objectives of the Plan.

The goals, objectives and policies reflect previously adopted plans and policy documents, as well as the ideas, comments, and concerns expressed by numerous groups and individuals at community open houses, small group meetings and through a community survey.

### ***OBJECTIVES AND POLICIES FOR FUTURE GROWTH AND DEVELOPMENT***

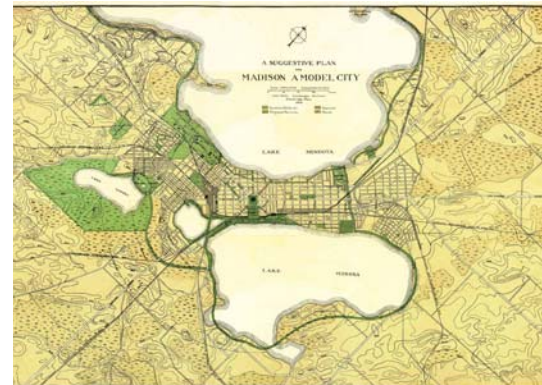
**Goal:** Direct intergovernmental cooperation activities toward ensuring that the City’s long-term growth and development objectives can be accomplished.

**Objective 1:** Plan for Madison’s long-term growth and manage future development to ensure that urban growth is compact, orderly and provided with the full range of services.

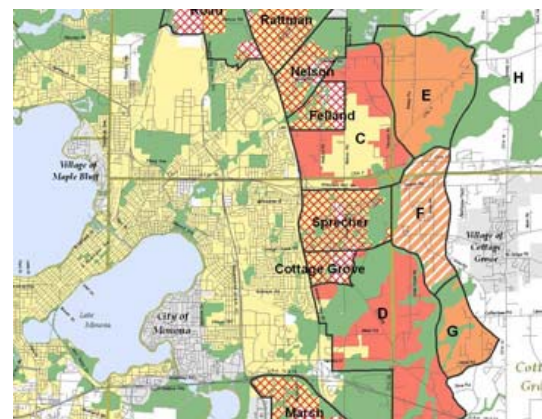
**Policy 1:** Seek support from Dane County and other neighboring jurisdictions for the concept of City expansion areas.

**Policy 2:** Negotiate additional inter-governmental boundary agreements with neighboring jurisdictions where such agreements are not already in place and such agreements are beneficial to the City.

**Policy 3:** Address such issues as land use, service delivery and municipal boundaries when intergovernmental boundary agreements are drafted.



*Historic Nolen Plan for Madison*



*Madison growth planning areas*

**Policy 4:** Continue using extraterritorial plat review jurisdiction to implement the Comprehensive Plan and the Subdivision Ordinance, and to prevent premature development.

**Policy 5:** Seek Dane County support for a policy of non-development in peripheral areas, until these areas are needed for planned urban expansion.

**Objective 2:** Preserve Dane County’s valued open spaces, and maintain the distinction between urban and rural communities, particularly close to the Madison urban area.

**Policy 1:** Work with Dane County to achieve shared open space objectives.

*Note: The City, Dane County and the former DCRPC have undertaken several cooperative-planning projects to implement open space objectives.*



*Token Creek Park, Dane County*

**Policy 2:** Work to prepare plans for the preservation of open space and natural resources identified in the Comprehensive Plan, neighborhood development plans and special area plans.

*Note: The City has included detailed recommendations in neighborhood development plans for open space preservation areas adjoining planned and potential City growth areas. The City works with Dane County to identify open space acquisition opportunities and priorities within these areas.*

**Policy 3:** Seek support from Dane County and local municipalities for broader preservation concepts.

**Policy 4:** Initiate cooperative planning efforts with neighboring municipalities, in particular the Towns of Burke, Cottage Grove, Middleton, Verona, and Sun Prairie, to protect areas identified in the Comprehensive Plan as neighborhood planning areas and peripheral planning areas.

**Policy 5:** Use extraterritorial jurisdiction to discourage development without full urban services unless the development is consistent with a plan that is acceptable to all affected jurisdictions.

### ***OBJECTIVES AND POLICIES FOR AGRICULTURE AND RURAL USE AREAS***

**Objective 3:** Agriculture and Rural Use Areas should remain in farm or open space uses until it is determined what portion of this land should continue to be preserved and what portion could be developed but not until such development is consistent with adopted plans.

**Policy 1:** Seek greater support from Dane County and unincorporated jurisdictions in preventing more intense development of rural areas.

*Note: A substantial amount of development continues to occur in townships outside of cities and villages. Between 1990 and 2000, 4,200 dwelling units of the 23,300 built in Dane County were built in towns.*

**Policy 2:** Use extraterritorial jurisdiction to discourage non-agricultural uses within agricultural areas.

### ***OBJECTIVES AND POLICIES FOR EFFECTIVE COMMUNICATION***

**Goal:** Foster effective communication and a good working relationship between the City of Madison and all units of government.

**Objective 4:** Identify the tools, methods, or organizational structures that will be used to ensure that there is effective communication with all units of government.

*Note: These tools or methods should build on existing relationships and promote intergovernmental cooperation to address cross-jurisdictional issues and to implement the recommendations of all elements of the Comprehensive Plan.*

**Policy 1:** Build on existing relationships and develop new relationships to implement the recommendations of the Comprehensive Plan.



*Community Meetings*





**Policy 2:** Continue to use intergovernmental committees and staff teams and develop new staff teams and committees to ensure effective communication with all federal, state, regional, local agencies, and other units of government.

*Note: Special effort should be made to communicate regularly with the following local and regional agencies: School districts serving the Madison area, utility districts, Dane County, intergovernmental planning organizations, the Dane County Regional Airport, each of the functioning watershed commissions, the Madison Area Metropolitan Planning Organization, and the Madison Metropolitan Sewerage District.*

*Special efforts should be made to communicate regularly with the following federal agencies: Federal Highway Administration, Federal Transit Administration, Federal Emergency Management Agency, Corps of Engineers, Department of Housing and Urban Development, and Department of Commerce.*

*Special efforts should be made to communicate regularly with the following State agencies: Department of Transportation, Department of Natural Resources, Department of Administration, the Governor's Office, the State Legislature, Department of Revenue, Department of Commerce, and the Department of Agriculture, Trade and Consumer Protection.*

**Policy 3:** City planners, adjoining local units of government, Dane County, and intergovernmental planning organizations should hold regular meetings to discuss issues related to the implementation of the Comprehensive Plan.

**Policy 4:** The mayors, village presidents, town chairs, and administrators from each of Madison's neighboring cities, villages, and towns should continue regularly scheduled meetings to discuss intergovernmental cooperation opportunities.

**Policy 5:** Use intergovernmental planning organizations to promote intergovernmental communication and cooperation and to pursue the implementation of the Comprehensive Plan recommendations.

**Policy 6:** Assess alternative methodologies and identify those that are the most appropriate to address intergovernmental issues prior to the beginning of negotiations.

*Note: The City has carefully reviewed the guidance provided by the State of Wisconsin Office of Land Information Services concerning alternative dispute resolution techniques including mediation and arbitration and will evaluate the potential to use these techniques on a case-by-case basis. In addition, informal negotiations, facilitated discussions, and continued cooperative planning will continue to be the core tools used to resolve intergovernmental issues.*

**Goal: Continue to share services with adjoining units of government to eliminate inefficiencies and duplication.**

**Objective 5:** Continue periodic meetings of mayors, village presidents, and administrators of all villages, cities and towns to identify opportunities to share services.

**Objective 6:** The agency heads responsible for providing services such as police and fire protection, streets, water and sewer service, should meet with their counterparts in adjoining villages, cities, and towns to explore opportunities to eliminate inefficiencies and duplication of services with a view toward implementing all of the City's Comprehensive Plan recommendations including the maintenance of long-term growth and development options.



*Planning Meeting*

*Note: For example, the City would not be interested in providing certain services, like water service, to adjoining municipalities if it compromised the City's ability to extend the full range of services, and to incorporate unincorporated places as those places develop.*



*Hughes Place South District Police Station*



***OBJECTIVES AND POLICIES FOR COMPREHENSIVE PLANNING***

**Goal:** Work with adjoining municipalities, school districts, special districts, Dane County, and intergovernmental planning organizations to resolve inconsistencies between the City's Comprehensive Plan and the Comprehensive Plans of neighboring jurisdictions.

**Objective 7:** Work cooperatively to resolve the inconsistencies between the City's Comprehensive Plan and the plans of neighboring jurisdictions.

**Policy 1:** Work to jointly adopt a regional comprehensive plan that is acceptable to all affected jurisdictions as a means of eliminating inconsistencies between the Comprehensive Plan of Madison and its neighboring jurisdictions.

**Policy 2:** Identify and evaluate opportunities to negotiate intergovernmental agreements to address coordination issues.

**Policy 3:** Continue to meet with neighboring communities to resolve possible inconsistencies between the City's Comprehensive Plan and those of adjoining communities.

**Policy 4:** Continue to work with intergovernmental planning organizations, which are established to pursue the inclusion of the City's goals, objectives and policies into any regionally adopted comprehensive plan elements.

**Policy 5:** Continue to seek the acknowledgement of intergovernmental planning organizations, of the City's urban growth areas as identified in the City of Madison's Comprehensive Plan, neighborhood development plans, special area plans and any future regional comprehensive plan when reviewing their policies and criteria governing the expansion of the Central Urban Service Area boundaries and the establishment of environmental corridors.

**Policy 6:** Strongly encourage Dane County to adopt a Comprehensive Plan that reflects the goals, objectives and implementation policies included in the City's Comprehensive Plan.



**Policy 7:** Strongly encourage Dane County to make incremental decisions on zoning map amendments, conditional use permit applications and land divisions (subdivision plats) that are consistent with the City's plans.

**Policy 8:** Encourage the Madison Metropolitan Sewerage District to recognize the significant relationship between the construction of interceptor sewers and future urban development.

**Policy 9:** Encourage each local unit of government to prepare and adopt a Comprehensive Plan and coordinate these plans between the local units of government.

**Policy 10:** Continue to use intergovernmental agreements and other cooperative efforts to address and resolve intergovernmental issues.

**Policy 11:** Encourage all local units of government to pursue the adoption of compatible zoning ordinance regulations, subdivision ordinance regulations, and other development standards.

**Policy 12:** Encourage the Madison Area Metropolitan Planning Organization to include the recommendations of the City of Madison's land use and transportation elements in the update of the Regional Transportation Plan required by the Federal Highway Administration and Federal Transit Administration as part of the MPO's ongoing transportation planning efforts.

**Policy 13:** Continue to meet periodically with all school districts serving Madison to encourage cooperative use of school district and municipal facilities, share City growth and development plans with each school district and work cooperatively to plan for new school sites within urban growth areas.

**Policy 14:** Work cooperatively with the school districts to identify potential school sites and, to the extent feasible, to jointly locate school sites adjacent to proposed parks during the preparation of neighborhood development plans for new neighborhoods on the edge of the community.



## **OBJECTIVES AND POLICIES FOR REGIONAL TRANSPORTATION PLANNING**

**Goal:** Madison should provide leadership and support for transportation planning efforts throughout the metropolitan area.

**Objective 8:** Madison's Long Range Transportation Planning Commission (LRTPC) should advise the Metropolitan Planning Organization (MPO), and other intergovernmental planning organizations in matters pertaining to long-range land use and transportation planning.

**Objective 9:** Identify long-term comprehensive solutions to address transportation issues with an updated transportation plan for the County and metropolitan area.

**Policy 1:** Identify long-term, multi-modal transit-based options to address long-term transportation needs.

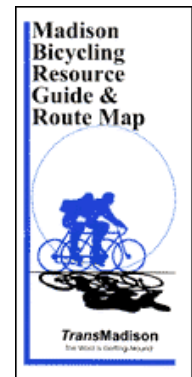
**Policy 2:** Work closely with the Madison Area Metropolitan Planning Organization, Dane County, and each adjoining local unit of government to adequately address the goals, objectives and policies identified in the Transportation Chapter of the Comprehensive Plan.

**Policy 3:** Work with Dane County, the Wisconsin Department of Transportation and the Madison Area MPO to implement the Bicycle Transportation Plan for Dane County.

**Policy 4:** Work with Dane County, the Madison Area MPO, and the Wisconsin Department of Transportation to implement the recommendations of Transport 2020.

*Note: The long-term transportation system vision proposed in Transport 2020 is a public transit system that utilizes several transit modes, including commuter rail, electric streetcars, express bus services, park-and-ride lots and improvements to local bus service. Extensions of this system to serve many communities in Dane County are anticipated over time.*

**Policy 5:** Plan for extensions of Metro Transit service to neighboring communities.



*Bicycle commuting map*



*An excerpt from the Madison Metro Route Map*

## **OBJECTIVES AND POLICIES FOR NATURAL RESOURCE PROTECTION**

**Goal:** Communities within Dane County will work cooperatively to protect the region's air and water quality, unique geological, glacial and natural areas, and areas identified as being susceptible to negative environmental effects from development, including steep slopes, wetlands, significant wood lots, intermittent streams and other natural drainageways, and important wildlife habitat.

**Objective 10:** Continue to participate in intergovernmental watershed planning efforts with other local units of government, the Dane County Regional Planning Commission, the Department of Natural Resources, and other stakeholders.

*Note:* While the metropolitan area continues to comply with Environmental Protection Agency and Department of Natural Resources air quality standards, the measured levels of certain pollutants is a source of major concern. The City should continue to participate with other units of government as part of the clean air coalition to identify voluntary approaches to address air quality concerns related to both point source and non-point source pollution.

**Policy 1:** Continue to work with adjoining units of government to plan for and to implement a system of environmental corridors to connect major parklands and open space areas, to convey stormwater, to protect wildlife habitat and provide interconnected wildlife habitat corridors, and to provide opportunities for interconnected trails.

**Policy 2:** Work with other units of government to develop and coordinate stormwater management planning and to work to develop consistent ordinances and regulations.



*Starkweather Creek*



*Aerial view of Monona Bay weed growth*



**INTERGOVERNMENTAL COOPERATION IMPLEMENTATION  
RECOMMENDATIONS**

<b>Table 1 – Intergovernmental Cooperation Implementation Actions</b>		
<b>Priority</b>	<b>Action</b>	<b>Lead &amp; Coordinating Agencies</b>
1	Through incremental decision-making by the City’s Boards and Commissions and the Common Council, the City will work to accomplish the goals and objectives by carrying out the policies identified in the preceding section.	Department of Planning and Development  City Boards and Commissions  Common Council
1	The City of Madison should enter into discussions with the following adjoining units of government to determine if intergovernmental boundary agreements can be accomplished: Town of Verona, Town of Cottage Grove, Town of Sun Prairie, Town of Burke, and Village of Cottage Grove.	Planning Unit  City Attorney’s Office
1	Initiate cooperative planning processes with all adjoining neighboring units of government on the City’s periphery and Dane County aimed at identifying and preserving Dane County’s valued open spaces and to maintain distinctions between urban and rural communities.	Planning Unit  Parks Division  Plan Commission  Parks Commission
2	The City’s Comprehensive Plan specifically incorporates the plans and agreements adopted by the City under Section 66.0301, 66.30 and 66.0307 of Wisconsin Statutes. The City should periodically review these agreements and discuss the implementation of the agreements with each of the affected units of government covered by the agreements. These discussions should identify any problems related to the implementation and should look for opportunities to expand the agreements to cover additional joint ventures.	City Attorney’s Office  Other City Agencies



<b>Table 1 – Intergovernmental Cooperation Implementation Actions, continued</b>		
<b>Priority</b>	<b>Action</b>	<b>Lead &amp; Coordinating Agencies</b>
2	City Planning staff should work with Dane County Planning staff and the former staff of the Dane County Regional Planning Commission to hold semi-annual planner’s workshops for all planners within Dane County. Meeting locations should be rotated among communities.	Planning Unit
1	The City should continue the intergovernmental committees currently in place, such as the Joint Southeast Campus Area Committee, the Joint Southwest Campus Area Committee, and look for additional opportunities to establish ongoing, topic-specific intergovernmental committees to ensure effective communication with other units of government aimed specifically at addressing existing issues and opportunities.	Mayor’s Office Planning Unit Other City Agencies
1	Work with Dane County, the Dane County Cities and Villages Association, Dane County Towns Association, and other interested groups to implement the proposed Intergovernmental planning organizations.	Mayor’s Office Attorney’s Office Planning Unit
1	Continue project-specific intergovernmental cooperation efforts, including, for example, Transport 2020, the Health Unification Process, the Streetcar Initiative, and Watershed Planning, including the Upper Sugar River Watershed Commission.	Relevant City Agencies Boards and Commissions



<b>Table 1 – Intergovernmental Cooperation Implementation Actions, continued</b>		
<b>Priority</b>	<b>Action</b>	<b>Lead &amp; Coordinating Agencies</b>
2	City agencies should periodically review the existing intergovernmental service agreements, which are in place and meet with counterpart agencies in other communities to update these agreements and to discuss opportunities to eliminate inefficiencies and duplication of services.	Relevant City Agencies which are lead on each agreement
1	City Planning staff should work with planners and leaders from adjoining local units of government to ensure that the transportation planning recommendations in the City’s adopted plans are incorporated into the plans of adjoining municipalities, those of Dane County, and the Regional Transportation Plan prepared by the Madison Area MPO.	Planning Unit Traffic Engineering City Engineering MPO Staff
1	Work with the Madison Area MPO to incorporate the transportation related capital improvements identified in the City’s Capital Improvement Program and annual capital budget into the MPO’s Transportation Improvement Program.	City Engineering Traffic Engineering Madison Metro Planning Unit
1	Work with other units of government to create and support an intergovernmental planning organization that will implement and identify specific criteria used to make decisions on Urban Service Area amendments.	Planning Unit Mayor’s Office City Attorney’s Office