

CHAPTER 8

Intergovernmental Cooperation

Cooperation between neighboring and overlapping units of government is one of the primary goals of the Wisconsin Smart Growth Law and is a very important aspect of the Town of Holland Comprehensive Plan. Over the next 20 years, it is important for the Town to work with the school districts, surrounding communities, Brown County, the state, and other units of government to increase communication and efficiencies in providing services. Working cooperatively is especially important since many issues, such as transportation improvements and stormwater runoff do not recognize municipal boundaries.

The purpose of the Intergovernmental Cooperation chapter is to analyze the existing relationships the Town has with other units of government and identify means of working cooperatively toward the goal and objectives identified in the Issues and Opportunities chapter of the plan.

Analysis of Governmental Relationships

Brillion, Kaukauna, and Wrightstown School Districts

Three different school districts are located within the Town of Holland. The Kaukauna School District encompasses the Hollandtown area in the southwestern portion of the Town. The Brillion School District includes a few parcels of land in the south most portion of the Town, and the Wrightstown School District occupies the rest of the Town and includes most of its rural portions. Because of the limited amount of residential development occurring in the Town, as well as the fact that the Town is located in three different school districts, which lessens the impact of Town growth on any one school district, future growth in Holland should not have a significant impact on any of the three school districts. The Town should, however, continue to maintain open lines of communication with the school districts in order to address any future needs that may arise.

The school districts may have clubs that could be utilized as resources to provide services to the Town, such as environmental clubs and Future Farmers of America (FFA). There are opportunities to create relationships between the Town and students and possibly between local businesses and students to help foster community engagement and participation which provides the younger generation with a sense of ownership in the community. These opportunities may provide either an educational component or a valuable public service.

Brown County Joint Municipal Court

The Town of Glenmore hosts the Brown County Joint Municipal Court at the Glenmore Community Center, which provides services to the Towns of Eaton, Green Bay, Glenmore, Morrison, Holland, Wrightstown, New Denmark, Scott, Rockland, and Humboldt. The judge for the court is elected for a four-year term, and court is held generally on the third Thursday in the months of January, April, July, and October. The judge reviews and processes municipal citations issued by Holland and other participating Town officials. The joint municipal court is a very good example of cooperation among a group of municipalities to create efficiencies in governmental services and should serve as a model for future efforts.

Holland Sanitary District

The Holland Sanitary District is an important entity within the Town. The Town should coordinate with the Sanitary District concerning the future extension of sanitary sewer service as well as any improvements that need to occur to the sanitary treatment plant as these types of projects can be costly and may have an impact on the community and the businesses located there.

Adjacent Communities

Town of Wrightstown

The Town of Wrightstown is located adjacent to the northern boundary of the Town. A representative from the Town of Wrightstown indicated that the Town of Holland has been responsive to issues/concerns over road conditions/repairs in the past and there are no current issues/concerns to note.

Town of Buchanan

The Town of Buchanan is located adjacent to the western boundary of the Town in Outagamie County. A representative from the Town of Buchanan indicated that there are no current issues/concerns to note between the Town of Buchanan and the Town of Holland.

Town of Brillion

The Town of Brillion is located adjacent to the southern boundary of the Town in Calumet County. A representative from the Town of Brillion indicated that there are currently no issues/concerns to note between the Town of Brillion and the Town of Holland.

Town of Woodville

The Town of Woodville is located adjacent to the western boundary of the Town in Outagamie County. A representative from the Town of Woodville indicated that there are currently no issues/concerns to note between the Town of Woodville and the Town of Holland.

Town of Morrison

The Town of Morrison is located adjacent to the western boundary of the Town in Brown County. A representative from the Town of Morrison indicated that there are currently no issues/concerns to note between the Town of Morrison and the Town of Holland.

Other Entities

Volunteer Fire Departments

As discussed in the Utilities and Community Facilities Chapter, portions of the Town of Holland are served by the Morrison, Greenleaf, and Holland Volunteer Fire Departments. The Town should continue to support the fire departments and maintain an open line of communication to ensure adequate response times and that equipment is available to Holland residents.

Brown County

The four Brown County departments that currently have the most visible presence in the Town are the Brown County Public Works Department, the Brown County Sheriff's Department, Brown County Land and Water Conservation Department, and the Brown County Planning and Land Services Department.

Public Works

The Brown County Public Works Department has responsibility for the five county highways in the Town of Holland (CTH D, CTH Z, CTH CE, CTH KK, and CTH PP). As county highways are reconstructed, Holland should coordinate with the Public Works Department to consider the inclusion of any safety enhancements and/or bicycle facilities on county highways consistent with the Brown County Bicycle and Pedestrian Plan.

Sheriff's Department

The Brown County Sheriff's Department provides police and patrol service to Holland, and this service is expected to be adequate in the future. However, if the Town believes that additional service is necessary, it should consider contracting with the Brown County Sheriff's Department for additional coverage.

Land and Water Conservation Department

The Brown County Land and Water Conservation Department provides a number of services to Holland's agricultural producers, including administration of Brown County's Agricultural Shoreland Management Ordinance, Animal Waste Management Ordinance, Nutrient Management Maps, and the Working Lands Initiative Program. The department is an invaluable source of information related to the protection of our soils, surface water, and ground water, and should be contacted should any issues with these resources arise.

Planning and Land Services Department

The Town of Holland has historically worked with the Brown County Planning and Land Services Department for various land use related issues such as zoning, comprehensive planning, land divisions, and updating other miscellaneous ordinances. Additionally, the Planning and Land Services Department enforces the Brown County Land Division and Subdivision Ordinance, Floodplain Ordinance, Shorelands and Wetlands Ordinance within the Town to ensure adequate protection for environmentally sensitive areas, and provide support for the administration of the Working Land Initiative Program. It is critical to maintain open lines of communication and coordination between the department, the Town of Holland, and property owners in the Town.

Port and Resource Recovery Department

The Brown County Port and Resource Recovery Department offers a variety of services to Town residents in the form of environmentally sound and economical solid waste disposal. Some of the methods used include waste reduction, material reuse, recycling, composting, landfilling, and waste-to-energy. The Port and Resource Recovery Department owns a large amount of land in the Town and approximately 300 acres of the land will be utilized for the development of a landfill. The Port and Resource Recovery Department is the main point of contact for the future landfill project and the Town should continue to communicate questions and concerns related to the landfill through the Local Monitoring Committee (LCM) as discussed in the Utilities and Community Facilities chapter.

State of Wisconsin

Wisconsin Department of Transportation (WisDOT)

The only highway in the Town of Holland that falls under the jurisdiction of the Wisconsin Department of Transportation (WisDOT) is STH 32/57, which runs north-south through the middle part of the Town. Should STH 32/57 be resurfaced or reconstructed during the course of this comprehensive plan, it is important for the Town to inform its citizens about potential lane closures or proposed improvements to the highway. A resurfacing or reconstruction project also offers an opportunity for the Town to work with WisDOT on safety issues/concerns.

Wisconsin Department of Natural Resources (WDNR)

The Wisconsin Department of Natural Resources provides grants and information that could be used to help fund projects like the development of a Park and Recreation Plan or to make improvements to existing community parks. The WDNR also acts as a resource for community members for a wide variety of topics. The WDNR is especially interested in the Plum Creek and has been willing, in the past, to work cooperatively to improve the water quality of this waterway and its tributaries.

Intergovernmental Cooperation Tools

A guide produced by the Wisconsin Department of Administration, "Intergovernmental Cooperation, A Guide to Preparing the Intergovernmental Cooperation Element of a Local Comprehensive Plan¹," identifies a number of tools that the Town of Holland has at its disposal to improve intergovernmental cooperation. The document groups the many cooperation tools into four general categories. The categories are:

1. Cooperating with Services.
2. Cooperating with Regulations.
3. Cooperating by Shared Revenue.
4. Cooperating with Boundaries.

Although not all of the tools identified in the sections are applicable to the Town of Holland, the guide describes a number of options that the Town could utilize to promote intergovernmental cooperation with neighboring communities and potentially generate cost savings for each participant. Cooperation and efficiencies gained with neighboring communities and overlapping jurisdictions has become increasingly important as municipalities continue to deal with very constrained budgets.

¹ A Guide to Preparing the Intergovernmental Cooperation Element of a Local Comprehensive Plan, Wisconsin Department of Administration, June, 2002. <http://www.doa.state.wi.us/documents/DIR/Comprehensive%20Planning/Element-Guides/Intergovernmental-Cooperation.pdf>

Summary of Recommendations

School Districts

The Town should continue to maintain open lines of communication with the three school districts in order to address any future needs or make adjustments to attendance boundaries as communities grow. The Town should also coordinate with the school districts to identify if there are student organizations that may be able to provide services to the town for practical experience purposes.

Brown County Joint Municipal Court

The Brown County Joint Municipal Court provides an excellent example of multi-jurisdictional cooperation among ten Brown County towns. Having one court serving the eight towns saves each community the time and expense of having their own court and should be continued into the future.

Town of Buchanan

While the Town of Buchanan is located outside of Brown County, both Towns should maintain open lines of communication regarding potential development on or near each other's borders, continued opportunities regarding shared road maintenance, and opportunities for joint service contracting if a higher quality service and/or lower cost can be attained.

Town of Brillion

While the Town of Brillion is located outside of Brown County, both Towns should maintain open lines of communication regarding potential development on or near each other's borders, continued opportunities regarding shared road maintenance, and opportunities for joint service contracting if a higher quality service and/or lower cost can be attained.

Town of Woodville

While the Town of Woodville is located outside of Brown County, both Towns should maintain open lines of communication regarding potential development on or near each other's borders, continued opportunities regarding shared road maintenance, and opportunities for joint service contracting if a higher quality service and/or lower cost can be attained.

Town of Morrison

Both Towns should continue to maintain open lines of communication regarding potential development on or near each other's borders, continued opportunities regarding shared road maintenance, and opportunities for joint service contracting if a higher quality service and/or lower cost can be attained.

Town of Wrightstown

Both Towns should continue to maintain open lines of communication regarding potential development on or near each other's borders, continued opportunities regarding shared road maintenance, and opportunities for joint service contracting if a higher quality service and/or lower cost can be attained.

Holland Sanitary District

Communicate with the Sanitary District concerning the future expansion of sanitary sewer services and any improvements to the sanitary treatment facility.

Volunteer Fire Departments

The Town should maintain open lines of communication with all fire departments that serve the Town to ensure Holland residents continue to have adequate fire protection.

Brown County

Public Works Department

As county highways are reconstructed, Holland should coordinate with the Public Works Department to consider the inclusion of bicycle lanes on county highways consistent with the Brown County Bicycle and Pedestrian Plan.

Brown County Sheriff's Department

If Holland believes that additional police service is necessary in the future, it should consider contracting with the Brown County Sheriff's Department to provide supplemental police coverage.

Brown County Land and Water Conservation Department

Continue to encourage the Town of Holland's agricultural community to work with the Brown County Land and Water Conservation Department to protect our soil, surface water, and ground water resources.

Brown County Planning and Land Services Department

The Town of Holland should continue to use the Brown County Planning and Land Services Department as a resource for planning, zoning, housing, and economic development topics.

Brown County Port and Resource Recovery

The Town of Holland should continue to communicate any issues or concerns regarding the future development of the landfill to the Local Monitoring Committee to then relay those concerns to the Brown County Port and Resource Recovery department.

State of Wisconsin

Wisconsin Department of Transportation

The Town of Holland should coordinate closely with the Wisconsin Department of Transportation should any lane closures occur in order to accommodate resurfacing or reconstruction of STH 57/32. Additionally, when STH 57/32 is reconstructed, the Town should work with WisDOT to identify and implement safety measures where appropriate.

Wisconsin Department of Natural Resources

The Town should utilize the WDNR as a resource when considering grant applications for the development of a Park and Recreation Plan and or for improvements to existing park facilities.