

INTERGOVERNMENTAL COOPERATION

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 section explores the relationships between the Town of Richmond and other municipalities, agencies and others; identifies existing and potential conflicts and offers processes to resolve conflicts and build cooperative relationships.

EXISTING INTERGOVERNMENTAL RELATIONSHIPS

ST. CROIX COUNTY

The relationship with St. Croix County is one of the most important intergovernmental relationships the Town of Richmond has at this time.

- Richmond adopted County Zoning on January 15, 1976 and shares that responsibility with the county. The town relies on county staff reports to provide information about zoning change requests, ordinance interpretations, special exceptions, variances and ongoing enforcement.
- Richmond relies on the County Land Division ordinance for regulation of new development.
- County ordinances regulate shoreland, floodplain, sanitary, non-metallic mining and animal waste in the Town of Richmond.
- In 2000, St. Croix County adopted a county-wide Development Management Plan. The county plan is a broad-based planning framework which addresses county-wide issues but also recommends, as part of its implementation program, that each town develop a local plan. The County Plan commits the county to work with the towns to coordinate and develop consistent goals and policies for comprehensive planning. The County Plan provides basic guidance on land uses and encourages the towns to further refine and expand upon that guidance. Throughout the goals, objectives, policies and implementation program of the County Plan, there are strong incentives that encourage towns to develop local plans. Once those local plans are developed, it is the county's intent to adopt those plans and work with the towns to implement them through the county's zoning and land division ordinances. The county is in the process of updating its plan.
- The town works with the Planning and Zoning and Land and Water Conservation departments in the review and approval of proposed subdivisions and in water quality education, monitoring and testing.
- St. Croix County is the Responsible Unit for recycling. The town works with the County Recycling Specialist in the provision of special collection events for town residents. The town is a recurring site for the county's spring and fall appliance and tire collections. The town also operates a recycling and white goods drop-off center at the town hall site in unincorporated Boardman that is open to all county residents.
- The St. Croix County Sheriff's Office provides law enforcement service to the town.
- Public health care services are provided by the St. Croix County Health and Human Service Department.

- The St. Croix County Highway Department provides assistance with road maintenance.
- Park facilities at county parks and recreation bike and pedestrian trails are maintained by the St. Croix County Parks Department.

Existing Conflicts

Existing conflicts between the town and county are primarily over the enforcement of county zoning, zoning changes and how zoning is administered. The intent of the Land Use Element of this plan is to make clear the town's policies regarding zoning changes.

Potential Conflicts

Potential conflicts are the interpretation of town policies regarding rezoning.

Another potential conflict is any difference in county and future town subdivision ordinances. As a result of this plan, the town will likely be implementing a new subdivision ordinance, which should remove many of the potential conflicts.

Conflict Resolution

The town and county would hold joint meetings and negotiations to resolve conflicts.

The Richmond Town Board and Plan Commission can continue to rely on county zoning staff reports for information about zoning change requests.

TOWN OF RICHMOND SANITARY DISTRICT # 1

In the unincorporated community of Boardman a sanitary district, Town of Richmond Sanitary District #1, offers sewer service to approximately 25 units in the Boardman area. The district has self-taxing authority to operate and maintain the treatment system. The treatment cells are located in section 30, about $\frac{3}{4}$ of a mile south and west of CTH A. Due to the condition of the treatment cells, there is no existing capacity for additional properties to hook up to the system at this time. The district was established in 1972 due to environmental impacts on the Willow River from the properties in the Boardman area. The town board does not have a position on the Sanitary District Board. There have been ongoing maintenance concerns and some problems with the treatment cells. The district has investigated options to address these problems but have not found a cost-effective solution. Discussions are continuing. The town hall is served by the sanitary district and in that capacity the town board is involved in the District discussions.

CITY OF NEW RICHMOND

The relationship with the City of New Richmond is also one of the most important intergovernmental relationships the Town of Richmond has at this time. The City of New Richmond adopted a new Comprehensive Plan in 2005. The City has experienced several boundary expansions in recent years. Annexation, plat review and zoning can all be contentious at municipal boundaries.

- The Town of Richmond is part-owner of the New Richmond Ambulance and Fire services.
- The town has contributed funds to park development in New Richmond and several youth recreation programs.
- The city has developed an official map for road expansions and improvements and for a future trail system that will serve city and town residents.
- The town and city have worked together to plan for and construct roads that serve the school system.

Existing Conflicts

In 2005, New Richmond adopted changes to its subdivision ordinance which regulate the density of plats in the extraterritorial plat review jurisdiction of the city. These regulations have caused conflicts with property owners who wish to develop at higher densities than allowed by the city ordinance. The town board is concerned about the extent of these regulations and their affect on local property owners. A 2010 amendment to Wisconsin Statute Chapter 236, the state platting law, changes city and village authority to deny plats based on the proposed use of the land. This amendment's impact on New Richmond's subdivision ordinance and the regulation of extraterritorial plats, may resolve the conflict.

Potential Conflicts

The Town of Star Prairie has a resident, who lives within the airport zone, on the New Richmond Airport Commission. Richmond does not have a representative on the airport commission and there is the potential for conflicts over land uses that are incompatible with the airport.

Conflict Resolution

As conflicts occur between the town and city they will continue to meet to discuss and negotiate solutions.

The town may want to pursue membership on the New Richmond Airport Commission to provide an opportunity for input on issues that affect residents within the airport zone.

SURROUNDING TOWNS

The towns surrounding Richmond, including Erin Prairie, Hammond, Somerset, Stanton, St. Joseph, Star Prairie and Warren, have adopted comprehensive plans and are in various stages of implementing or updating their plans.

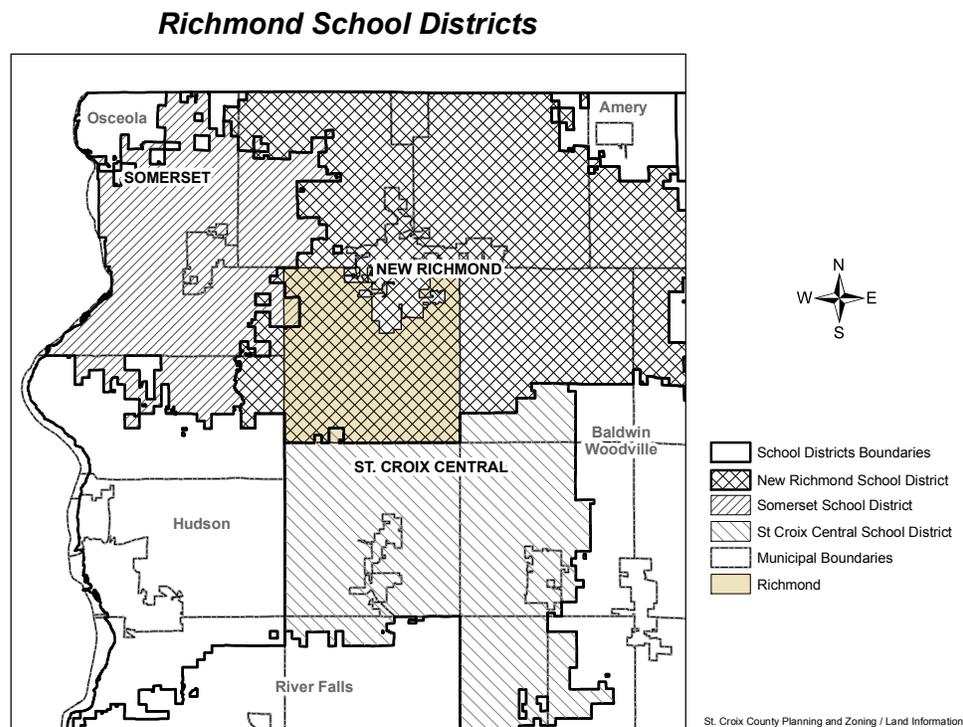
The Town of Richmond provides recycling drop-off services to residents in the towns of Erin Prairie and St. Joseph. The town also provides collection of bulky items, appliances, tires, etc. to all county residents.

Conflicting land use policies between adjacent towns can effect land use patterns and have desirable or undesirable effects. The Town of Richmond will review neighboring town plans and will share their town plan with neighboring towns. They will notify neighboring towns when major policy changes occur, and encourage neighboring towns to consider comprehensive planning and develop joint solutions to issues of mutual concern. Richmond and the neighboring towns have historically had good cooperation on road construction and maintenance costs and good relationships where concerns are discussed and resolved. The town expects these good relationships to continue.

SCHOOL DISTRICTS

The Town of Richmond is served by three different school districts, New Richmond, St. Croix Central and Somerset, as shown in the adjacent map.

In 2010 and 2011 New Richmond will complete expansion projects for new school facilities to meet growing enrollment. Construction of the new high school was completed for the 2010-2011 school year and remodeling of the old high school into a middle school will be completed by 2011.



Somerset will need additional capacity in the next five years but expansion plans are on hold due to funding costs and concerns. St. Croix Central anticipates it will not need additional facilities in the near future. The school districts and town officials need to stay in contact regarding land use decisions and their impacts on school growth. The town needs to initiate this communication and make this comprehensive plan available to the school districts. The town should also work with the schools to encourage multiple uses of school facilities for town residents.

School district boundaries cannot be changed without approval from both school districts and school boards and the Wisconsin Department of Public Instruction.

WEST CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION

The West Central Wisconsin Regional Planning Commission (WCWRPC) located in Eau Claire serves all of St. Croix County. The WCWRPC provides a variety of services to local governments including preparation of town plans, plan and ordinance amendments and special studies. The town would continue to work with and support the regional planning commission when applicable.

STATE OF WISCONSIN AGENCIES

Various Wisconsin agencies including UW-Extension, Department Of Transportation, Department of Natural Resources, Department of Industry Labor Human Relations, Department of Ag Trade & Consumer Protection, Department of Administration, Department of Commerce and others provide services or have land or highways in the Town of Richmond. The town will continue to work with and support these agencies when applicable.

ANNEXATION

Annexation is the process that transfers unincorporated territory from towns to cities and villages. It is a landowner-driven process. Landowners often seek annexation to obtain sewer and water or other municipal services not available in the town, but there may be other reasons as well. Wisconsin statutes authorize a number of different annexation methods. Annexation by *unanimous approval* and by *one-half approval* are the most common of these methods.

In Wisconsin, cities and villages cannot initiate annexations. Town landowners have to petition for annexation; then cities and villages have to determine whether or not they are willing to annex those parcels. Towns may object.

If towns are concerned about annexations, the towns should study why residents decide to petition for annexation:

- Do residents want services the town is unable to provide?
- Does annexation increase the marketability and value of their property?
- Is the annexing municipality more willing than the town to address their concerns?
- What other issues are involved?

Once the issues have been identified, a town needs to determine what measures it can, and is willing, to take to address them. Alternative dispute resolutions, boundary agreements, shared tax revenue, or other forms of intergovernmental agreement can be pursued by the town to protect boundaries from annexation. Likewise, an effort must be made to educate residents about the benefits and downfalls of annexation.

For further information please see the state website on municipal boundary review: <http://doa.wi.gov/municipalboundaryreview/>. This website has numerous resources on annexation and other types of boundary review. Such as:

- *Municipal Data System*, an online database of annexation petitions and ordinances, including information on the annexee and annexor municipalities, the size, location, population, and date of the annexation. Also included are images of the submitted annexation documents, such as the scale map. The Municipal Data System is available at <http://municipaldata.wisconsin.gov>.
- *A Basic Introduction to Municipal Annexation*, a brief overview of annexation law and process developed by the Department of Administration.
- *Annexation Fact Sheet (1995)* by the University of Wisconsin Extension - Local Government Center. The fact sheet provides an overview of the annexation process and methods.

INTERGOVERNMENTAL COOPERATION GOALS, OBJECTIVES & POLICIES

Goal: Continue and enhance mutually beneficial relationships promoting coordination and cooperation with neighboring towns, St. Croix County, and the State of Wisconsin.

Objectives:

1. Continue to promote, utilize and coordinate shared public services through agreements where such agreements provide efficient, effective and improved public services at lower costs.
2. Maintain and enhance communication with neighboring towns and St. Croix County, in order to identify and resolve potential conflicts.
3. Create partnerships and utilize intergovernmental agreements when appropriate to achieve Richmond's goals, objectives or policies as outlined in this plan.
4. Work with other local governments, state agencies, school districts, etc. on land use and community development issues of mutual concern and to develop and enforce appropriate land use regulations to maintain rural residential quality.
5. Engage in and support processes to resolve conflicts between the plans of the town and other governments with overlapping jurisdiction.
6. Work with neighboring municipalities to resolve issues and other conflicts that exist or may develop.
7. Coordinate multi-jurisdictional (town, village, city, county, state) transportation system improvements and maintenance in the Richmond area.



The new high school is located in the City of New Richmond on the edge of the town. It will be important to coordinate road connections and future land uses in this area with the school district and city. Photo by Shawn Demulling.

Policies:

1. Provide a copy of this comprehensive plan to all surrounding local governments and encourage the City of New Richmond, St. Croix County and other interested governmental units to consider this plan's policies and recommendations in making future decisions about land use within or affecting the town.

2. Work with St. Croix County, adjacent cities, villages and towns; the regional planning commission; and state and federal agencies to identify and resolve actual and potential conflicts between the town plan and other plans through open dialogue, cooperative initiatives and amendments to the Town of Richmond Plan where appropriate.
3. Work with surrounding communities to encourage an orderly, efficient land use pattern that preserves farming and natural resources and minimizes conflicts between urban and rural uses.
4. Pursue the provision of joint services with the City of New Richmond and neighboring municipalities when it will result in better services and/or cost savings.
5. Contract with neighboring municipalities for emergency ambulance and fire services for town residents.
6. The town will stay aware of school building facility issues and encourage residents to use school facilities for public meetings and recreation when appropriate.
7. Continue to work with the villages of Roberts and Somerset, City of New Richmond, St. Croix County, state agencies and local organizations to develop, provide and support recreational facilities and opportunities and library services within the town and in neighboring communities.
8. Work with St. Croix County and state agencies to promote the proper approval process, placement and monitoring of new on-site wastewater systems and water wells, appropriate maintenance and replacement of failing older systems and wells as a means to protect public health and ground water quality.
9. Work with and through St. Croix County to expand education, information, special collections and related services for the county recycling and hazardous waste programs.



The Town of Richmond works with St. Croix County and state and federal agencies to require permits and enforce regulations. Photo by Shawn Demulling.



Richmond's recycling center serves town residents but also residents in neighboring towns and throughout the county. Photo by Shawn Demulling.

Continue to provide the town hall site as a collection location for white goods, appliances and tires for all county residents.

10. Utilize St. Croix County Sheriff's Office for law enforcement.
11. Work with the Wisconsin Department of Transportation (WisDOT) to ensure that the Town of Richmond's transportation system is coordinated with surrounding systems and that Richmond's interests are well served when major transportation facility improvements are proposed and constructed.
12. Communicate and work with WisDOT, St. Croix County, landowners and private



The Business 64 interchange on the north edge of the Town of Richmond will need land uses coordinated with neighboring municipalities. Photo by Shawn Demulling.

developers on corridor preservation projects: limit development and access along State Trunk Highways 64 and 65 to help preserve them as throughways and scenic image corridors. Do not limit access over or under those highways.

13. Designate specific town and county roadways for bicycle

traffic and improve designated bicycle routes with wide, signed shoulders or off-road bike paths, based on the Future Bike System map. These changes would provide a coordinated system of bike routes to access the City of New Richmond, villages of Somerset and Roberts and park and school system serving town residents.

14. Work with the City of New Richmond and the Multi-Purpose Pathway Committee to coordinate and sign bicycle/pedestrian routes into and out of the City of New Richmond.
15. Consider working with the City of New Richmond and the New Richmond Airport Commission to obtain a seat on the Commission for a resident from the Town of Richmond who lives within the Airport's zone of influence and can represent the interests of those residents and property-owners.
16. Encourage St. Croix County to continue to provide transportation services for elderly and disabled residents.
17. Work with the villages of Roberts and Somerset and the City of New Richmond to encourage high density residential, commercial and industrial development requiring a higher level of services to locate in these municipalities. Encourage business types which will benefit all the communities.
18. Consider working with St. Croix Economic Development Corporation to assist in locating potential new businesses.

19. Work together with private landowners and government agencies to clean up contaminated sites that threaten the public health, safety and welfare.
20. Work with St. Croix County on the St. Croix County Animal Waste and the Zoning ordinances to improve relationships and operations between large-scale farms and nearby existing residences.
21. Encourage St. Croix County to study a voluntary purchase of development rights program.
22. Support the Willow River Watershed Plan and the Ten Mile Creek projects to protect and improve the water quality in the most impacted watersheds, especially the Willow River.

23. Coordinate and work with other governmental and private agencies such as the Willow River Rehabilitation District, WDNR, Western Prairie Habitat Restoration Area and U.S. Fish &



U.S.F.W. Service headquarters for the St. Croix Wetland Management District is located in the Town of Richmond. Photo by Shawn Demulling.

- Wildlife Service to protect natural resources, especially those that cross political boundaries such as rivers.
24. Cooperate with the State Historical Society, St. Croix County, surrounding communities and local agencies on a comprehensive survey of historic and archeological resources in the town.
25. Support the New Richmond Preservation Society as a local repository for historical materials; also encourage residents to donate items to the historic materials repository that the society maintains.
26. Support St. Croix County and other units of government land use regulations that are intended to manage incompatible land uses. Work with the county to enforce property maintenance codes to maintain rural residential quality and appearance.