

# INTERGOVERNMENTAL COOPERATION ELEMENT

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## General Overview

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Coordination and cooperation among the many units of government at all levels is a very important goal. Yet, there are instances where the actions of one governmental unit may possibly negatively affect another unit as in the case of annexation, creation of a tax increment financing (TIF) district or certain transportation improvement projects, to name just a few. In such instances, it is important for the various units of government to strive for consensus to the mutual benefit of all involved. In the absence of this, financial and human resources can be wasted with little result. More importantly, intergovernmental conflict can foster a negative attitude toward all governmental units. Even where conflict does not exist, cooperation between local units of government can often provide more or different services at a lower cost to taxpayers.

## Objective of Element

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The intent of this element is to briefly identify those governmental units that the Town and Village may affect or interact with relative to this comprehensive plan and its implementation (Exhibit H-1). Also, existing intergovernmental agreements, if any, are identified and briefly described. Finally, this element is intended to identify existing or potential conflicts with other governmental units. All of this is intended to lay the foundation for goals, objectives and policies that will maintain existing relationships and foster more cooperation in the coming years.

**Exhibit H-1. Basic Objectives of the Intergovernmental Cooperation Element**

- Identify and describe the roles of other governmental units.
- Identify problems and opportunities.
- Develop goals and objectives that will continue existing intergovernmental coordination and cooperation and create new areas for cooperation.

## Review of Other Governmental Units

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### County Government

The town of Randall and the village of Twin Lakes are located in Kenosha County. The County was created in 1850. It includes roughly 273 square miles. There are 5 incorporated communities (not including Genoa City) and 7 Towns. The city of Kenosha is the county seat. The Kenosha County Board of Supervisors consists of 28 members.

There are 54 departments, divisions, services, centers, commissioners, officers and other entities in the County system. There are 9 County Board Committees made up of County Board members. The County is further advised and administered by 34 advisory committees consisting of Board members, employees and appointed citizens.

### **Cities and Villages**

Within Kenosha County, there are 4 villages including Paddock Lake, Pleasant Prairie, Silver Lake and Twin Lakes. Pleasant Prairie is the most populous with over 17,077 residents followed by Twin Lakes with over 5,218 residents. A very small part of Genoa City is located in Kenosha County, but the majority of Genoa City is situated in Walworth County. It is technically the 5<sup>th</sup> village and the 6<sup>th</sup> incorporated area. The area of Genoa City extending into Kenosha County is in this program's planning area. The city of Kenosha is the only city in the county. It is considered a city of the second class and has a population of over 91,853.

### **Towns**

There are 7 towns within the county: Brighton, Bristol, Paris, Randall, Salem, Somers and Wheatland. The town of Randall is of course part of this program, while the village of Twin Lakes' extraterritorial area extends a short distance into the town of Wheatland. The Towns of Salem exceeds 10,408 and Somers exceeds 9,074 in population. The population in Randall exceeds 3,072 residents. The high population counts in the towns are related to the towns' proximity to the city of Kenosha and the occurrence of lakes in their jurisdiction.

### **Regional Planning Commission**

Within Wisconsin, there are 9 Regional Planning Commissions (RPCs), which are formed by executive order of the Governor. All but 5 counties in the state – Columbia, Dodge, Jefferson, Rock and Sauk – are served by a RPC. They provide planning assistance on regional issues, assist local interests in responding to state and federal programs, act as a coordinating agency for programs and activities, and provide planning and development assistance to local governments.

The Southeastern Wisconsin Regional Planning Commission (SEWRPC) provides services to 7 counties in the area including: Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington and Waukesha. Its office is located in the city of Waukesha. SEWRPC is by far the most active and productive of the RPCs in Wisconsin. It is providing plans and studies to be used in this program.

### **School Districts**

The town of Randall and the village of Twin Lakes are served by 3 school districts: Twin Lakes District #4 K-8, Randall Consolidated District K-8 and Wilmot Union High School. These school districts are located in Cooperative Educational Services Agency number 2, which has its offices located in Milton.

### **Drainage Districts**

There are no drainage districts in the Town or Village.

### **Other Districts**

The Powers Lake Management District, the Tombeau and Lake Benedict Lake Management District and the Twin Lakes Lake Management District are entities needing to play a role in this planning effort.

### **Illinois Entities**

Adjacent to the south boundary of the Town and Village a number of governmental units will play a role in the future development of this area. The regional planning commission is the Northeastern Illinois Planning Commission (NIPC). The Township of Antioch in Lake County and the Townships of Richmond and Burton in McHenry County share a border with the Town and Village. The village of Spring Grove, in McHenry County Illinois is also expanding northward toward the Wisconsin border. Similar to Genoa City, they could also pose an annexation threat to the town of Randall.

### **Wisconsin Department of Transportation**

The Wisconsin Department of Transportation (WisDOT) is geographically organized into 8 district offices throughout the state. Kenosha County is situated in District 2, along with the other 6 counties located in SEWRPC. Its offices are located in the city of Waukesha.

As noted in the Transportation Element, WisDOT has recently completed or is nearing completion on a number of statewide transportation planning projects. These documents were reviewed to understand how these efforts would directly or indirectly affect the provision of transportation services in the area. The SEWRPC regional Transportation Plan will reflect the state plan.

### **Wisconsin Department of Natural Resources**

The Wisconsin Department of Natural Resources (DNR) is organized into 5 geographic regions. Kenosha County is located in the Southeast Region, along with 6 other counties.

The DNR has been very successful over the years in working with local governments to establish recreational trails throughout the state. The *State Recreational Trails Network Plan* (draft) was reviewed to identify existing and proposed trails in the region.

## **Intergovernmental Cooperation**

The Town and Village have developed several cooperative agreements for mutual aid for fire and rescue services.

The Town and Village have an agreement with the village of Pleasant Prairie for Real and Personal Property Assessment Services. The Town has an agreement with the town of Salem and the Salem Sanitary District to install a private sewer main to serve Gander Mountain and homes located in the Town adjacent to the sewer main.

The Village and Town now share library services with the library building located in downtown Twin Lakes.

The Town and Village are currently cooperating in the Smart Growth Comprehensive Planning program.

The Village and Town do not currently have a cooperative boundary agreement adopted pursuant to state statutes (§66.023).

## **Existing or Potential Areas of Intergovernmental Conflict**

The village of Twin Lakes exercises extraterritorial land division authority beyond its municipal boundaries. Town residents are often unaware they need to also get Village approval for their land divisions within the Village's extraterritorial area. This generally leads to confusion resulting in unnecessary conflict for everyone involved. Better communication will help with this problem.

As the Village and Town continue to grow in the coming years, it would be very beneficial for both to develop a boundary agreement that defines areas for Town and Village growth. This will create certainty and help to implement the plans developed as part of this program.

Another area of potential conflict would be the maintenance and growth of the two K-8 school systems.

The Village has a state approved sewer system to serve its sewer service area. Within the Town are 2 sewer areas. The 1 associated with Wilmot has a sewer system, while the 1 at Powers Lake does not.

The Village and Town have fire departments in need of maintenance and expansion. With their relatively close proximity, there may be opportunities to share services.

The fact the Village and Town are working together on this multi-jurisdictional planning effort will help to reduce conflict. Representatives from the other government jurisdictions need to be included and participate in this effort to promote better understanding and cooperation. Likewise, representatives from the Village and Town need to be involved in the plans of surrounding municipalities, as they are prepared in the future.

## Potential Areas of Intergovernmental Agreement

Areas of conflict listed above present an opportunity to become an area of agreement. In addition, the 2 communities have a potential to cooperate on other services than fire protection, planning and a library. Those services are:

1. Ordinance enforcement such as zoning, land division, building code, traffic, etc.
2. Police protection.
3. Emergency medical response.
4. Hazardous materials response and rescue services.
5. Dispatch systems for police, fire and emergency medical services.
6. Employee services, such as building inspectors, clerks, attorneys, mechanics, engineers, assessors, zoning administrators and planners.
7. Recycling, landfills, solid waste collection.
8. Road and street construction and maintenance, including snow removal, mowing, patching, signage and grading.
9. Property tax collection.
10. Employee pension plan.
11. Liability insurance pools.
12. Street cleaning.
13. Municipal court.
14. Personal property tax collection.
15. Buildings for meeting space, storage, administrative offices and equipment, etc.
16. Economic development.
17. Recreational programs and facilities.
18. Maintenance of grounds, vehicles, buildings, etc.
19. Transit systems.
20. Storm water management.
21. Acquisition of parks and open space.
22. Housing.
23. Animal control.
24. Emergency management.
25. Public health.
26. Historical resources.
27. Elections.
28. Mapping.
29. Cemeteries.

- 30. Airports.
- 31. Training personnel.
- 32. Cooperative purchasing.
- 33. Purchasing and owning equipment.
- 34. Sewer and water.

### **Goals, Objectives, Policies and Recommendations**

The goals, objectives, policies and recommendations for this element are found in Chapter B.