

## **CHAPTER 9**

### ***Intergovernmental Cooperation***

#### **Introduction**

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 City of Cornell and other municipalities, agencies and others; identifies existing and potential conflicts and offers processes to resolve conflicts and build cooperative relationships.

#### **Survey Results**

Over 90% (129 answers) of the respondents rate the emergency services from fair to excellent.

Rate the Following Emergency Services...	Count	Percent
Excellent	88	61.5%
Fair	41	28.7%
Poor	9	6.3%
Not Sure	5	3.5%
	143	100.0%

#### **Considerations for Cooperation**

It is estimated that 75% of governmental units engage in some sort of cooperation with at least one other governmental unit. Intergovernmental cooperation provides the City an opportunity to work with adjacent and other influential governmental units on a number of issues. The City of Cornell may want to take the opportunity to do the following:

- Identify areas of common interest
- Consider the impacts of City actions on adjacent Towns
- Anticipate the effects on your community of actions taken by neighbors
- Minimize potential conflicts before they arise
- Make the Comprehensive Plan consistent with Zoning Code, Shoreland and Wetland Zoning, Official Map, and Subdivision Code.

There are a number of benefits when considering cooperative efforts between municipalities. Intergovernmental cooperation benefits may include the following: cost savings through economy of scale, availability of additional services, ability to address regional issues, and meet the consistency requirements.

## **Units of Government Influence on Cornell**

The first step in coordinating cooperation between various municipalities is to identify the adjacent municipalities and some of their existing plans. The City of Cornell abuts two municipal units of government, the Towns of Cleveland and Estella. The following is a list of plans those units of government may have or are working on:

### Chippewa County

- Town of Cleveland
  - Comprehensive Plan is in progress
  - Subdivision Regulations
  - Junk or related nuisance ordinance
  - Animal control ordinance
  - Cell tower ordinance in progress
- Town of Estella
  - Comprehensive Plan is in progress

## **School District**

The City of Cornell lies within the Cornell School District. Both the District and the schools within the District were discussed in this Comprehensive Plan in the Utility and Community Facilities Chapter. The City has an active interest in the success of the schools and therefore would like to see that the schools continue to remain within the community. The entire City rests in the Cornell School District and the school facilities are open to the public.

## **Chippewa Valley Technical College**

The Chippewa Valley Technical College (CVTC) has five campuses located throughout West Central Wisconsin. The Chippewa Falls Campus is the closest to Cornell and offers Associate Degrees, Technical Diplomas, certificates, as well as opportunities to complete many general education credits needed for graduation.

## **University of Wisconsin System**

The University of Wisconsin system of public universities consists of two doctoral research universities (UW-Madison and UW-Milwaukee), eleven comprehensive universities, thirteen two-year colleges, and the Statewide UW-Extension system.

West central Wisconsin is particularly blessed with three comprehensive universities, being home to UW-Eau Claire, UW-Stout (Menomonie), and UW-River Falls (see Table 9-1). Of the thirteen University of Wisconsin colleges in the State offering associate's degrees, UW-Barron County located in Rice Lake

is the only one located in west central Wisconsin. Residents may also access associates-degree programming via the Internet based UW Colleges Online.

University of Wisconsin-Extension partners closely with county governments to provide supportive services to all residents, businesses, and governments. This is a very active expression of the “Wisconsin Idea”, which is a philosophy that the University of Wisconsin System is a partner in improving the quality of life of all Wisconsin residents through education.

Table 9-1 – Local Colleges

Campus	1998-99 Enrollment	2007-08 Enrollment	% Change	Distance from Cornell
UW-Eau Claire	10,852	10,854	0.02%	42 miles
UW-Stout	7,731	8,477	9.65%	57 miles
UW-River Falls	5,617	6,452	14.87%	100 miles
UW-Barron County	491	606	23.42%	50 miles

Source: West Central Wisconsin Conditions and Trends Report, Cedar Corporation

**University of Wisconsin - Eau Claire**

UW-Eau Claire is a public university located on the banks of the Chippewa River that was founded in 1916. The average class size is 28 students. The University offers about 80 undergraduate degree programs and 14 graduate programs, providing study opportunities in a wide range of majors and minors. Some of the majors include accounting, chemistry, business administration, nursing, physics, and social work. The University is approximately 30 miles from Cornell.

**University of Wisconsin - Stout**

UW-Stout was founded as an experiment in industrial education back in 1891. Subjects taught include business, industrial management, technology, education, human development, and art and design. Average class size is 29 students for lecture sessions and 21 for laboratory sessions. Faculty and academic staff teach more than 99% of the course sections. Less than 1% of classes are taught by teaching assistants. UW-Stout is approximately 57 miles from Cornell.

**University of Wisconsin - River Falls**

The University of Wisconsin – River Falls (UWRF) provides undergraduate, graduate and continuing education courses which support the fine arts, liberal studies, technology, business and industry. The City of Cornell is almost 100 miles from the River Falls campus.

**University of Wisconsin – Barron County Extension**

UW-Barron County offers extensive academic programs for those interested in pursuing two-year degree options, as well as those who wish to transfer to a four-year institution down the road.

## **County and Regional Government Units**

- Chippewa County
- West Central Wisconsin Regional Planning Commission
- UW-Extension Local Government Center

Chippewa County has a number of plans and ordinances that may have an influence on future growth in the City of Cornell. Some of the plans below were a coordinated effort between Chippewa County and West Central Wisconsin Regional Planning Commission. The following is a list of the various plans developed by Chippewa County:

- Chippewa County Outdoor Recreation Plan
- Chippewa County Existing Conditions and Trends Report
- Official Mapping
- Shoreland and Wetland Zoning
- Floodplain Ordinance

One of the more recent cooperative efforts includes the development of the Existing Conditions and Trends Report. This project was made possible by a Department of Administration Comprehensive Planning Grant award. This report was written by the West Central Wisconsin Regional Planning Commission and includes information supplied in part by Chippewa County. The report was then shared with all the municipalities within Chippewa County to assist with the development of each community's comprehensive plan.

The UW-Extension Local Government Center is a cooperative effort of the Wisconsin Towns Association, Wisconsin Counties Association, League of Wisconsin Municipalities, county UW-Extension offices, and the University of Wisconsin System. Through workshops, documents, teleconferences (WisLine), and other such outreach, the Local Government Center provides educational programs for local government officials. The Extension office in Chippewa County is located in Chippewa Falls.

## **State Agencies**

- Wisconsin Department of Natural Resources
- Wisconsin Department of Transportation

The Wisconsin DNR is often the regulatory agency that is responsible for the protection and sustained management of woodlands, waterways, animal habitat and other natural resources. The DNR worked with the City to develop the bike trail that connects the Old Abe Trail to the Brunet Island State Park. The Cornell Police Department often patrols the State Park and rangers often assist the City when the need arises.

If the City needs a new well, the State-owned land may be the most feasible location to cite one. If that happens, the City will need to work together on an agreement for a possible future well location.

The Wisconsin Department of Transportation is responsible for maintaining and improving U.S. Highway 27, 64, and 178, the main highways through the City. For this reason, cooperation and communication between the City of Cornell and the Wisconsin DOT are extremely important for the development of the City. The City is responsible for snow removal along the curb and maintaining the parking area along the highways that run through the City.

### **Existing City Plans and Implementation Tools**

The City does have an existing Code of Ordinances as well as official mapping, zoning, and subdivision regulations.

The City also has a Safe Routes to School Plan developed in 2008 that describes future plans for the City's transportation improvements related to pedestrian and multi modal facilities. The City's Outdoor Recreation Plan 1994 – 2003 will need to be updated.

Below is a list of ordinances that the City currently has:

- Manufactured/Mobile Home Park Standards
- Junk or Related Nuisance Ordinance
- Animal Control Ordinance

### **Current Agreements and Cooperative Efforts**

Intergovernmental agreements can be as simple as sharing information to something more complex such as entering into contracts to provide services. The City of Cornell recognizes the benefits of working with the surrounding communities and government agencies and is currently engaged in the following agreements:

**Fire/Rescue:** The Cornell Area Fire Department provides protection for the City and protects approximately 6,500 people in an area of over 267 square miles. The coverage area consists of the City of Cornell and all or parts of the following Townships within Chippewa County: Arthur, Birch Creek, Cleveland, Colburn, Eagle Point, Estella, Lake Holcombe, and Ruby.

**Emergency Medical Services:** Cornell Area Ambulance Inc., which consists of the City of Cornell and all or parts of the following Townships within Chippewa County: Arthur, Birch Creek, Cleveland, Colburn, Eagle Point, Estella, Lake Holcombe, and Ruby. The EMS service consists of 21 paid volunteer EMTs. They receive an average of 400 calls per year and have three ambulances. They have up to date equipment and facility and are purchasing a new cardiac monitor

that can transmit information to the hospital. The Cornell Area Ambulance Inc. takes patients to the following hospitals: Luther Midelfort and Sacred Heart in Eau Claire; St. Joseph's in Chippewa Falls; the Bloomer Medical Center; Rusk County Memorial Hospital; and, occasionally to Our Lady of Victory Hospital in Stanley. The ambulance station is located at 412 South 3<sup>rd</sup> Street in Cornell.

**Cornell Public Library:** Library services are found in the City. The Cornell Public Library is part of the Indianhead Federated Library System. The library is open to City and surrounding area residents and has a total service population of over 3,000, many that live outside the City and in adjacent Towns. The Cornell Public Library is part of the WISCAT system that is an online catalog of Wisconsin library holdings. The library is located at 117 North 3<sup>rd</sup> Street near downtown Cornell and is housed in the original village hall that was built in 1928. The City has its own budget for the library and therefore is exempt from the County library tax.

**ATV Trail:** The City has worked extensively to designate appropriate ATV routes within the City that hook up with the rural routes that reach the City Limits from the Town of Estella. These rural routes can then be used to reach Holcombe and other County routes.

## **SWOT Exercise Results**

### **Strengths**

- Emergency Services
- Proximity to higher education
- DNR – with respect to parks
- State Park – police and ranger cooperation
- City provides police protection to neighboring Towns in an emergency
- County provides police services to City residents if needed
- The local EMS buildings are in the City making response times lower to City residents

### **Weaknesses**

- Lack of funding for schooling
- Lack of resources for future development
- Limited opportunities for cooperation

### **Opportunities**

- Work with nearby entities to expand and maintain recreational opportunities including the following: Brunet Island State Park, Old Abe Multi-use Trail, Scenic River Road – State Highway 178, Ice-Age Trail, fishing and boat landings, Historical Wood Stacker, Visitors' Center/Native American Museum, 5 nearby golf courses (Holcombe (2), Cadott, Bloomer, and Ladysmith), annual events:

Bluegrass Jamboree, Rendezvous, Fair, Country Fest, 4<sup>th</sup> of July with fireworks and street dance, Rock Fest, Car Show, Softball Tournament, Pork 'N' the Park, Polka Fest, Rodeo.

**Threats**

- Not cooperating with other communities and agencies
- Lack of proper communication

**Future Cooperative Opportunities**

Being bordered by the Towns of Estella (east) and Cleveland (west) the City may want to consider extraterritorial authority for portions of both Towns in the future. The City has the ability to plan out 1.5 miles from their municipal boundary limits. Working together now sets up the possibility of working on other cooperative efforts such as plat review and extraterritorial zoning.

The City may want to consider developing cooperative boundary agreements with both Towns so future growth and development can be directed and agreed upon in a cooperative effort.

There may be tasks in the future that will require collaboration between the City of Cornell and its adjacent municipalities. Some of these efforts will cross multiple boundaries because they are related to environmental conditions in the area:

- Watershed Studies
- Stormwater Management Plans
- Farmland Preservation
- Multi-modal Transportation Planning
- Natural Resource Plans
- Mass Casualty and Evacuation Plans
- Work with the DNR for the future citing of a City well

**Potential Future Cooperative Efforts**

As the City of Cornell grows, the potential exists to have an impact on the Towns of Estella and Cleveland. It is important for the City to work with these communities so future development will be acceptable to all entities involved. One way to achieve agreeable results for future planning is to develop a joint committee, members from each municipality, that meet on a quarterly or semi-annual basis to discuss these issues. Any potential future conflicts should be presented at the joint meeting.

**Benefits to Agreements**

The City of Cornell has a lot to gain by being actively involved in intergovernmental cooperation. Some of the benefits are cost savings,

emergency preparedness, consistency, reduction in litigation, addressing regional issues, and having foresight in understanding future needed services.

### **Possible Conflicts**

There are three potential conflicts that were identified during the development of the Comprehensive Plan. These include the potential of not being able to mitigate the wetlands in the airport industrial park, contamination issues if the City Shop site is reclaimed, and annexation of land from the neighboring Towns. At this time these are not issues, but these issues have the potential to raise conflicts.

### **Conflict Resolution**

When conflicts arise, it is important to address them in a manner that produces mutual understanding of the issues and creates an atmosphere under which the conflicts can be resolved successfully. The City may want to consider holding joint meetings with neighboring governments and agencies to resolve future conflicts. Initial guidance may come from the City's Plan Commission or City Council.

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

**Goal 1: Encourage adjacent government units to work together to achieve the goals of this Comprehensive Plan.**

#### **Objectives**

1. Share services when it is possible and feasible for both the City of Cornell and neighboring municipalities.
2. Establish agreements with adjacent municipalities that will benefit all parties involved.
3. Encourage adjacent government units to adopt and implement consistent residential development standards, policies and review practices.
4. Provide services in a cost effective manner.

#### **Policies**

1. Promote open communication with adjacent government units.
2. Consider developing a consistent Park Plan among the neighboring municipalities in order to get the most efficient use out of the existing facilities.
3. Investigate opportunities for future cooperative agreements.
4. Update and maintain City of Cornell website.
5. If need arises, develop a joint meeting committee with the Towns of Estella and Cleveland.
6. Provide a copy of this comprehensive plan to all surrounding or nearby local governments.



*City of Cornell Comprehensive Plan 2009-2029*

7. Apply for available grants to provide equipment and training to reduce costs of providing City services.