

## Chapter 8

# Intergovernmental Cooperation

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### Summary

- Intergovernmental agreements allow the Village to realize costs savings by sharing equipment or materials.
- Land use planning with adjacent communities addressing development along borders helps avoid conflicts.
- Intergovernmental cooperation provides opportunities for mutual understanding and respect.

### Introduction

Cooperation among 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 Village of Bellevue Comprehensive Plan. As Bellevue develops and redevelops over the next 20 years, it is important for the Village to work with the school districts, surrounding communities, Brown County, the state, and other units of government. Working cooperatively is especially important since many issues do not recognize municipal boundaries.

The purpose of the Intergovernmental Cooperation chapter is to analyze the existing relationships the Village has with other units of government and to identify methods of working cooperatively toward the goal, objectives, and recommendations identified in the Comprehensive Plan.

### Analysis of Governmental Relationships

#### Green Bay Area Public School District and the Unified School District of De Pere

As the Green Bay Metropolitan Area grows, school enrollment will increase and eventually there will be a need for new or expanded schools. Currently, students in Bellevue attend schools in the Green Bay Area Public School District or the Unified School District of De Pere. The McAuliffe Elementary School is the only school located in Bellevue and serves grades 4K–5 with approximately 525 students. Expansion of the Elementary School or any proposed new schools in the Village will provide an opportunity for the Village to work with the relevant school district to provide input on site plans and future growth needs. The Green Bay Area Public School District already owns some additional land located at the intersection of Verlin and Guns Road, adjacent to Willow Creek Park.

## **Adjacent Communities**

### **All Communities: Green Bay Metro Fire Department**

On January 1, 2021, the Village of Bellevue Fire Department consolidated with the Green Bay Fire department to be part of the Green Bay Metro Fire Department (GBMFD). This action by the Village Board followed several months of research and analysis and will result in improved service levels, and control on service delivery costs. Occasionally there are emergency calls that the Fire Department will need to request additional help from surrounding communities. When this happens, the department will utilize the Mutual Aid Box Alarm System (MABAS). This system is in place throughout a vast majority of the Counties within the State including Brown County. MABAS provides communities experiencing large scale emergencies with much needed equipment and personnel during large emergency incidents. Bellevue should monitor its fire protections services and work with the GBMFD and other communities as necessary to ensure proper levels of protection.

### **City of Green Bay**

Bellevue has many informal agreements with adjacent communities including the City of Green Bay. Currently, the Village and City work together on road maintenance and snow plowing along its borders. Both municipalities also share equipment when needed.

Other arrangements between Bellevue and Green Bay (such as the appointment of a joint land use planning committee to address development compatibility along and near their boundary) should be considered in the future to avoid land use conflicts.

### **Village of Allouez**

The Villages of Bellevue and Allouez (and the City of De Pere) have previously discussed ways for the communities to obtain funds to build a bicycle/pedestrian bridge over the East River near Lebrun Street that will enable people on both sides of the river to easily access the picnic areas in Bellevue, the East River Trail in Allouez and De Pere, and other existing and planned attractions. In the past, Bellevue and Allouez have also cooperated to develop portions of the East River Trail (including the East River bicycle/pedestrian bridge) and other park and recreation projects.

In the future, Bellevue and Allouez should continue to work on obtaining funds to build a bicycle/pedestrian bridge over the East River at/near Lebrun Street. The two communities should also continue sharing equipment between the Public Works Departments and explore other arrangements that could help to enhance services.

### **Town of Ledgeview**

Bellevue has several cooperative arrangements with Ledgeview that include snow plowing, road maintenance (both in areas along or near its boundary), a sewer and water agreement, and equipment sharing. There are also opportunities to discuss methods of developing compatibly along and near their border (particularly near the I-43/CTH MM interchange and along the CTH GV corridor).



Bellevue and Ledgeview should continue to discuss issues that could arise and should consider developing additional agreements in the future if the arrangements will provide an equivalent or higher level of service at a reasonable cost.

### **Town of Eaton**

A common concern of Townships that border growing cities or villages is that they will slowly lose land and tax base to the adjacent municipality through annexation. Currently, the amount of undeveloped land within the existing Bellevue boundaries is projected to be more than enough to accommodate the Village's growth over the next 20 years, so annexations will not likely affect Eaton during the comprehensive planning period.

Bellevue and Eaton have not had to address many issues that affect both communities in the past, and representatives from both communities do not believe that issues of mutual concern will arise during the 20-year planning period.

That being said, the communities should still contact each other to discuss road maintenance along and near their boundary, potential development projects near their border, and other issues that could arise during and beyond the planning period. The communities should also consider developing joint service agreements and/or sharing facilities such as the Village's yard waste/compost site in the future if the arrangements will provide an equivalent or higher level of service at a reasonable cost.

## **Other Entities**

### **Green Bay Metropolitan Planning Organization**

The Green Bay Metropolitan Planning Organization (MPO) is a federally-designated transportation planning agency for the Green Bay Urbanized Area that works with communities to coordinate the planning of various modes of transportation including transit service, streets, and bicycle trails. Green Bay's MPO is a component of the Brown County Planning Commission. The MPO also works with the Village each year to develop the Urbanized Area's Transportation Improvement Program (TIP), and the Village and MPO have worked together on several other projects in the past. It is recommended that the Village continue to work with the MPO during the 20-year planning period to develop and implement innovative approaches to transportation issues.

### **Central Brown County Water Authority (CBCWA)**

Bellevue became a member of the Central Brown County Water Authority (CBCWA) in 1998. The CBCWA is comprised of the communities of De Pere, Allouez, Bellevue, Howard, Lawrence, Ledgeview, and Denmark. Following the formation of the Authority, the group developed a partnership with the city of Manitowoc and Manitowoc Public Utilities (MPU) who now supplies fresh water from Lake Michigan to communities that comprise the CBCWA. Since these new systems currently meet the short- and long-term water needs of the Village, it is recommended that Bellevue continue to support and participate in the Central Brown County Water Authority.



## **NEW Water (brand of the Green Bay Metropolitan Sewerage District)**

NEW Water and Bellevue have cooperatively managed the wastewater needs of the community and region for several years. Over the next 20 years, the Village should continue to review the cooperative agreement with the GBMSD to ensure that the agreement addresses the community's needs as it grows.

## **Bay-Lake Regional Planning Commission**

The Bay-Lake Regional Planning Commission has served Bellevue for several years by enabling the Village to be eligible for federal Economic Development Administration (EDA) grants by including the Village in the Comprehensive Economic Development Strategy (CEDS) for the Bay-Lake region. This relationship will likely continue in the future and the Village should monitor opportunities to apply for EDA grant funding for various economic development initiatives.

## **Brown County**

The two Brown County departments that currently have the most significant presence in the Village are the Public Works and Sheriff's Departments.

### **Public Works Department**

Bellevue and the Brown County Public Works Department have worked together for many years to build and maintain the street and highway systems in the Village. Brown County works with local Public Works Directors to collectively bid common items within each community's Capital Improvement Plan (CIP) such as vehicles or equipment in order to obtain better bids. This partnership should continue as long as the financial and other benefits associated with this arrangement exist.

The Comprehensive Plan's Transportation chapter recommends that the Village continue to use roundabouts and other traffic calming techniques to maximize safety, efficiency, and accessibility for all Bellevue residents. Since the Brown County Public Works Department has jurisdiction over many of the major streets and intersections in the Village, it will be very important to cooperate with the department over the next 20 years to study and implement the street and intersection improvements. The Village should also work with the Public Works Department and Brown County Planning Commission to identify, plan, and implement projects that fit within the context of their surrounding areas.

### **Sheriff's Department**

The Village has contracted with the Brown County Sheriff's Office since 2002 to provide law enforcement services to the community. Bellevue currently has one full 24 hour shift patrolled by five Brown County Sheriff's Deputies in rotating shifts. The Village of Bellevue also has two "Directed Enforcement Officer" (DEO) positions (in addition to patrol staffing) whose responsibilities include finding long term solutions to reoccurring problems within the community through the use of community policing principals. Bellevue should continue to monitor the Village's law enforcement needs periodically to determine if additional service is necessary or arrangements with other law enforcement agencies may be more cost effective.



## **Brown County Plan Commission**

The Village uses a variety of services offered by the Brown County Plan Commission including the administration of Shoreland/Wetland Zoning and Floodplain Ordinances. The Village should continue to work collaboratively on planning and ordinance issues.

## **State of Wisconsin**

### **Wisconsin Department of Transportation (WisDOT)**

The Wisconsin Department of Transportation is responsible for the planning, maintenance, and construction of state highways. The Village's coordination with WisDOT on all transportation projects affecting it and its neighboring jurisdictions will be important during the planning period. For instance, WisDOT recently determined the alignment and connection of S. Huron Road (CTH EA) to I-43 which will now run straight south from the roundabout at WIS 29 to where current Wall Street intersects Main Street in the Town of Ledgeview. WisDOT plans to design the final segment this winter or next spring, but it is a shelf plan only and is not in the current funding cycle or identified in any near-term cycle coming up.

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

The Wisconsin DNR has awarded grants to Bellevue in the past to purchase land for parks and to construct trails. In the future, the Village should attempt to acquire additional grant funds through the DNR to improve recreational opportunities along the east side of the East River and elsewhere in the community.

The Village should also work with the DNR and the adjacent communities that are impacted by the East River to improve the river's water quality and increase recreational opportunities on and along it. In addition to these activities, the Village should consider teaming with Brown County to develop a more efficient method of meeting the minimum stormwater control measures. In the past, the Village has obtained funding from the WDNR for streambank stabilization projects and stormwater management facilities.

## **Intergovernmental Cooperation Goals, Objectives, and Recommendations**

**Goal 1:** To work with the surrounding communities, school districts, Brown County, Bay-Lake Regional Planning Commission, and State of Wisconsin to cooperatively plan and develop the Village and region in a way that provides mutual benefits.

### **Objectives**

1. Work with the Green Bay and De Pere School Districts to evaluate the future needs of the districts.
2. Work with the surrounding communities to resolve boundary issues, coordinate municipal services, and address other issues of mutual concern.



3. Continue to work with the surrounding communities, Brown County, and WisDOT to plan the highway corridors that serve the Village.
4. Participate in regular meetings with Departments of Public Works throughout the County. Identify conflicts with the surrounding communities and work with the communities and Brown County (Public Works, Administration, Planning Commission, etc.) as needed to resolve these conflicts.
5. Utilize the Village's extraterritorial review authority to ensure that development immediately outside of the Village limits is compatible with development within the Village.
6. Cooperate with the other metropolitan area communities and agencies to attract businesses to the area.
7. Continue to work with the surrounding communities and Brown County to develop an off-street trail system that serves the Village and region.

## **Recommendations**

1. Meet on an annual basis, prior to budget development, with representatives of the surrounding communities and government agencies to discuss methods of cooperation to help reduce operational costs, provide, or expand services (solid waste, recycling collection, equipment purchases, etc.), plan for parks and trails, and promote economic development.
2. The Village should continue to work with the Central Brown County Water Authority and City of Green Bay to maintain a long-term source of potable water and related infrastructure.
3. Continue to review the cooperative agreement with NEW Water to ensure that the agreement addresses the community's needs as it grows.
4. Formalize existing informal agreements to address issues related to purchasing, maintenance, and costs associated with these agreements.
5. Work with the Green Bay and De Pere School Districts to ensure new or expanded schools located in Bellevue are designed to comply with the Village's Bicycle, Pedestrian & Safe Routes to School Plan.
6. Continue to cooperate with Brown County, Advance, and the Bay-Lake Regional Planning Commission to develop coordinated strategies to enhance the economic vitality of the Village, Brown County, and the region as a whole.

