



11



INTERGOVERNMENTAL COOPERATION

BACKGROUND INFORMATION



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INTRODUCTION

The Intergovernmental Cooperation Background chapter analyzes the existing relationships between the City of Madison and other cities, villages and townships, school districts, Dane County, the University of Wisconsin and other State agencies, the Federal government, and other special purpose districts. The chapter describes existing agreements with other units of government and identifies existing and potential conflicts. The Intergovernmental Cooperation chapter in Volume II presents a series of objectives; policies and programs intended to achieve the City's overall intergovernmental cooperation goals.



The Capital City Trail in the Nine Springs E-way travels through several municipalities.

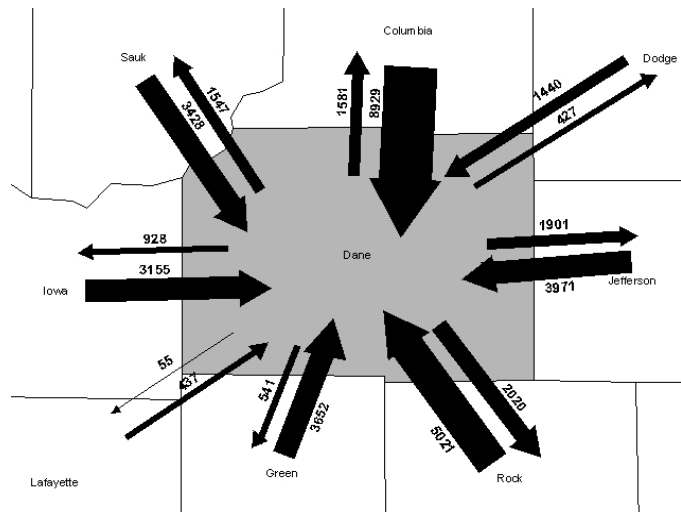
EXISTING RELATIONSHIPS AND CONFLICTS

The City of Madison is the State capital and Wisconsin's second largest city. Madison is the central city of a region characterized by distinct urban villages and cities and high quality farmlands and natural areas. The City of Madison is one of 60 municipalities within Dane County. The City shares common boundaries with eight towns, five cities, and three villages. The City is home to the University of Wisconsin-Madison, Madison Area Technical College, Edgewood College and other institutions of higher learning. Within the City, there are portions of seven public school districts.

The Intergovernmental Cooperation chapter of the City's Comprehensive Plan has been prepared, recognizing that there are several key existing conditions and trends, which will affect the quality of life of the future citizens of the City of Madison. These trends include:

- Continued regional residential decentralization.
- Continued "ex-urban" residential and non-residential development, which reduces the distinction between cities and villages and rural communities and contributes to the loss of farmlands and valued open spaces.
- Development of major new urban employment centers outside of the City of Madison.

- Concentration of a disproportionate share of the region’s lower-income population within the City of Madison.
- The City’s peripheral growth options continue to be constrained by increasing levels of development in adjacent towns, villages and cities.
- De-concentration of residential and employment growth coincide with significant increases in the level of automobile ownership, vehicle miles of travel, commuting into the metropolitan area for work and cross-commuting throughout Dane County, resulting in increasing stresses on transportation infrastructure.



Work Trips between Dane County and Adjacent Counties: 2000

Municipalities (Cities, Villages and Towns)

Madison is a growing community which borders 16 other municipalities, most of which are growing with more rapid rates of growth than the City of Madison. Issues related to growth and development, extension of services, jurisdictional boundaries, and service delivery are common. While the City has been able to address many issues through ongoing discussions with its neighbors and by entering into intergovernmental agreements and cooperative plans, significant issues still exist with some neighboring communities. The City of Madison municipal boundary in relation to all adjoining villages, cities and towns is shown on Volume I, [Map 11-1](#).

Incorporated cities and villages increase their size by annexing lands from unincorporated adjoining towns. Although this is a normal and accepted process under State law and has been occurring for many decades, it is still a source of conflict and confrontations between adjoining municipalities. The City of Madison has adopted plans and policies that reflect its commitment to orderly development and the sequential extension of City services. The City uses its regulatory powers, both within the City and its extraterritorial jurisdiction to enforce these policies. In some cases, urban development proposals in towns adjacent to the City are rejected in areas where the full range of urban services cannot be provided and where development is premature and unplanned. Application of the City’s extraterritorial plat review jurisdiction continues to be a source of conflict with neighboring towns.

The City has successfully addressed boundary issues with most of its adjoining cities and villages. City growth and annexations, however, will continue to be a source of potential conflict with several adjoining towns, including the Town of Burke, Town of Verona, and the Town of Sun Prairie. The seven boundary agreements that the City has entered into with adjoining neighbors have significantly reduced areas of conflict. These agreements have allowed the City to establish an understanding with many of its neighbors, which provides a basis for additional cooperative working relationships in the future. The City has also entered into many cooperative agreements and service delivery contracts involving specific services, which can be shared or jointly provided. Volume I, [Map 11-2](#) shows the current intergovernmental agreement boundaries.

School Districts

As stated earlier, there are seven public school districts serving the City of Madison (See Volume I, [Map 9-4](#)). Prior to 1982, the Madison Metropolitan School District operated as a City school district and the entire City of Madison, except for one residence on Marsh Road, was included in the district. In addition, the Villages of Maple Bluff and Shorewood Hills, the Town of Madison, and portions of the City of Fitchburg and the Towns of Blooming Grove, Burke and Westport were also included in the Madison Metropolitan School District. Annexations to the City resulted in the annexed land being automatically attached to the Madison Metropolitan School District. Following a change in the state law in 1982, annexations of land to the City of Madison no longer automatically resulted in those lands being attached to the Madison Metropolitan School District. Instead, these lands remain in the same school district unless an agreement is reached between the affected school districts.



Madison West High School

The City has long maintained that, from a standpoint of maintaining community identity and providing efficient community services, it would be preferable to have all Madison residents within the Madison Metropolitan School District. However, as it now stands, there are an estimated 8,124 acres of land (12.7 square miles) located within the City of Madison or 17 percent of the City which is not located in the Madison Metropolitan School



District. Refer to Volume I, [Map 9-4](#), which shows the Madison City limits in relationship to the boundaries of the seven school districts. The five districts with the largest land areas in the City include: Madison, 61.13 square miles; Sun Prairie, 5.15 square miles; Middleton-Cross Plains, 3.95 square miles; DeForest, 1.48 square miles; and Verona, 1.41 square miles.

The City Department of Planning and Development has supported efforts between the Madison Metropolitan School District and outlying school districts to reach agreements to bring lands in the City into the Madison Metropolitan School District. The City and School District also have a long-standing cooperative working relationship to locate appropriate sites for new schools within planned neighborhoods, to share data, and to address issues within the school district.

In a few cases, the Madison District has entered into agreements, which will result in land transfers from outlying districts to the Madison District as development and annexation occur. For those lands, which will remain within outlying school districts, the City has initiated discussions with the school districts to begin to jointly plan for the location of schools to serve these neighborhoods. The City has begun cooperative efforts with the Middleton-Cross Plains School District to plan for the location of schools north of Mineral Point Road and west of Pleasant View Road in the City of Madison, and with the Sun Prairie School District to locate schools in areas east of Interstate 90 and north of Interstate 94 in the Sun Prairie School District. Both of these areas are planned to contain many thousands of dwelling units and people and need to be served by neighborhood schools.

The City of Madison and Madison Metropolitan School District have an existing Joint Common Council/Board of Education Liaison Committee to cooperatively work on issues. No such committee exists with the other districts.

State of Wisconsin, University of Wisconsin, and Dane County

The State of Wisconsin not only provides the laws and rules which govern how the City conducts much of its business, the State along with the University of Wisconsin employees constitute about a third of Dane County's workforce and forms the core of a stable, but increasingly diverse economy. The City has an on-going working relationship with many State agencies and the University of Wisconsin. City staff meets periodically with many State agencies and the University of Wisconsin to address issues related to the specific areas of responsibility of the agency. Examples include the Department of Natural Resources, University of Wisconsin, Wisconsin Department of Transportation, to name a few. In several cases the City has also created Council-appointed joint ad hoc committees to cooperatively address issues related to the particular unit of government and State



agency. Examples include the Joint Southeast Campus Area Committee and the Joint West Campus Area Committee.

The City also has many on-going cooperative efforts with Dane County. The City of Madison provides approximately 47 percent of the tax base within the County, and, as a result, provides much of the revenue to support the services that Dane County provides. Maximizing the efficiency of services, reducing duplication, and redundancy are on-going topics of conversation and discussion between the City and Dane County.

Ho Chunk Nation

In 1998, the City of Madison entered into an intergovernmental agreement with the Ho Chunk Nation which addresses a broad range of land use and service delivery issues related to the Ho Chunk Nation's lands located on the southeast side of the City in the southeast quadrant of the Interstate 90/Highway 12 & 18 interchange. The agreement addresses issues related to the development and provision of services to the De Jope Bingo facility. The agreement will continue to guide cooperative efforts between the Nation and the City. One of the provisions created a Ho Chunk Nation/City of Madison joint planning committee to pursue the implementation of the provisions within the agreement.

SUMMARY OF EXISTING AGREEMENTS

The City of Madison has entered into dozens of agreements with neighboring jurisdictions (See Volume I, [Map 11-2](#) for Intergovernmental Boundary Agreements). These agreements have addressed a wide range of issues and opportunities including boundary conflicts, revenue sharing, sharing of services, infrastructure maintenance, land use, and public safety.

- *Land Use and Boundary Agreements/Peripheral Growth and Development*. The City has agreements with the Village of McFarland, City of Sun Prairie, City of Middleton, Town of Middleton, City of Verona, City of Fitchburg, Town of Madison, and the Town of Blooming Grove. These agreements establish permanent boundaries between the City of Madison and the neighboring communities and in some cases include land use recommendations along the common borders, revenue sharing provisions, infrastructure maintenance, service delivery, and phased boundary changes.
- *Utilities and Public Works Services*. The City has a number of agreements in place to provide certain utility or municipal services to adjoining communities. These agreements in some cases involve water service, stormwater management facilities,

sanitary sewer service, or road improvements and maintenance. In very few cases do these agreements involve neighboring jurisdictions providing services to the City.

- Public Safety Services. The City has entered into agreements with some adjoining units of government and Dane County to provide law enforcement mutual aid, fire suppression mutual aid, emergency medical service mutual aid, advance life support intercepts, and hazardous materials services and response.
- Collaborative Planning and Decision-Making. Many City agencies have on-going collaborative relationships with their counterparts in other neighboring jurisdictions, Dane County, and the State of Wisconsin. Examples of these relationships include the Affirmative Action Department's Advocates Committee, the Police Department's Dane County Chiefs Association, the Dane County Narcotics and Gang Task Force, the Dane County Emergency Management Team, the Equal Opportunity Commission's Work Sharing Agreements, and the Department of Planning and Development's cooperative efforts with the United Way of Dane County, to name a few.

- Madison Metro Transit Service. Madison Metro provides transit services throughout the City of Madison with coverage of portions of adjacent towns and villages and cities. While services to the Villages of Shorewood Hills and Maple Bluff are largely incidental to the location of the transit system's regular routes located on joint boundary roads, Madison Metro provides services to the following cities under contract:

1. City of Middleton,
2. City of Fitchburg
3. Town of Madison

Paratransit services to:

1. Shorewood Hills
2. Monona
3. University of Wisconsin
4. Madison Metropolitan School District



Bus bicycle racks & transfer stations are two important services for Madison Metro commuters.

A summary of existing intergovernmental agreements and cooperative efforts is available on the City's Comprehensive Plan web page, <http://www.madisonplan.org>.