

# CHAPTER 8

## INTERGOVERNMENTAL COOPERATION

### Intergovernmental Cooperation Goal:

**Continue to work with the surrounding communities, school districts, Brown County, and State of Wisconsin to cooperatively plan and develop the village and region.**

### Objectives

1. Work with the surrounding communities to coordinate municipal services and address other issues of mutual concern.
2. Cooperate with the other metropolitan area communities to attract businesses to the area.
3. Continue to investigate ways to save money, while still providing efficient municipal services.
4. Continue to work with the Green Bay School District and adjacent school districts to evaluate the future educational facility needs of the village.
5. Continue to work with the surrounding communities and Brown County to develop and enhance an off-street bicycle and pedestrian trail system that serves the village and region.
6. Work with the surrounding communities, Brown County, and WisDOT to plan the county and state highway corridors that serve the village.
7. Identify existing conflicts with the surrounding communities and work with the communities and Brown County Planning Commission to resolve these conflicts.
8. Continue to coordinate future parks and green space with adjoining communities and the recommendations in the Brown County Comprehensive Outdoor Recreation Plan.

## INTRODUCTION

Cooperation between 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 this plan. As Allouez develops and redevelops, it is important for the village to work with the surrounding communities, Brown County, the state, and other units of government. Working cooperatively is especially important since many issues do not recognize municipal boundaries; what one municipality does can have significant impacts on its neighbors.

The intent of the Intergovernmental Cooperation chapter is to analyze the existing relationships the village has with other units of government and identify means of working cooperatively toward the goal and objectives identified in the Issues and Opportunities chapter of the plan.

## EXISTING RELATIONSHIPS

### Green Bay and School District

#### Elementary Schools

The entire village is within the Green Bay School District and is currently served by Webster, Langlade, and Doty Elementary Schools. That may change depending how the district's facilities master plan ends up being implemented (discussed in Chapter 6, Utilities and Community Facilities). The village and residents should continue to be engaged in the process as the district evaluates and considers different options. The village should also work with the school district and/or individual schools when pedestrian and traffic issues arise, and to implement the village's Safe Routes to School plan (or any future bicycle and pedestrian planning efforts around schools).

#### Middle and High Schools

While the village contains three elementary schools that serve surrounding neighborhoods, once children who live south of Greene Avenue graduate from elementary school, they are assigned to Lombardi Middle School and Southwest High School on the far west side of Green Bay. Although this is deemed necessary by school district administrators due to capacity constraints at Washington Middle School and East High School, this arrangement forces the school district and parents to drive the middle school students and some of the high school students to and from school each day because it is very difficult to reach the facilities using other transportation modes. Bused students who attend Lombardi or Southwest and participate in after school activities are able to take advantage of the Green Bay Metro bus service. As mentioned in the Utilities and Community Facilities chapter, at the time of this plan the school district is currently evaluating existing facilities, attendance, and possible attendance boundary changes, which may change how things look in the future for village residents with students in the district.

### Adjacent Communities

Allouez is immediately adjacent to three communities, and a fourth (the Village of Ashwaubenon) is across the Fox River. Since there are no unincorporated areas adjacent to Allouez, there are no extraterritorial governmental functions that apply to the village. The important items for intergovernmental cooperation are coordinating on street, bicycle, and pedestrian facilities where village streets connect to local streets in an adjacent community, and opportunities for shared services. The village has various cooperative agreements in place that range from purchasing and sharing equipment to the joint purchasing of water meters.

## City of Green Bay

Allouez is bordered by the City of Green Bay (107,395, 2020 census) to the north. The city's current comprehensive plan, the City of Green Bay Smart Growth 2022 Comprehensive Plan was adopted in 2002. The plan included district land use plans for individual areas in the city, along with conditions and recommendations. Green Bay's District 4 in the plan is immediately north of Allouez. The area that abuts Allouez is identified as residential, which matches the village's current and future land use for that area. The city is currently in the process of updating its comprehensive plan in 2024-2025. That update process will include stakeholder interviews, including adjacent municipalities, and other input opportunities throughout the process.

## City of De Pere

Allouez is bordered by the City of De Pere (25,410, 2020 census) to the south. The city's current comprehensive plan, City of De Pere 2010 Comprehensive Plan Update, identifies future land uses. The future land uses identified for the areas adjacent to Allouez are the same as the existing land uses. The north-south streets that continue between De Pere and Allouez are Highway 57/Riverside Drive, CTH X/Webster Avenue, South Clay Street, Libal Street, and East River Drive. If and when the village plans to do any major street work or improvements that will change the street cross sections, the village should coordinate with De Pere on that work to ensure the continuation of any bicycle and pedestrian facilities (and work with the DOT and Brown County Highway Department as applicable).

## Village of Bellevue

Allouez is bordered by the Village of Bellevue (15,935, 2020 census) to the east. With the East River running between the two communities, Allouez's direct connections to Bellevue are via Hoffman Road/CTH XX, Highway 172, and Allouez Avenue/CTH O.

## Other Entities

### Brown County

The three county departments that currently have the most significant presence in the village are the parks department, the sheriff's department, and the highway department.

#### Brown County Parks Department

The county's parks department maintains the Fox River Trail and St. Francis Park in Allouez. The village should work with parks department staff when opportunities arise to collaborate, especially related to any possible trail connections to the Fox River Trail.

#### Brown County Sheriff's Department

The Brown County Sheriff's Department has provided law enforcement services to Allouez for more than 35 years. This is a long-standing agreement between Brown County and the village, one that both sides plan to continue.

#### Highway Department

The plan's transportation chapter identifies roundabouts and other traffic calming techniques as methods of maximizing safety, efficiency, and accessibility for all Allouez residents. Since the highway department has jurisdiction over many of the major streets and intersections in the village, it would be very important to cooperate with the department to study and implement the street, bicycle, and pedestrian improvements recommended in the comprehensive plan.



## Brown County Emergency Management

The Brown County Emergency Management Department is responsible for managing emergencies within Brown County by helping with the response of an emergency or large disaster. As part of the department, the Emergency Operations Center (EOC) is a resource for authorities when needed, especially during larger events, to manage and deploy resources and strategize solutions. The department also acts as a liaison for different authorities. The department coordinates the planning process for the *All Hazards Mitigation Plan*, which is a requirement to be eligible for Federal Emergency Management Agency (FEMA) funding for disaster relief and mitigation project funds to implement applicable recommended mitigation strategies. The *All Hazards Plan* covers any community adopting a resolution to adopt the plan, which Allouez did in 2021 for the current plan. The plan needs to be updated at least every five years, so Allouez should continue to participate in the process and adopt future plan updates, which will be more efficient than trying to replicate the effort just for the village.

## Green Bay Metro Fire Department

As mentioned in the utilities and community facilities chapter, the Village of Allouez Fire Department consolidated with the Green Bay Fire Department to create the Green Bay Metro Fire Department in 2012.

## Green Bay MPO

The Green Bay Metropolitan Planning Organization (MPO) is a federally designated transportation planning agency for the Green Bay urbanized area. Green Bay's MPO is a component of the Brown County Planning Commission, and the MPO was involved in the development of the village's comprehensive plan. 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 projects in the past.

## Regional Entities

### Bay Lake Regional Planning Commission (BLRPC)

The BLRPC is the regional planning commission for northeastern Wisconsin and stretches from Sheboygan County at the southern end to Florence County at the northern end. Some of the work that BLRPC does that might apply to Allouez is the Brownfield Assessment Program carried out under the EPA Regional Brownfield Assessment Grant.

### Central Brown County Water Authority (CBCWA)

In large part because of its drinking water quality concern, the Village of Allouez became a member of the Central Brown County Water Authority (CBCWA). The CBCWA, comprised of the communities of Allouez, Bellevue, De Pere, Howard, Lawrence, and Ledgeview, was formed to obtain water from Lake Michigan rather than from groundwater. The CBCWA achieved their goal of obtaining water from Lake Michigan through a purchase agreement with the City of Manitowoc and Manitowoc Public Utilities, signed in July 2004. The agreement allowed for the construction of a transmission pipeline and water treatment system. Construction of the project began in July 2005 and was completed in August 2007. The system serves the member communities and has additional capacity to add new customers to the authority in the future.

### NEW Water – Green Bay Metropolitan Sewerage District

NEW Water is a wholesale provider of wastewater treatment and conveyance services to 15 municipal customers, including Allouez. The village is responsible for the operation, maintenance, and repair

of its sanitary sewer system, which conveys waste to the NEW Water plant near the mouth of the bay for treatment.

## State of Wisconsin

### Wisconsin Department of Transportation (WisDOT)

WisDOT is responsible for planning, building, and maintaining Wisconsin's network of state highways and the Interstate Highway System in Wisconsin. In Allouez, the two state highways maintained by the DOT are Highway 57 (Riverside Drive) and Highway 172. When it comes to any work or planning related to these roads, the village will need to coordinate and work with WisDOT on those efforts.

### Wisconsin Department of Natural Resources (WDNR)

The WDNR is tasked with protecting, managing, and maintaining Wisconsin's natural resources. The department implements state and applicable federal laws that protect the state's natural resources. With the village's *Comprehensive Outdoor Recreation Plan (CORP)* in place, if the village were to ever pursue grant funding for parks projects, it would work with the DNR on that effort.

The Wisconsin Department of Natural Resources purchased the rail right-of-way for the Fox River Trail in 1998, and the trail continues to be a state facility that is managed by Brown County. If the rail line that runs along the north portion of Allouez is proposed for abandonment in the future, the Wisconsin DNR would likely negotiate the purchase of the right-of-way for its eventual conversion to a trail.

### Heritage Hill State Park

Heritage Hill State Park has a prominent presence in Allouez, both with its location and with what it offers, including preserving local history, providing educational opportunities, and hosting different events. The park is owned by the DNR, but the park and museum are operated by the Heritage Hill Corporation. For any planning efforts around the park, the village should coordinate with the Heritage Hill Corporation.

### Wisconsin Department of Corrections (DOC)

The DOC operates the Green Bay Correctional Institution (GBCI) in Allouez. The facility has a community relations board made up of local and state governmental officials, business leaders, and citizens that meet periodically to discuss projects, changes, and trends inside and outside the facility that might affect operations.

## RECOMMENDATIONS

1. The village and Green Bay School District should continue to cooperatively address traffic congestion, student accessibility (through sidewalk installation, traffic calming, continuation of bus service, and other techniques), and other issues. Where possible, the village should also work to strengthen the position of Allouez within the surrounding school districts.
2. Allouez should continue its partnership with the Green Bay Metro Fire Department to provide fire service through a cost-effective arrangement.
3. Allouez should continue to share equipment with the City of De Pere and work with it on transportation, utility, and other projects that require joint coordination. Some of the specific projects that the two communities will likely work on in the future including Webster Avenue reconstruction and East River-related projects.
4. Allouez and the Village of Bellevue should continue to cooperatively complete park and recreation projects as opportunities arise.
5. The village should participate in the City of Green Bay comprehensive planning process, and coordinate and collaborate on projects of shared interest, such as Webster Avenue and the East River.
6. The village should continue to work with Brown County Parks Department on establishing additional Fox River Trail access points when opportunities arise. The village will also continue to work with the Brown County Highway Department on county highway-related matters, and with the Sheriff's Office on public safety matters.
7. The village should work with WisDOT, Brown County, and other entities to identify methods of creating safer pedestrian and bicycle crossings along Riverside Drive.
8. The village should continue to participate in any hazard mitigation planning efforts with Brown County and other partners.
9. The village should continue to meet and collaborate with other governmental units and community partners around the Green Bay Correctional Institution, its future, and other relevant matters.