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## Chapter Ten: Intergovernmental Cooperation

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This is a plan for the Village of Cottage Grove. As an incorporated jurisdiction anticipating population growth, this *Plan* must accommodate and facilitate planned municipal expansion. However, this *Plan* attempts to coordinate recommendations with those of adjacent and overlapping jurisdictions. These jurisdictions include: the State of Wisconsin; Dane County; the City of Madison; the Towns of Cottage Grove, Blooming Grove, Sun Prairie, Deerfield, and Pleasant Springs; and other jurisdictions such as the Monona Grove School District and Madison Metropolitan Sanitary District.

As a result of growth and territorial overlaps, tension between these jurisdictions is likely—particularly to the west and north. This *Plan* seeks to minimize such tension by reflecting the recommendations of plans adopted by these jurisdictions in instances where the Village’s interest (as defined by the policy framework presented in the goals, objectives and policies included in this document) is not jeopardized. In instances where such efforts are insufficient to prevent conflict, a preferred approach is to seek meaningful and on-going intergovernmental planning. A supporting, or alternative approach, is to minimize conflict by limiting planning and development actions to mutually acceptable “spheres of influence.” As another supporting or alternative approach, directing non-farm development to annex into cities and villages in as compact a pattern as possible can minimize many jurisdictional disagreements.

Where intergovernmental tensions are high, and key public policy objectives are clearly at risk, formal intergovernmental boundary agreements may be necessary. This chapter incorporates, by reference, all plans and agreements to which the Village of Cottage Grove is a party to under State Statutes §66.0225, §66.0301, §66.0307, and §66.0309 and identifies known existing or potential conflicts between this *Comprehensive Plan* and the plans of adjacent villages and towns, Dane County, the State of Wisconsin and school districts.

### A. Existing Regional Framework

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Given its location in a dynamic and growing metro region, the intergovernmental context of the Village is important to consider. As illustrated on Map 1, Jurisdictional Boundaries, there are several layers of government operative in the Cottage Grove area. Incorporated areas, like the Village of Cottage Grove, have Extraterritorial Jurisdiction (ETJ) boundaries that extend beyond the boundaries of the community. Cottage Grove’s ETJ extends 1 ½ miles beyond the municipal boundaries of the Village. Following is a description of each neighboring and overlapping jurisdictions’ comprehensive plan, joint planning initiatives with Cottage Grove, existing and known conflicts with the Village of Cottage Grove, and potential ideas on resolutions to conflicts that existed at the time this *Plan* was adopted or may develop in the future.

#### Town of Cottage Grove

The Town of Cottage Grove surrounds the Village to the east, south, and west. While the Town has historically been rural in character and use, several areas of rural residential subdivisions have been approved by the Town at and near the border of the Village. Scattered rural residential development has created a challenge in terms of identifying a definitive future growth edge and in creating a sense of separation between the urbanized area of the Village and the City of Madison. The Village has traditionally enforced a policy limiting the density of new development to one new home per every 35 acres within its urban service area, except for areas where infill development is acknowledged. The Town adopted a comprehensive plan in 2002, which was updated ~~in 2007~~ most recently in 2010. An additional amendment process was underway in 2011 at the time of this writing.

The Village and Town entered into a cooperative boundary agreement to provide for the orderly pattern of growth and development for both jurisdictions. The timeframe of that agreement extended from 1996 through 2006 and was used to establish agreed-upon growth areas. ~~Since then, the Village, Town and City of Madison have been participating in discussions over the course of several years to define the boundaries of long term urban expansion in this area and establish a green space buffer area.~~ In late 2010, the Village and

Town agreed to engage in a study to determine the potential costs and benefits of a merger of the two municipalities. The merger study process remains ongoing at the time of this writing.

The Village has review authority over land division within the portion of the Town that lies within the Village's ETJ. The Village and Town share police, fire, and EMS services.

### **Town of Sun Prairie**

The Village has been progressively approaching its neighboring Town of Sun Prairie, which borders the Village to the north, as it has grown toward Interstate 94. Although the Town of Sun Prairie has some areas of housing, commercial, and industrial development, much of the Town remains in rural and agricultural uses. The Town adopted a comprehensive plan in 2003, which was most recently amended in 2009. The Town's comprehensive plan identifies and promotes strategies to maintain rural character and its agricultural focus. The Village has review authority over land divisions within the portion of the Town that lies within the Village's ETJ.

At the time this *Plan* was updated, the Village and Town of Sun Prairie were engaged in discussions about a potential intergovernmental agreement covering the long term uses in the area north of Interstate 94. The Village envisions the area to the east and west of CTH N as a Planned Mixed Use and Planned Neighborhood development area.

### **Other Towns**

Other unincorporated jurisdictions located in the vicinity of the Village of Cottage Grove are the Towns of Blooming Grove, Deerfield, and Pleasant Springs. The Town of Blooming Grove has an intergovernmental agreement with the City of Madison that provides for the orderly annexation of the remaining township lands to the City by the year 2027. The other towns (Deerfield and Pleasant Springs) are predominantly rural and agricultural in character and use. Exceptions to this general pattern do exist, generally in the form of rural (septic) residential subdivisions. These towns also have comprehensive plans in place that were adopted in 2005, 2006, and 2006 respectively.

Although these areas are located on the periphery of the Village's Planning Area, they are not likely to experience a strong degree of growth pressure from the Village of Cottage Grove.

### **City of Madison**

The City of Madison (2007 estimated population approximately 220,000) is the center-point of the metro area and is located just to the west of the Village and added approximately 17,000 residents annually from 2000 to 2007. The Village's 1 ½ mile ETJ boundary is adjacent to overlaps the City of Madison's 3-mile ETJ boundary in areas west and northwest of the Village. As these two communities continue to grow towards each other, the Village will endeavor to work cooperatively with the City to establish mutually exclusive "spheres of influence," so as to avoid future intergovernmental conflict.

The City's comprehensive plan was adopted in 2006. The City's plan identifies future growth areas to the west of the Village, within the Town of Cottage Grove, including areas that overlap with the Village's Future Land Use Map.

At the time this *Plan* was prepared, the Village was involved in ongoing discussions with the City of Madison and the Town of Cottage Grove. All three communities have expressed interest in maintaining a separation area of preserved permanent open space between the City and Village. The most recent discussions between the Village and the City of Madison included discussions regarding a permanent open space separation buffer between the communities. The City's plan states: "This could be achieved by expanding the relatively narrow planned open space corridors associated with the Door Creek valley and related wetland areas, to include permanent agricultural uses and other recreational areas, and public parklands to create a wider separation between more intensively-developed lands." The City's plan also states: "It is likely that the ultimate boundary between the City of Madison and the Village and/or Town of Cottage Grove will be somewhere within this

planning area, and the City needs to identify its interest in this area in order to work cooperatively with the Town and Village on issues of mutual concern.”

### **City of Sun Prairie**

With an estimated a population of about 27,000 ~~29,364~~ residents (2005–2007, ~~2010~~ US Census, ~~American Community Survey~~), the City of Sun Prairie is the Village’s nearest neighbor to the north. The Village’s 1½ mile ETJ is adjacent to the ~~overlaps the~~ City’s 3 mile ETJ in the area north of CTH TT. Koshkonong Creek flows south in to the Cottage Grove area from Sun Prairie. Stormwater management strategies will be important considerations in the long term quality of stormwater in the region. The City and Town of Sun Prairie have also been engaged in discussions of long-term growth and preservation.

### **Other Cities and Villages**

The City of Monona, located about 3 miles west of Cottage Grove, had a ~~2007 estimated~~ population of ~~8,046~~ ~~7,533~~ per the 2010 US Census. The City and Village are both served by the Monona-Grove School District. The City of Stoughton (~~2007 estimated~~ 2010 population ~~12,888~~ ~~12,611~~) is located about 12 miles to the south. The Village of Deerfield (~~2007 estimated~~ 2010 population ~~2,327~~ ~~2,319~~) is located about 6 miles to the east.

### **Monona-Grove School District**

The Village is located within and served by the Monona-Grove School District. In recent years, District enrollment has stabilized. However, an increasing percentage of children are attending from within the Village, while enrollment from within Monona has been declining.

### **Dane County**

Dane County is contending with increasing growth pressure. The County’s 2007 estimated population is 476,785. The County’s small cities and villages, like Cottage Grove, have grown the most rapidly.

Dane County’s comprehensive plan was adopted in 2007, updating the County’s Land Use and Transportation Plan from 1997. The plan advocates strong growth management, with a focus on concentrating non-farm development in existing developed urban areas and in historic hamlet locations. This general policy is supportive of sound land use planning, economic development, agricultural preservation and environmental protection principles. This *Plan* for the Village of Cottage Grove is consistent with the County’s laudable planning objectives.

The Village is also within the area served by the Dane County Lakes and Watershed Commission and Dane County Drainage Board.

The Village and Dane County both act as approval authorities on land divisions that occur within the Village’s ETJ.

### **Regional Planning Jurisdiction: Capital Area Regional Planning Commission**

The Village of Cottage Grove is located in the area served by the Capital Area Regional Planning Commission (CARPC), which serves as the advisory body to WisDNR to delineate and consider applications to expand urban services areas for all municipalities in Dane County. In addition, CARPC provides valuable planning and information services to the region.

CARPC was formed in 2007 to replace the Dane County Regional Planning Commission that was dissolved in 2004. The geographic extent of CARPC is coterminous with Dane County’s boundaries. The Commission includes representatives appointed by the Towns’ Association, the Dane County Cities and Villages Association, the Mayor of Madison, and the Dane County Executive.

The policies and administrative rules regarding urban service area expansions were adopted in January 2008 and continue to evolve. A number of changes, additions, and deletions have been made since the Village’s first urban service boundary was adopted in 1977. The most recent amendment to the Cottage Grove urban

service area boundary was adopted in 1999 2004. Over the next 20 to 25 years, the Village intends to seek urban service area amendments on a regular basis—tied to the projected pace of growth and development of the Village as described in this *Comprehensive Plan* and as modified by the actual development trends.

### **Madison Area Metropolitan Planning Organization**

The Village of Cottage Grove is located within the greater Madison metropolitan area and therefore falls within the jurisdiction of the Madison Area Metropolitan Planning Organization (MPO) on a variety of regional transportation planning issues. The most recent version of the regional transportation plan, Regional Transportation Plan 2030, provides a regional framework for transportation planning.

### **Important State Agency Jurisdictions and Authorities**

The Wisconsin Department of Transportation's (WisDOT) District 1 office (Madison) serves all of Dane County. WisDOT has jurisdiction over Interstate 94, 39, and 90 and USH 12 and 18 serving areas in and near the Village.

The Wisconsin Department of Natural Resources (WisDNR) provides service to all of Dane County out of its South Central Wisconsin office (Madison). WisDNR regulates water resources and sets standards for surface and groundwater quantity and quality, wetlands, floodplains, and shoreland management. WisDNR also manages woodlands, wildlife protection initiatives and other natural resources preservation strategies. WisDNR, along with CARPC, reviews and is responsible for the approval of expansion of urban service area, which allows the Village to provide sanitary sewer, public water and other urban services to newly developing areas. WisDNR is also involved in the monitoring and remediation of environmentally contaminated sites.

The Wisconsin Department of Administration (WisDOA) oversees the State Comprehensive Planning programs. WisDOA is also involved in the review and approval of annexations, and must review and approve cooperative plans and boundary agreements.

State agencies like WisDOT and WisDNR are actively involved in programs and policies which directly affect, and are affected by, local land use decisions. The recognition and, where appropriate, promotion of the policies of these agencies by this *Plan* is an imperative coordination tool. State policies are also implemented through the aggressive promotion of best practices for the mitigation of the impacts which land use decisions have on transportation facilities and environmental resources. Finally, and most importantly, the benefits of controlled growth and compact development served by sanitary sewer facilities promoted through this *Plan* are unquestionably the most effective way of accommodating population pressures in a manner which minimizes adverse regional impacts.

### **Sanitary Sewer Districts and Areas**

The Village of Cottage Grove provides sewer service within its urban service area via the Madison Metropolitan Sanitary District. Recent changes in point source discharge standards will require substantial treatment plant upgrades within this time period.