



## 8 Intergovernmental Cooperation

### 8.1 Introduction

Wisconsin’s comprehensive planning statute suggests that such plans address issues of intergovernmental relations. The rationale behind this recommendation stems from typical problems that occur in communities where there are major property development conflicts between abutting jurisdictions. Typically this generates plans and local policies related to boundary agreements, incorporations, annexations, extraterritorial zoning, and related sources of conflict.

There is, however, a series of alternative issues which have emerged in the last several years as a more important and potentially more relevant intergovernmental planning issue. **Specifically, there are opportunities for sharing services, revenues, and – significantly in the case of St. Francis – strategies for economic development.** Consequently, this element of the Comprehensive Plan, rather than focusing on jurisdictional competition between municipalities, focuses on a broader set of goals for economic development in terms of both a) property development (that increases property taxes) and b) business development, which creates new jobs for local residents and new customers for local entrepreneurs.

Intergovernmental cooperation includes any agreement by which officials of two or more jurisdictions communicate visions and coordinate plans, policies, and programs to address and resolve issues of mutual interest. The agreements between municipalities can range from simple communication and sharing of ideas to formal agreements, sharing of resources, or consolidation of services.

#### Benefits of Intergovernmental Cooperation include:

- Reduced costs,
- Resolved local issues that are regional in nature,
- Early identification of issues and/or conflicts,
- Reduced litigation,
- Consistency across jurisdictional boundaries,
- Predictable pathways to development,
- Mutual understanding of needs and priorities,
- Improved track record of getting things done, and
- Strengthened service to citizens.

The City of St. Francis can further strengthen its communication with surrounding municipalities and thereby discover many of these benefits. The Intergovernmental Cooperation chapter outlines specific actions to strengthen this communication.



Source: Pictometry



## 8.2 St. Francis and its Governmental Context

The City of St. Francis will explore opportunities to improve overall economic development through coordinated strategies and actions among nearby governmental agencies and organizations. For St. Francis, the most relevant organizations with which strategic economic development coordination might be fruitful include those shown in Figure 8.1 and outlined below:

1. **The City of Cudahy**, with regard to:
  - a. The redevelopment of Layton Avenue and the degree to which non-competitive land uses can be prioritized by both communities,
  - b. Marketing efforts via the South Shore Chamber of Commerce, and
  - c. Concerted development efforts through the Aerotropolis.
2. **The City of South Milwaukee**, with regard to:
  - a. Concerted development efforts through the Aerotropolis, and
  - b. Marketing efforts via the South Shore Chamber of Commerce.
3. **The City of Milwaukee**, with regard to:
  - a. The continued trend of property redevelopment southward from Bay View along the Kinnickinnic Avenue corridor and the Lake Drive corridor, and
  - b. Concerted development efforts through the Aerotropolis.
4. **The City of Oak Creek**, with regard to:
  - a. Navigating the next steps of the Dispatch Services Agreement, and
  - b. Concerted development efforts through the Aerotropolis.
5. **Milwaukee County**, with regard to:
  - a. Ongoing provision of mass transit service,
  - b. Future growth and expansion of the airport (under County jurisdiction) and the ensuing impacts on local economic value,
  - c. Concerted development efforts through the Aerotropolis,
  - d. Sale of airport lands for private development, and
  - e. Increased support of the South Shore as a key opportunity for investment (this is a key issue elaborated subsequently).
6. **State Agencies**, with regard to the specific entities that can improve the economic well being of St. Francis. These agencies are described in the section on economic development, and include:
  - a. **WHEDA** with regard to financing and investments which can help leverage desirable development (including through the Aerotropolis),
  - b. **WEDC** with regard to investments in new businesses, especially in terms of industrial growth (including through the Aerotropolis),
  - c. **WDNR** with regard to regulatory decisions which can help or hinder the way in which St. Francis maximizes the social and economic value of the natural environment, especially the Lake Michigan shoreline, and
  - d. **WisDOT** with regard to decisions that 1) indirectly impact the airport and thereby St. Francis, as well as 2) the functionality and design of key business arterials.

The following 2 interview spotlights each include suggestions as to what the City of St. Francis should do in the future. These 2 subsections are the “Implementation Strategies” for this chapter.



Figure 8.1



General Intergovernmental Cooperation Opportunities  
City of St. Francis





## INTERVIEW SPOTLIGHT: CONGRESSWOMAN MOORE

March 2014

**How can St. Francis capitalize on federal resources?** This question produced the following discussion with Congresswoman Moore, the representative for Wisconsin's 4<sup>th</sup> Congressional District (Figure 8.2).

### The City of St. Francis should:

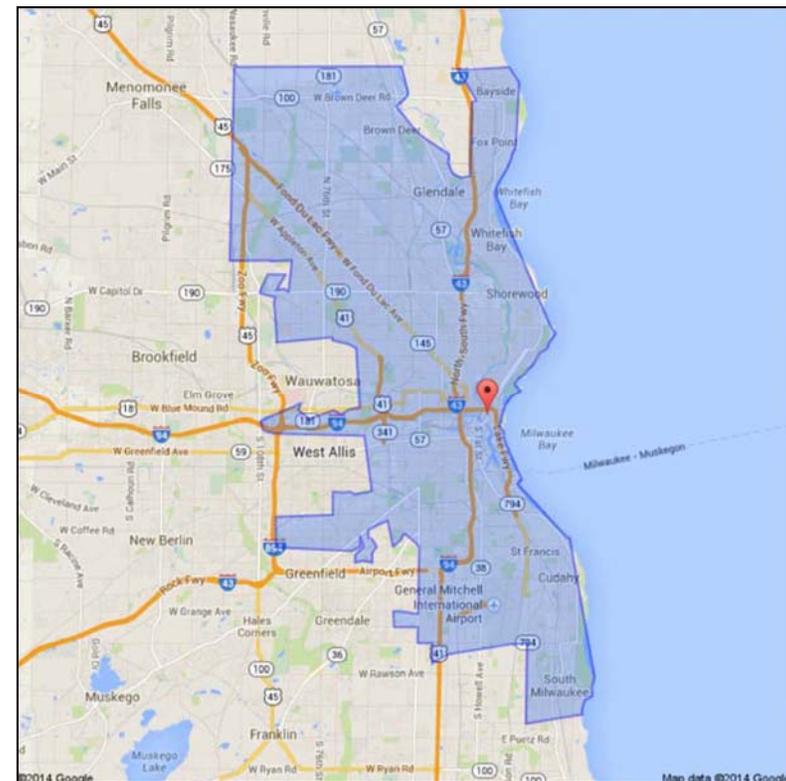
- Continue to put time and resources into enhancing the South Shore Chamber of Commerce,
- Capture retail along S. Kinnickinnic Avenue that spills over from Milwaukee's Bay View neighborhood,
- Make room for Milwaukee's water industry / R&D efforts along the shoreline, and
- Cater economic development efforts to the industry types that align with the Aerotropolis model (aerodynamics, JIT manufacturing, freight and logistics).

Federal opportunities like the Promise Zone Initiative are not to be overlooked by the Milwaukee region. The Promise Zone Initiative is intended to create a better bargain for the middle-class by partnering with local communities and businesses to create jobs, increase economic security, expand educational opportunities, increase access to quality, affordable housing and improve public safety. The first five "Promise Zones" in the United States were announced in January 2014: San Antonio, Philadelphia, Los Angeles, Southeastern Kentucky, and the Choctaw Nation of Oklahoma.

Each Zone assembled a plan on how they would partner with local business and community leaders to make local investments. Designees in exchange receive certain resources needed to achieve their goals.

**Fifteen new Promise Zones will be announced over the next 3 years. St. Francis should seek this designation, possibly through a regional approach that addresses industry development stemming from the Airport, Aerotropolis, and Port of Milwaukee.**

Figure 8.2



Source: [gwenmoore.house.gov/4th-district/](http://gwenmoore.house.gov/4th-district/)



## INTERVIEW SPOTLIGHT: STATE AGENCY STAFF

May 2014

**How can St. Francis capitalize on state resources?** St. Francis has a great story to tell. The community has incredible assets like proximity to the lakefront, the airport, the Port of Milwaukee, and the people. State agencies need local representatives to succinctly present investment opportunities to WHEDA and WEDC. Additionally, local representatives can serve as a liaison between state agencies and the business owners who are looking to expand.

### The City of St. Francis should:

- Present the Catalytic Districts and site details to WHEDA and WEDC (**this has been completed since May 2014**),
- Partner with WHEDA to conduct a tour of the five Catalytic Districts (**this has been completed since May 2014**),
- Determine which existing loans from WHEDA, WEDC, and other partners are applicable for new development and/or existing businesses citywide, and
- Decide if new incentives and/or programs should be created through partnerships between the City and WHEDA.

There is great opportunity in the natural traction around the Aerotropolis, the lakefront and the South Shore. This is most apparent in the prominent growth trend moving in the direction of St. Francis from Bay View, as well as from General Mitchell International Airport and the growing Aerotropolis. The City of St. Francis is in a prominent position to make a significant economic impact in the City and the adjacent communities through its collaboration with the City of Milwaukee, City of Cudahy, Aerotropolis Milwaukee, and the Gateway to Milwaukee.

**St. Francis should be an active partner in the Aerotropolis planning, lakefront development, and the South Shore Chamber of Commerce.**



Aerial photograph of available property on South Lake Drive.  
Source: GRAEF/Ryerson Aircraft



Street view of available property on South Lake Drive (same property as above). Source: GRAEF



### Growth and Economic Options - The South Shore Strategy

Many community leaders (from all parties and at multiple levels of government) have acknowledged that the future of the region depends on the long-term success of the urban metropolitan core of that region – Milwaukee. However, this simplistic analysis does not reflect the more complex structure of the region in which traditional older suburbs abutting the City of Milwaukee have become a key to that long-term success.

**Simply put, the strength of St. Francis greatly impacts the strength of the region.** There have been dramatic increases in the social and economic vitality of Milwaukee’s downtown and surrounding districts (like the Third Ward, North Avenue, Bay View, and other neighborhoods). In today’s market, some of this exuberance has moved into surrounding older suburbs like Shorewood, Wauwatosa, and, to a more limited extent, St. Francis and other parts of the South Shore.

Enhancing and supporting this economic trend requires higher levels of coordination and non-competitive alliances, especially with regard to property development opportunities. St. Francis, Cudahy, Oak Creek, and South Milwaukee are all currently undertaking redevelopment projects, some of which are compatible and some of which are competitive. Recently, it appears that these communities have recognized their common opportunities (and challenges). Consequently, the concept of collectively branding the “South Shore” holds strong promise to economically lift these communities based on specific major assets:

- A world-renowned natural resource in the Lake Michigan shoreline, which is broadly accessible to the public through the trails’ and parks’ systems,

- Superb transportation access to downtown Milwaukee from both Lake Parkway (794) and three business arterials – Howell Avenue, Kinnickinnic Avenue, and Lake Drive,
- Potential value in the railroad corridors,
- Healthy and functional neighborhoods with strong housing stock, and
- Solid community services with regard to safety, schools, public works, parks, and related government services.

While a comprehensive list would be much longer, many new businesses (and their employees) seemingly do not recognize that the assets of the South Shore are stronger and more desirable than many other areas within the metropolitan Milwaukee region. Consequently, a key intergovernmental cooperation initiative for St. Francis should be the ongoing promotion and strengthening of alliances with the surrounding local governments for the promotion of the “South Shore.”



Source: City of St. Francis