

**City Government Structure
1965-66, 1980, 1990-91**

League of Women Voters Local Study 1990-91

LWV's Past Involvement in City Governmental Structure

- 1958 -

Study: Centralized purchasing for Appleton.

Consensus: The city should use centralized purchasing, hire a qualified purchasing agent, coordinate purchasing where possible with other governmental branches, and establish a warehouse facility.

- 1965 -

Study: "Means of Selection of the City Offices of Treasurer, Clerk, Assessor, and Attorney." (Adopted to respond to a referendum for a charter ordinance change that would have made these offices appointive rather than elective.)

Consensus: "1) All offices should be filled by appointment. 2) Appointments should be made using competitive examinations and evaluations by an independent examining board or agency, and subject to common council confirmation. 3) Removal should be in the hands of the council."

Although the League was active with a coalition that vigorously supported a "yes" vote, this referendum was soundly defeated. A later referendum eliminated the office of Treasurer and placed its duties with the Finance Director. The offices of Clerk, Assessor, and Attorney remain elective.

- 1966 -

Study: "Analysis of the City Government of Appleton."

Consensus: "1) Under present conditions (council size), salaries of

aldermen should not be increased. 2) Number of aldermen should be reduced. 3) Eliminate administrative duties from policy-decisions. 4) Support of Appleton's membership in a council of governments."

With a change in the state's system of regional planning from which came the East Central Wisconsin Regional Planning Commission, the position concerning a council of governments was dropped.

- 1968 -

Study: "Continued analysis of Appleton city government, its financing and budgeting practices."

Consensus: 1) An executive budget that would contain a budget message defining the goals of the administration and establish priorities, consultation with department heads in budget review, adequate hearings before the Finance Committee open to the public and department heads. 2) A complete, accurate, understandable budget summary available to citizens and aldermen. 3) A budget timetable to allow for careful consideration with copies of the detailed budget to be available to all aldermen and to interested citizens at the time the budget summary is published. 4) Public hearings on the city and school budgets should be held on different nights.

With the elimination of the Council's function of "Fiscal Control Board" for the school system, the position on the timing of a hearing on the school budget is not pertinent.

Study: "Analysis of City Governmental Operations Report." (Adopted to allow a response to the report of a committee formed in 1968 by the Appleton City Council to examine Appleton's governmental operations.)

Consensus included: 1) The position of aldermen should remain part-time. 2) The combination of aldermanic position with the county supervisory one was a good idea but not for Appleton at this time. 3) If the number of aldermen were reduced, the number of wards should also be reduced and that the council should be cut by about half. 4) The council should consist of aldermen elected at-large as well as ward aldermen. 5) The term of office for an at-large alderman should be longer than that for one elected by a ward, and elections should be staggered. 6) Aldermanic salaries should be nominal to cover expenses "incurred in seeking and holding office." 7) The office of mayor should be strengthened through the use of an executive budget properly adhered to; having department heads directly responsible to the mayor; establishing a post of Administrative Assistant appointed by the mayor; and reducing or eliminating standing committees, in all events relieving them of administrative detail. 8) Policy-making functions of the council should be strengthened by relieving it of administrative detail to include: a) establishment of a Sanitary District Commission . . . ; b) Police and Fire Commission should assume its proper duties now performed by Public Safety Committee; c) all welfare work to be assumed by county . . . ; d) Board of Public Works to be restructured with fewer aldermen and some citizen members; e) legislative or resource person to assist council . . . ; f) secretarial help for council 9) Informal council meeting should be held preceding regular meetings. 10) The previous position on appointing the clerk, attorney, assessor, and treasurer was reaffirmed. 11) A joint city hall-county courthouse was endorsed. 12) The Governmental Operations Committee Report was supported.

Numerous recommendations were submitted to the council in its committee's report; these, however, were largely ignored. The League has taken action under this position at various times, but most of its items have not been adopted.

League of Women Voters Local Study 1990-91

Forms of City Government

Important distinctions!

Policy: deciding what government should do.

Administration: managing the day-to-day business of government.

Mayor-Council

This traditional and predominant form of city government can involve various allocations of power, ranging from "strong mayor" to "weak mayor," depending on his/her functions and responsibilities. Whether the office of mayor is strong, weak, or somewhere in between, the council is a policy-making body.



Usually, under a strong mayor system, the mayor is responsible for the administration of the city government, and there are no other elected administrative officials. The mayor not only has the power to appoint department heads but also prepares an executive budget, essentially a policy-making document.

Under a weak mayor system, while the mayor is still the chief administrative officer, the powers of the office can be quite limited. Administrative decisions are shared among other elected officers, various

boards and commissions, and sometimes appointed department heads who may report, not to the mayor, but directly to the council.

Appleton's current governmental arrangement can best be described as a mix of the weak and strong mayor forms: the mayor serves as chief administrative officer, forms an executive budget, and, with council approval, appoints department heads who report to him/her. The clerk, assessor, and attorney, however, are still elected rather than appointed; and the removal of department heads rests with the council, generally requiring a majority vote.

Council-Manager

In this form of government, the council maintains its policy-making functions, approving the budget, determining the tax rate, and hiring the city manager. Usually, however, the council size is smaller, and frequently the members are elected at-large. Since there is no mayor elected by the voters, the president of the council, elected by his/her peers, frequently serves in ceremonial capacities. The city manager is the chief administrative officer, carrying out the policies adopted by the council and having the responsibilities of budget preparation, day-to-day operations, personnel management, and advising the council.

During the past sixty years, Appleton has not considered adopting the council-manager form of government, and any move toward it would require a change in the Charter Ordinance. Based on Appleton's rejections of referenda to remove other offices (clerk, assessor, and attorney) from the ballot, many people believe the city would not accept this form.

Mayor-Council-Administrator

This form of government combines aspects of the two forms described above and is a relatively recent development. Under it, the city maintains both its council and its mayor. But the mayor, while continuing his/her policy-making and ceremonial functions, may be relieved of the major administrative duties. The administrator would carry out the policies adopted by the council,



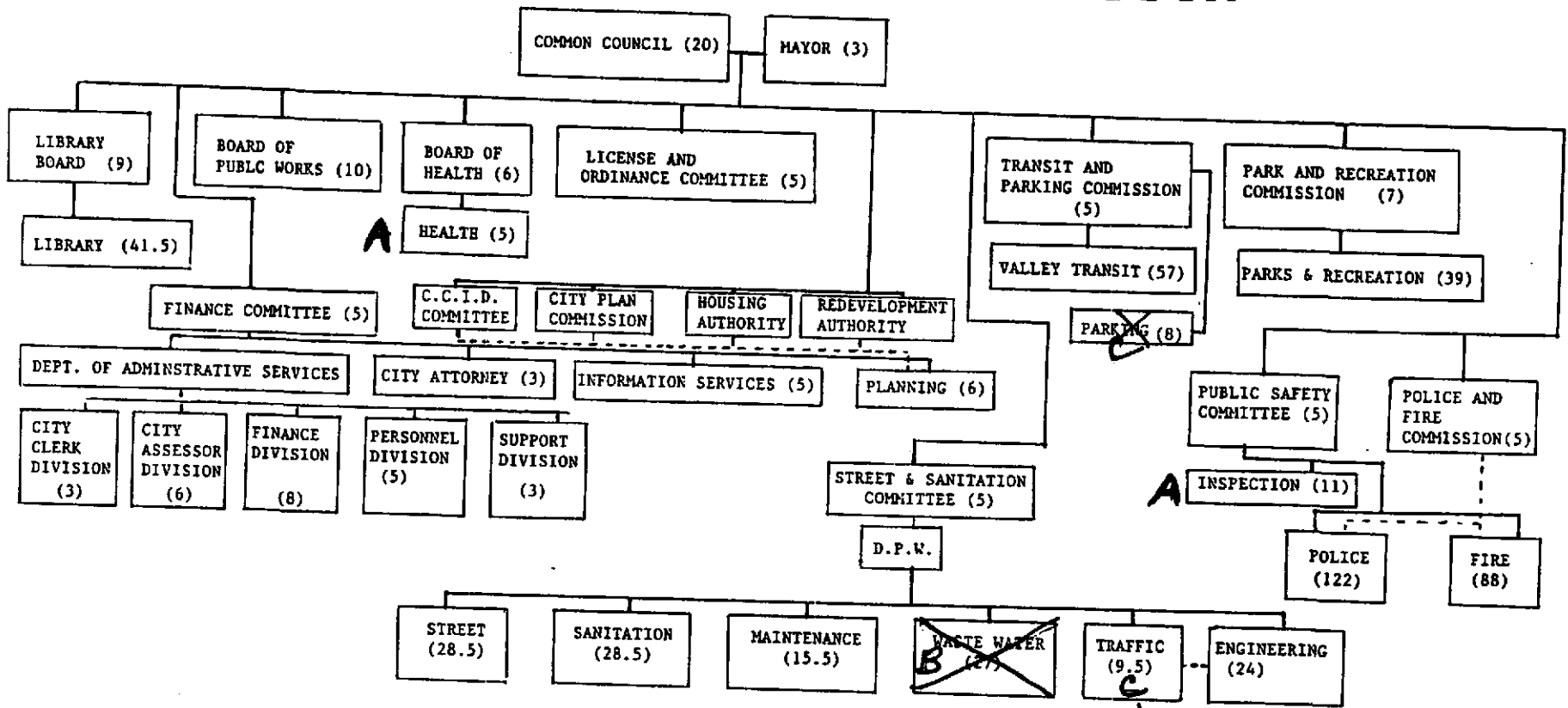
manage day-to-day operations, and possibly prepare the budget. She/he would probably be responsible for personnel matters such as the appointment of department heads.

The council would determine the range of authority to be delegated to an administrator. Creating this position would not require any Charter Ordinance changes. The council could create this position through the usual legislative procedures under its "home rule" authority.

At the time of this writing, an *ad hoc* committee appointed by the Mayor is examining the possibility of recommending this form of government for Appleton. It is a form currently being used by several Wisconsin cities.



CITY OF APPLETON GOVERNMENTAL ORGANIZATION



- A. Health and Inspections are now combined under the Department of Community Services.
- B. Waste Water and Water are now combined under the Manager of Utilities.
- C. Parking is under the Traffic Division of Public Works.

1. Four standing committees reporting to the council, consisting of aldermen only, are: Finance, License and Ordinance, Public Safety, Street and Sanitation.

2. Other committees and commissions exist; some with aldermanic member(s) and some with none; some reporting directly to the council and needing council approval for any action while some are quite independent of council approval except possibly for financing. For example, the Library Board is quite independent while the City Plan Commission report goes directly to the council for approval.

League of Women Voters Local Study 1990-91



Discussion Questions: City Government, Structure and Growth

Services and Growth

List all the city services that you can think of. Now rank them in their order of importance, with #1 being the most important, #2 the next, and so on.

1. What services does every city need?
2. Are there additional services which a growing city needs? For instance?
3. Are there additional costs when growth is uncontrolled inside the city? Outside the city?
4. Do we need something different because the city is growing? Or do we need more of the same?
5. How can the city effectively provide these services at the least possible cost?
6. Does the form of government make a difference in the delivery of these services? If so, how?
7. Who is to determine what is administration and what is policy? Does it matter?

Policy and Administration

Using the following fictional situations, distinguish between policy and administration.

1. A specific sum of money was appropriated in the city's budget for street construction. Who selects the streets for construction/reconstruction? Where is the policy? Where is the administration?
2. Ambulance service is generally accepted to be an important part of emergency care. Who decides whether the city should have ambulance service? Who decides whether the service will be rendered by a public or a private provider? If the ambulance service is privately provided, who decides whether it should be publicly regulated; and, if so, who determines the regulations? Who determines the cost, i.e., the expense to the city and the expense to the individual user?
3. The alderman of a ward has received several complaints from residents that a particular corner should have a "stop" sign because children must cross there on their way to and from school. The alderman, consequently, wants a sign put up. The traffic

engineer, however, says that, based on traffic counts, the sign is not warranted and, further, that random placement of arterial stops encourages drivers to ignore them. In this instance, what is policy and what is administration? Who should make the decision?

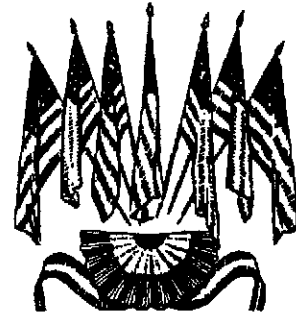
4. The chief of police has decided that each officer should have a patrol car assigned to him to be taken to his home at the end of his shift rather than having each one check out a car from the fleet when he comes on duty. The chief gives several reasons: visibility, protection, and maintenance. Who should make the decision on the method of assigning vehicles? Who should implement the decision?

Citizen Participation

1. What form of government is most responsive to citizens and their perceived needs? How responsive should government be?
2. What role should community need play in decision making?
3. When decisions are being made, what should strike the balance between community needs and individual rights/needs?



League of Women Voters Local Study 1990-91



Consensus Questions: City Government, Structure and Growth

The purpose of this meeting is to arrive at a position on the form of government that the League should support in order for the City of Appleton to provide the best, most effective level of needed services. Of the possible structures, which one will give the most responsive, efficient, and effective government for a growing community?

- 1. What form of government would best serve the City of Appleton?**
 - a. Under this structure, who would hire and fire department heads?
 - b. Under this structure, to whom would the department heads report?
 - c. Under this structure, who would formulate the city budget?
 - d. Under this structure, who would make appointments to committees, boards, and commissions?
- 2. If adoption of the form of city government selected under Question #1 is not possible, what would be our second choice?**
 - a. Under this structure, who would hire and fire department heads?
 - b. Under this structure, to whom would the department heads report?
 - c. Under this structure, who would formulate the city budget?
 - d. Under this structure, who would make appointments to committees, boards, and commissions?
- 3. If adoption of our second choice is not possible, what would be our third choice?**
 - a. Under this structure, who would hire and fire department heads?
 - b. Under this structure, to whom would the department heads report?
 - c. Under this structure, who would formulate the city budget?
 - d. Under this structure, who would make appointments to committees, boards, and commissions?
- 4. If the current form of government is essentially to be continued, what structural modifications would we support to improve its responsiveness, efficiency, and effectiveness?**
- 5. If Appleton decides to adopt either a chief administrative officer or a city manager, who should have the following powers:**
 - a. To establish the job description for the position?
 - b. To set the qualifications for individuals to be considered?
 - c. To make the appointment to the position?
 - d. To remove the person holding the position?

COMMITTEE REPORT TO THE LWV BOARD CONCERNING CONSENSUS UNITS

THE FOLLOWING ARE AREAS WHICH ONE UNIT DISCUSSED BUT THE OTHER UNIT DID NOT; THEREFORE, THERE IS NO CONSENSUS.

1. We reaffirm League's previous position in decreasing council size. However, the units felt the decrease should be moderate rather than by one half, our previous position.
2. City budget process be changed to have the committees of Jurisdiction review the budget document of their departments. The process would be: department heads to committee of Jurisdiction to mayor to finance committee to council.
3. If the administrator position is adopted, a special committee of citizens, department heads, and elected officials should formulate the job description and interview candidates for this position.
4. The Common Council is urged to recognize its responsibility for policy making.
5. The mayor's term should be an odd number such as three or five so that the wards up for election with the mayor on the ballot will not always be the same.

THE FOLLOWING IS AN AREA THE UNITS DISAGREED.

The council establishes a committee on committees which would be responsible for appointments to committees, boards, and commissions

REPORT OF THE SUMMARY ANSWERS CONSENSUS DISCUSSION QUESTIONS

1. Administrator-Mayor-Council
 - a. Hire & fire Dep't Heads?
 - P. M. Council hire and fire for cause; A. M.- Administrator
 - b. Dept Heads report? P.M. and A.M. - Administrator
 - c. Budget? P.M.- Mayor; A.M.- Proposed by mayor & administrator; approved by Council
 - d. Appointments? P.M.- Mayor; A.M.- Committee on Committees
2. Mayor-Council
 - a. Hire and fire Dep't Heads? P.M. _Council hire with recommendation from Mayor; council fire. A.M. Mayor recommend and Council appoint
 - b. Dep't Heads report? A.M. & P.M. - Mayor
 - c. Budget? P.M. - Mayor; A.M. The committee of jurisdiction; report to mayor to Finance to Council.
 - d. Appointments? P.M. - Mayor; A. M. Committee on Committees
3. Manager - A.M. and P.M. agreed
 - a. Hire and fire Dept heads? Manager recommend; council confirm.

CITY MANAGEMENT CONSENSUS

General Statement

The League of Women Voters of Appleton supports the implementation of an administrative position, through a newly created post or through revitalization of the administrative assistant to the mayor, for Appleton. The person filling this position should have specified qualifications, receive a salary commensurate with the duties, have a renewable contract for a specified number of years, and assist both the mayor and the council.

However, neither position is to be construed as policy-making; for example, the administrator should not have the responsibility for formulating the executive budget or appointing members of boards, committees, or commissions.

The administrative assistant to the mayor should assume such responsibilities and duties delegated by the mayor while the city administrator should assume such duties and responsibilities delegated by the mayor and/or council.. These might include coordination of departments, boards, committees, and commissions, special studies, grant writing and so forth.

Preference in Governmental Structure

The order of preference for the form of government is: 1. administrator-mayor-council; 2. mayor-council; 3. city manager-council.

If the administrator-mayor-council form is adopted, the department heads would report to the administrator and the mayor would formulate and propose the budget. Ideally both the mayor and the administrator cooperate on the budget.

In the mayor-council system, the mayor would appoint department heads with council confirmation, and the department heads would report to the mayor.

While the League does not support adoption of the city manager form of government, if adopted, however, the city manager would hire the department heads who would report to him/her, formulate the budget, and make appointments to committees, boards, and commissions.

- b. Dept Heads report? Manager
- c. Budget? manager
- d. Appointments? manager

Submitted by Barb Hoffman and Judy Winzenz, chrs.
Corrine Goldgar and Betty Breunig

~~URBANIZED~~ TOWN GOVERNMENT POSITION STATEMENT

The Appleton League believes that town government, as it is currently structured by state statutes, does not have adequate means to effectively deal with the demands of an urban population. Specifically, the League sees the shortcomings of town government relative to its ability to manage urban growth as follows:

1. Representative government, as opposed to government by majority rule (as is the case with town government), is more desirable in an urban community. Rule by majority does not always reflect what is best for the community as a whole. The public interest, or greater good of the community, is often not represented in town government. While governance by direct democracy is a laudable idea in theory, when put into practice in an urban setting, it often becomes governance by special interests due to the fact that most town residents do not attend town government meetings and the electors remain largely uninformed. Informed decision making is more likely under representative government.
2. Towns receive less state aid than cities and villages.
3. Towns lack home rule.
4. Towns cannot form TIF districts.
5. Effective long-range planning is, at best, difficult for towns due to the tenuous nature of their boundaries.
6. Towns do not enjoy equal political status relative to cities and villages at the bargaining table.

Town governments, however, can take positive steps allowed under current law to better manage urban growth. The Appleton League believes that urbanized towns should do the following:

1. Towns should employ paid, fulltime professional administrators.
2. Towns should adopt a comprehensive plan. A professional regional planner is seen as the best way to manage urban growth in towns. *
3. Towns should adopt and exercise village powers.
4. Town boards should consist of five members.
 - A. Staggered terms ensure continuity.
 - B. The larger town board can afford better representation of all areas of the town and can ensure that both urban and rural interests are given a voice on the town board.
5. Towns can create special service districts to provide services in urbanized areas of the town as desired by residents, with only the residents within these districts taxed for the services.
6. Towns can enter into intergovernmental agreements with adjacent municipalities to provide for more efficient and less costly delivery of urban services and to avoid costly border disputes.

The Appleton League recognizes that many aspects concerning the governance of urbanized towns must be addressed at the state level. Several state-level issues concerning town government which the Appleton League examined in its study resulted in the following recommendations:

1. The concept of an "annexation-proof urban town" designation created by new state legislation is opposed by the Appleton League, consistent with the position of the Wisconsin League of Women Voters. Annexation and incorporation, with the strict adherence to the standards each require under state law, were viewed as the best means to address urban growth management, and are far preferable to the "urban town" designation.
2. There was great interest in the idea of creating a metropolitan council of governments similar to the organization which exists in the Minneapolis-St. Paul area. There was also support for the idea of area-wide tax base pooling which would be administered by such a council. These ideas are seen as vehicles to achieve better regional cooperation, providing for less competition for tax base among municipalities in the metropolitan area, and providing for fairer cost-sharing of services provided by the central city. Both of these concepts would require state authorization.

3. Strengthened regional planning commissions and a comprehensive state land use plan with integrated regional and local plans are strongly endorsed.

*The Wisconsin League of Women Voters position favors the administration of town planning by county governments. In the Fox Cities area, however, where three counties converge, regional planning is viewed by the Appleton League as a more workable alternative.

Action

XX**X**X**X**X**X**X**X**
*** APPLETON VOTERS ***
*** * * * ***
*** SPECIAL ELECTION ***
*** * * * ***
*** NOVEMBER 3RD ***
*** * * * ***
XX**X**X**X**X**X**X**X**

On Tuesday, November 3rd, Appleton voters will decide the question:

"Shall the City of Appleton change the method of selection of the CITY ATTORNEY from elected by the voters to appointed by the Mayor, subject to confirmation of the Common Council."

YES NO

In Wisconsin cities over 30,000, 13 of 17 full-time attorneys are appointed. Andrew Bullis, director of Urban Studies for the National League of Cities stated that "It is a general principle that if the officer has a non-policy making function to perform he should be appointed."

In a study of the issue the Appleton League found the following 5 reasons for an APPOINTED ATTORNEY.

1. Efficiency of operation is increased by vesting full responsibility in the hands of the mayor for the co-ordination of the four offices. Greater continuity is possible if an appointee can train a replacement before leaving office rather than the abrupt transition of an election.
2. Elections are frequently only popularity contests. The ballot box does not automatically assure qualified personnel, and indeed may deter qualified persons from seeking the job. Appointment for an indefinite term would have greater appeal to the well-qualified applicant and provide a larger number from whom to select. Elected officials may have to devote time to campaigning which should be used instead for improving their job effectiveness.
3. The mayor is more accountable to the electorate if he is fully responsible for all his administrative appointees. Thus he has no one to blame if things go wrong.
4. Elective officials may operate at cross purposes with the mayor and council, thus causing delays and inefficiencies of operation.
5. The trend throughout the nation is to professionalize local administration, which is impossible when these offices are elective.

M A K E A D I F F E R E N C E
V O T E

APPLETON LEAGUE OF WOMEN VOTERS POSITION PAPER

LOCAL GOVERNMENT STRUCTURE
CITY OF APPLETON

A considerable amount of study and research into the structure and functions of the government of the City of Appleton was a necessary part of the publishing of the first This Is Appleton in 1956 and its revisions in 1961, 1966 and 1972. More specifically, the following studies have been undertaken.

1965: On June 15, 1965 the League of Women Voters of Appleton adopted an emergency item entitled "Means of Selection of the City Offices of Treasurer, Clerk and Attorney."

Background: This action was in response to the calling of a referendum initiated by individuals opposed to a charter ordinance adopted by the Common Council making the offices of treasurer, clerk, attorney and assessor appointive rather than elective. The Appleton League had previously taken a position in favor of appointing the city assessor following a 1962 study of the Procedures and Policies of the Appleton Assessment System.

Study: Though necessarily identified as an emergency item and completed in six weeks, the study was complete and thorough. A brief selection from the extensive materials gathered by the resource committee was mailed to all members. Copies were sent to contributors, all city officials, aldermen and an opposition group urging attendance at a public meeting, July 27, sponsored by League with a League panel to lead discussion. Additional material with particular reference to job descriptions and qualifications was distributed. Attendance was equally divided among the membership and general public.

Consensus: The August 3 consensus concluded that:

1. All offices should be filled by appointment.
2. Appointments should be made using competitive examinations and evaluations by an independent examining board or agency, and subject to common council confirmation.
3. Removal should be in the hands of the council.

Action: The League Board approved the consensus and endorsed support and action on behalf of a "Yes" vote in the September 14 election. A maximum of \$85 was allocated for action in the community. Permission was given for a degree of cooperative effort with the Appleton Taxpayers Alliance to prevent duplication of effort. Appearances were made at women's clubs, veterans organizations, auxiliaries, professional and church groups. Printed balloons, flyers, and question and answer brochures were distributed at stores and shopping centers. About 10,000 brochures were mailed to all registered voters. Newspaper publicity, a series of ads, radio and television coverage extensively used League-prepared material. Window displays and posters were used as well as car tops urging a "Yes" vote.

Results to date: The referendum was decisively defeated. Although the 1968 Government Operations Committee Report reiterates the League position and the Taxpayers Alliance continues its support, there seems very little enthusiasm from the general public for a change to appointive offices.

1966: "Analysis of the City Government of Appleton" was adopted for study.

Study: The first units (February, 1967) for this study concentrated on an introduction of the various forms of municipal government in use throughout the United States. All-member resource material included a locally compiled Forms of City Government resume and This Is Appleton. All units expressed interest in discussing the problems of the aldermen and how to improve his selection. Lively interest was also shown in the possibility of a metropolitan council of governments.

The second units in March researched the structure and functions of Appleton's government in particular.

Consensus:

1. Under present conditions, salaries of aldermen should not be increased.
2. Number of aldermen should be reduced.
3. Eliminate administrative duties from policy-making decisions.
4. Support of Appleton's membership in a council of governments.

Also receiving considerable support were (1) a further study of the possibility of electing aldermen at large or by a combination of wards and at-large, (2) a city hall complaint department, (3) incorporation of the post of city treasurer and his duties into the finance department, (brought up and supported by two units). There was very little interest in changing the form of government.

Action: In 1968, the Appleton League cooperated with the Neenah-Menasha League and the Public Information Committee of the Council of Governments (then established) in sponsoring an informational meeting about the COG for all candidates in the spring election.

In 1972 the Council of Governments was dissolved, and this support position was dropped at League's annual meeting.

1969: "Analysis of the City Governmental Operations Committee Report" was adopted.

Background: A seven-man committee, charged by the Common Council to make a study of the City of Appleton's governmental operations, filed an extensive report with the council in November, 1968. In the report, numerous recommendations were made toward improving city government operations. It received little attention from the council as a complete plan, but was fragmented and sent to various standing committees.

Because of the Appleton League's continuing interest in local government reform, and because it already had positions on some conclusions suggested in the report, it was decided to study the report in detail to determine the extent of agreement that might exist.

Study: A general meeting, open to the public, was held in February at which five members of the Government Operations Committee participated as a panel to discuss the report. March units were devoted to further discussion and consensus.

Consensus:

1. Should the position of alderman be full time? No.
2. Do you believe the combining of the post of city alderman-county supervisor a good idea? Yes, a good idea, but majority said not for Appleton at this time. Suggestions made that candidates for post of city alderman be encouraged to also seek county supervisor post.
3. If number of councilmen is reduced, do you also approve reducing number of wards? Yes. Number of wards should be reduced in some logical proportion to number of aldermen. Council should be reduced by approximately one-half.
4. What method of election of council members do you favor? At large? By ward? Combination? Majority favored a combination of at large aldermen with a strong feeling also voiced for a small council all at large. The feeling was that a combination plan would be a more acceptable transition to most voters.
5. What should be the term of office? A longer term for at large aldermen than for ward aldermen with the majority favoring two years for ward aldermen and a three or four year term for at large. Elections should be staggered.

6. What should the salary be? Salary should be nominal to cover expenses incurred in seeking and holding office. Agreeable to recommendation of report.
7. Do you approve strengthening the office of mayor? How? Yes. The office of mayor should be strengthened through the use of an executive budget properly adhered to; having all department heads directly responsible to the mayor; establishing a post of Administrative Assistant appointed by the mayor; and reducing or eliminating standing committees, in all events relieving them of administrative detail.
8. How would you strengthen policy-making function of the council? Policy-making functions of the council should be strengthened by relieving it of administrative detail. Majority was in agreement with steps outlined in Governmental Operations Report: (1) Establishment of Sanitary District Commission. Minority disapproval was voiced for any such department with a singular purpose; (2) Police and Fire Commission should assume its proper duties now performed by Public Safety Committee; (3) All welfare work to be assumed by county. Minority opinion voiced in favor of the city continuing to handle temporary assistance; (4) Board of Public Works to be restructured with fewer council members and some lay persons; (5) Legislative or resource person to assist council, perhaps through the expansion of office of city attorney; (6) Secretarial help for council - reference library and filing system; (7) One unit proposed a complaint answering service or some sort of Ombudsman.
9. Do you approve of informal council meeting preceeding regular meetings? Yes.
10. Should clerk, attorney, assessor and treasurer be appointed or elected? Why? Appointed because they are administrative posts. This reaffirms consensus previously arrived at.
11. Do you support the idea of a joint City Hall-County Courthouse? Yes.
12. Do you endorse the Governmental Operations Committee Report per-se for possible purpose of opening community discussion? Yes, after studying the November 1968 report of the Governmental Operations Committee the Appleton League of Women Voters endorses it as an acceptable plan to update and revitalize our city government.

Action: Council meetings are regularly observed. Statements have been made each year at budget hearings and various committee hearings, often pointing to particular positions as practical means of improving efficiency and economy.

September, 1971: League appeared before the Welfare and Ordinance Committee urging its consideration of the City Governmental Operations Report as an acceptable plan to reduce the size of the council and provide for some at-large representation. The committee recommended it to the council, where it was defeated by a 14-6 vote. (This was regarded as progress).

November, 1971: Appearing at the budget hearing, League specifically urged that the duties of treasurer be transferred to the finance department with the retirement of the City Treasurer making it an opportune time.

March, 1972: League appeared before the Welfare and Ordinance Committee as it considered alderman-supervisor joint candidacy. Our statement pointed out all the advantages, but said we could not support it until such a time when the council and county board were streamlined enough to make the job practical for part-time service.

CONSENSUS OF COMMON COUNCIL STUDY 1980

city file

1. Although there was some support for the council-manager form of government, the mayor-council form was felt to be most suitable for the city of Appleton. There was no support for the commission form.
2. There was support for the current process of making appointments with these two additions:
 - A. Vacancies on boards and commissions should be filled within a specified ^{period} amount of time.
 - B. Vacancies on boards and commissions should be advertised.

We reaffirm our position in favor of the executive budget. The Units favor the strong policy-making function of the mayor. [One unit recommended the mayor not be empowered to veto the council firing of a department head.]

The mayor's salary should be competitive with the salary of mayors of comparable size cities in the State of Wisconsin.

The Units favored the retaining of the office of administrative assistant. [One Unit supported up-grading the position.]

3. The council size should be smaller but no fewer than ten members. Council pay should be an honorarium not a salary and the position should be part-time. Election to office should be by ward. The office should not be one of Supervisor-Alderman.
4. No consensus was reached on to whom the department heads should be responsible.

Chair → Karen deYoung
Judy Winzenz
Helen Nagler
Patt

Date?
1979-80

CITY MANAGEMENT CONSENSUS

General Statement

The League of Women Voters of Appleton supports the implementation of an administrative position, through a newly created post or through revitalization of the administrative assistant to the mayor, for Appleton. The person filling this position should have specified qualifications, receive a salary commensurate with the duties, have a renewable contract for a specified number of years, and assist both the mayor and the council.

However, neither position is to be construed as policy-making; for example, the administrator should not have the responsibility for formulating the executive budget or appointing members of boards, committees, or commissions.

The administrative assistant to the mayor should assume such responsibilities and duties delegated by the mayor while the city administrator should assume such duties and responsibilities delegated by the mayor and/or council.. These might include coordination of departments, boards, committees, and commissions, special studies, grant writing and so forth.

Preference in Governmental Structure

The order of preference for the form of government is: 1. administrator-mayor-council; 2. mayor-council; 3. city manager-council.

If the administrator-mayor-council form is adopted, the department heads would report to the administrator and the mayor would formulate and propose the budget. Ideally both the mayor and the administrator cooperate on the budget.

In the mayor-council system, the mayor would appoint department heads with council confirmation, and the department heads would report to the mayor.

While the League does not support adoption of the city manager form of government, if adopted, however, the city manager would hire the department heads who would report to him/her, formulate the budget, and make appointments to committees, boards, and commissions.

The Appleton League of Women Voters study for this year is a study of the Appleton Common Council. The study will look at forms of city government to evaluate the present council structure and its relationship to the mayor, department heads, commissions and committees. Criteria for reapportionment and representation will be studied. The purpose of the following questions is to start the study with the views of present aldermen, the mayor, department heads, commissions and committees. We would welcome your signature if you so wish. Thank you. for your cooperation.

Karen de Young
Committee Chairman

1. Will the council reapportion following the 1980 census?
2. Should the council consider a change in council size?
3. Should the council be larger, smaller, or remain the same?
4. Should aldermanic positions be full time?
5. Should aldermen be elected at large?
6. Is the primary responsibility of aldermen to the ward or to the city?
7. Would a four year term of aldermen be preferable to a two year term?
8. Should the office of aldermen and county board Supervisors be combined? (i.e. held by one individual)
9. Does the organizational structure of the council provide the council with a reasonable amount of control of city business?
10. Does the organizational structure of the council provide the mayor with a reasonable amount of control of city business?
11. Does the organizational structure of the council provide committees, commissions and boards with a reasonable amount of control with matters under their jurisdiction?
12. Are the lines of jurisdiction of committees, commissions and boards clearly drawn?
13. Does the organizational structure of the council provide department heads with a reasonable amount of control with matters under their jurisdiction?
14. Are the standing rules of the council implemented to facilitate effectively council business?
15. Should there be a specific amount of time for citizen input at the beginning of council meetings?
16. Are the responsibilities and duties of the mayor well defined?
17. Are the responsibilities and duties of the council well defined?
18. Are the responsibilities and duties of department heads well defined?
19. Are the responsibilities and duties of commissions well defined?
20. Should the mayor have the power to appoint standing committees?
21. Should the mayor have the power to appoint committee chairmen?
22. Should the mayor have the power to appoint commission members?

23. When feasible, should all aldermen be appointed to approximately the same number of committees and/or commissions?
24. Would you be willing to meet with this committee of the L.W.V. of the League as a whole to discuss any of all of these questions?

ADDITIONAL COMMENTS:

In the state of Wisconsin at the present time, only two forms of city government exist: the mayor-council and the council-manager. The common denominator is the council.

In 1979, in the United States, 55.5% of the cities have the council-manager form of government; 39% have mayor-council; and 6% have commissions. The number having the council-manager form is increasing, while the number having the mayor-council and commission forms is decreasing. The larger cities (500,000 and up) generally have the mayor-council form, partially based on tradition; most, however, also have a CAO. Of Wisconsin cities (over 2500), 140 (87%) have the mayor-council form and 20 (13%) have the council-manager form; none has a commission. The council-manager form or a mayor with a CAO is increasing in the United States primarily for the purpose of having a competent professional operating efficiently in non-policy areas. Approximately 30% of the cities having the mayor-council form also have a CAO.

The mayor-council form with a CAO has been gaining some attention because there are advantages available, depending on the implementing ordinance. A CAO may improve the administration of city services because of his professional training, because all administrative responsibility is located in one accountable position, and because of the complexities of local government as well as the current involvement of the state and federal levels in local government. About 35 municipalities in Wisconsin currently have CAOs although the titles of the position vary from city to city.

CITY COUNCIL SIZE AND SELECTION

City councils across the nation vary in size and basis of selection. All are elected either at-large or by ward and have terms ranging from 1 to 6 years. At-large councils are increasingly popular based on the belief that this method of selection reduces the parochialism of the "city fathers" and encourages wider participation. However, citizen access may be reduced by at-large councils. In the United States, 63.7% of the cities have at-large councils and 36.3% have ward councils.

The size of councils also varies widely--from 3 to 50 members--with smaller councils being more prevalent. Councils are steadily decreasing in size because of the belief that smaller, less fragmented councils will have more reasonable debates and will reach decisions more rapidly and wisely. In the United States, 64% of the councils have 10 members or less, while only 12% exceed 15 members.

The responsibilities of councils vary dramatically depending on the size, form of government, and basis of selection. At-large councils tend to be smaller and to appear more frequently under the council-manager form. Generally, however, councils make the policy that directs the city improvements (streets, sewers, etc.), health, safety, planning, zoning, budgeting, taxing, contracts, inspections, police and fire protection, garbage collection, etc. The mayor-council form usually has committees composed of council members which make recommendations to the entire council. Appleton uses this form, with five standing committees: finance, street and sanitation, welfare and ordinance, public safety, and commerce and industry. In addition, there are many committees, boards, and commissions which make recommendations to the council.

There is considerable variation in the financial compensation for mayors, managers, and council members. The position of council member is usually part-time except in major cities, and the pay is quite low; the basis for the small compensation is the belief that a large salary would attract candidates whose primary interest is in the money. Currently, the Appleton aldermanic pay is \$1800 per year.

Mayors' salaries also vary, depending on the size of the city and on whether the position is full- or part-time. In a small city the salary may be as low as \$2000 annually, while in a large city such as Milwaukee, the pay may be \$57,634. Appleton's mayor is currently paid \$27,479.

City managers' salaries range from \$16,000 to \$70,000. In 1977, the average was \$26,260. In Oshkosh, the city manager receives about \$35,000. Generally, managers are more highly paid than mayors because of the extensive qualifications which are required.

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FORMS OF CITY GOVERNMENT

- I. Mayor-Council, the oldest form of American city government, dates back to the colonial period. Under this form, the actual power of the mayor varies considerably, but the following three general types are recognized by students of municipal government.
 - A. Weak Mayor (-Council), a product of Jacksonian democracy, reflects the pioneer spirit, skeptical of both politicians and government. The council in this form has both legislative (policy-making) and executive (administrative) functions. Characteristic of this type of government are the long ballot, division of powers, and lack of fixed responsibility.
 - B. Strong Mayor (-Council) is modeled on the federal government. The mayor is the chief executive and is responsible for carrying out the city government's policies, which are made by the mayor and council, and for coordinating the work of all departments. He is responsible for preparation of a budget and for administering it after its adoption by the council. The mayor under this form can be a very powerful person although the council serves as his critic and may conduct investigations, etc.
 - C. Strong Mayor (-Council) with a Chief Administrative Officer (CAO) is a form under which the mayor and/or council may appoint a professional manager to handle the administrative functions--supervision of department heads, preparation of the budget, direction of personnel, etc.--freeing the mayor for broad policy-making and ceremonial functions. The duties of a CAO may vary from those of an administrative assistant to full authority over the entire city operation. In Wisconsin, the instituting of this form of government can be accomplished under "home rule" authority through ordinance changes.
- II. Commission is a form of government which arose as a result of the disastrous Galveston, Texas, hurricane of 1900, when the legislature suspended local self-government and created a commission of five businessmen which ran the city successfully. (NOTE: These five commissioners were people of exceptional ability.) Other cities adopted the plan, and by 1917 at least 500 cities were governed by commissions. It is, however, a form of government which requires people of great dedication and ability, and many cities have had to abandon it. There is great concentration of responsibility because each commissioner, since he is also a department head, must devote a great deal of time to his work--ideally, a full-time job--and must serve in the dual role of policy-maker for the city and of administrator for his department. This results in a loss of "checks and balances" and makes good government extremely difficult.
- III. Council-Manager, often called "City Manager," is a form of government which has existed in the United States since 1914. Its structure is similar to that of a corporation. The voters are the stockholders; the council is comparable to the board of directors of a business; and the manager is a professional hired by the council much as a general manager is hired to oversee a company's departmental operations. The manager is responsible to the council, and the council is responsible directly to the voters. The mayor in cities having this form of government may be elected by the council from among its members; his duties include presiding at council meetings, leading in the development and determination of municipal policies, acting as "official host," and representing the city at all ceremonial functions.

The city manager has among his duties the enforcement of laws and ordinances, the appointment and removal of department heads and employees on a merit basis, supervision and control of all departments, preparation of the annual budget for council approval, and submission to the council of all reports which may be required.

	<u>Yes</u>	<u>No</u>	<u>Undecided</u>
4. Should aldermanic positions be full time?	17%	83%	0
5. Should aldermen be elected at large?	Yes 7%	No 73%	Same 17%
			Undecided 3%
6. Is the primary responsibility of aldermen to the ward or to the city?	Ward 20%	City 37%	Both 43%
7. Would a four year term of aldermen be preferable to a two year term?	27%	67%	6%
8. Should the office of alderman and county board Supervisor be combined, i.e., held by one individual?	30%	63%	7%
9. Does the organizational structure of the council provide the council with a reasonable amount of control of city business?	83%	17%	0
10. Does the organizational structure of the council provide the mayor with a reasonable amount of control of city business?	80%	17%	3%
11. Does the organizational structure of the council provide committees, commissions and boards with a reasonable amount of control of matters under their jurisdiction?	93%	7%	0
12. Are the lines of jurisdiction of committees, commissions, and boards clearly drawn?	63%	30%	7%
13. Does the organizational structure of the council provide department heads with a reasonable amount of control of matters under their jurisdiction?	93%	7%	0
14. Are the standing rules of the council implemented to facilitate effectively council business?	77%	20%	3%
15. Should there be a specific amount of time for citizen input at the beginning of council meetings?	40%	57%	3%
16. Are the responsibilities and duties of the mayor well defined?	60%	30%	10%
17. Are the responsibilities and duties of the council well defined?	70%	27%	3%
18. Are the responsibilities and duties of department heads well defined?	73%	13%	14%
19. Are the responsibilities and duties of commissions well defined?	53%	33%	14%
20. Should the mayor have the power to appoint standing committees?	87%	7%	6%
21. Should the mayor have the power to appoint committee chairmen?	60%	40%	0
22. Should the mayor have the power to appoint commission members?	87%	10%	3%
23. When feasible, should all aldermen be appointed to approximately the same number of committees and/or commissions?	80%	13%	7%
24. Would you be willing to meet with this committee of the League of Women Voters or with the League as a whole to discuss any or all of these questions?			