

**Land Use in Appleton**  
**1975-76**



1976

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## *The League of Women Voters of Appleton*

APPLETON, WISCONSIN 54911

A STUDY OF LAND USE DECISION MAKING IN THE CITY OF APPLETON;  
to establish standards for community amenities and livability,  
with assessment of the values and priorities involved.

The League of Women Voters of Appleton recognizes the need for good comprehensive planning for the physical design of the city. Coordinated planning is needed for land use, transportation, public works, public utilities, public buildings, schools, parks and recreation, open space, housing, industrial parks, commercial development, zoning, subdivision regulation, and capital improvements. League members caution that this integrated planning should neither infringe upon individual lifestyles unnecessarily nor stifle creativity of private enterprise.

Members could not settle on any specific limits for size of population or physical boundaries. All League members, however, support policies and decisions which discourage boundless and unplanned growth. All planning should encompass goals encouraging a "sense of community." Members feel this "sense of community" is more dependent upon commonly held community goals than upon actual physical size.

The League of Women Voters of Appleton supports a planning program which takes into account the need for effective citizen involvement throughout the planning and implementation process. Citizens should be active participants in determining the goals and objectives which will guide the city's future. These goals should be set forth in a comprehensive plan. Decisions involving the economic, physical, and social growth of the community should move the city toward the accomplishment of these agreed upon goals.

Adequate information should be provided to citizens at all stages of the planning process. The use of environmental impact statements may be useful in providing alternative solutions, in evaluating choices, and in judging whether solutions offered address the concerns of the citizens. Every effort should be made to create a climate that convinces citizens that what they say is important. Decisions about the community's design should finally rest with the elected officials and representatives to ensure accountability to the voters. Citizens should expect and receive assurances that all decisions affecting the city's future are made in an atmosphere which minimizes any conflict of interest on the part of representatives serving on both elected and appointed bodies.

The League of Women Voters of Appleton believes that the city plan commission should have the prime responsibility for the planning functions of the city. A strong core of professional planners should be available within the city planning department. To assure an integrated planning program the planning staff should be shared with other departments and commissions when feasible. In order to achieve coordinated planning, clear lines of authority should be delineated with final responsibility resting with the city plan commission and the city council.

League members support a reduced dependency on outside consultants for comprehensive planning. The city plan commission should renew its role in formulating, updating, and evaluating the comprehensive plan. And, more reliance for planning should be placed on a strengthened city planning department aided by resources available from the county planning department and the regional planning commission. All efforts should be made to foster cooperation and communication between the city and surrounding towns and municipalities regarding planning.

To these ends, the League of Women Voters of Appleton supports:

- citizen involvement throughout the planning process;
- comprehensive planning based on community goals and objectives;
- a strong coordinating role for the city plan commission;
- a strong, centralized city planning department;
- communication and cooperation in planning functions between the city, counties, surrounding towns and municipalities, and the region;
- final accountability for the planning process to rest with elected officials.

League members see an active, ongoing role for the organization in participating in and judging future land use decisions in Appleton. Specifically, the League of Women Voters of Appleton should:

- build a strong observer corps;
- provide an active citizen information program (using such things as neighborhood or ward meetings, newspaper columns);
- encourage member participation in governmental decision making (such as attending public hearings, supporting candidates or running for office, serving on appointed bodies);
- establish an ongoing land use committee within the League (to update League information, keep members informed, and act on the consensus).

Members of the League of Women Voters of Appleton have formulated and agreed upon a list of goals which expresses their priorities for the future design of Appleton. In discussing their possible goals a number of basic concerns became evident. These same concerns reappeared as members pinpointed their priority goals. Basically, the concerns are about:

1. Citizen participation
  - in the planning and decision making process
  - in setting goals for the community.
  - in achieving a sense of community.
2. Availability of choices in
  - the planning process.
  - housing opportunities.
  - employment opportunities.
  - transportation.
  - population size.
3. Accessibility to
  - information.
  - the planning process.
  - employment opportunities
  - housing
  - transportation
  - parks, recreation, public buildings.
  - central business district.
4. Uniqueness of
  - natural features such as ravines and the riverfront.
  - diversified neighborhoods.
  - historic buildings and neighborhoods.
  - central business district.
  - Lawrence University.
5. Affects of non-reversible actions on
  - natural areas such as ravines and the riverfront.
  - farmland.
  - historic buildings and neighborhoods.
6. Energy conservation as it relates to
  - population size.
  - urban sprawl.
  - transportation
  - street planning.
  - footpaths, bikeways.
  - central business district designed for pedestrian needs.
  - utility planning.
  - renovation of existing houses and buildings.
  - preservation of historic buildings.

The League of Women Voters of Appleton recognizes that the values expressed in the following list of goals may not reflect the values of the entire community. The goals decided upon are those of members of the organization and reflect the goals of the community only in as much as members are a part of the broader community. However, League members feel that a list such as this will be invaluable to the organization as it interacts and responds to decisions being made about Appleton's future design.

#### Land Use Planning in Appleton

##### a. Planning Process:

- (1) Citizen involvement throughout the planning process.
- (2) Comprehensive planning based on community goals and objectives
- (3) A strong, coordinating role for the city plan commission.
- (4) A strong, centralized city planning department.
- (5) Communication and cooperation in planning functions between the city, counties, surrounding towns and municipalities, and the region.
- (6) Final accountability for the planning process to rest with elected officials.

##### b. Basic Concerns in Planning for the City's Future Design:

- (1) Citizen participation.
- (2) Availability of choices.
- (3) Accessibility.
- (4) Preservation of unique features.
- (5) Prevention of non-reversibly damaging actions.
- (6) Conservation of energy.

##### c. Priority Goals for the City's Future Design:

- (1) Economic Goals:
  - (a) Sustain a viable and diversified economic base.
  - (b) Maintain the central business district as the main commercial center.
  - (c) Strive for long range government economic policies which lead to the fulfillment of the goals of the community.
- (2) Human Resources Goals:
  - (a) Encourage citizen participation in government and in planning the future design of Appleton.
  - (b) Discourage boundless and unplanned population growth.
  - (c) Encourage a wide range of housing choices.
- (3) Environmental Goals:
  - (a) Anticipate the impacts of proposed programs and projects to prevent irretrievable damaging natural, human, or man-made resources or the community itself.
  - (b) Relate estimated impacts of specific developments to the community at large.
  - (c) Provide adequate parks and recreation, particularly in unique areas like ravines and riverfront.
  - (d) Provide alternatives to automobile transportation.
  - (e) Consider aesthetics in decision-making.

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#### ECONOMIC GOALS

- I. Sustain a viable and diversified economic base.
  - A. Maintain Appleton as a strong, stable, but not static industrial center.
    1. Encourage steady employment, diversity of jobs, and safe working conditions.
    2. Support and encourage industry of a non-polluting nature; encourage present industry in its effort to eliminate sources of pollution.
    3. Locate industry considering the best use of land and the values of people; continue to integrate non-annoying industry into the city.

- B. Maintain Appleton as a strong service center including commercial; medical, dental, legal, skilled trades; education.
  - C. Preserve and enhance educational facilities.
  - D. Maintain a transportation system which adequately serves industry and commerce.
- II. Maintain the central business district as the main commercial center.
- A. Encourage a multipurpose central business district.
    - 1. Preserve and increase green space in the downtown.
    - 2. Encourage a variety of businesses and services downtown.
    - 3. Encourage the downtown location of government and public agencies when convenient.
    - 4. Encourage renovation of housing in and around the downtown.
  - B. Meet the needs of people downtown rather than automobiles.
    - 1. Consider the needs of pedestrians (rest areas).
    - 2. Encourage bicycle route and bicycle parking downtown.
    - 3. Support convenient public transportation to and from downtown.
    - 4. Provide adequate parking for automobiles near downtown.
    - 5. Reduce through traffic in the downtown area; main traffic flow should be on streets parallel to College Avenue.
  - C. Preserve features unique to Appleton by encouraging the reuse of old buildings.
- III. Strive for long range government economic policies which lead to the fulfillment of the goals of the community such as encouraging periodic review and evaluation of assessment policies, property tax, and public subsidies.

#### HUMAN RESOURCES GOALS

- I. Encourage citizen participation in government and in planning the future design of Appleton.
  - A. Involve citizens early in the planning process.
  - B. Insure citizens have adequate information.
  - C. Have citizens formulate goals and objectives for the community.
  - D. Involve citizens in designing neighborhood parks.
  - E. Strengthen citizen's participation in decisions about public buildings.
- II. Discourage boundless and unplanned population growth.
  - A. Assess proposed projects and programs for environmental, social, and population impacts.
  - B. Maintain a population size which encourages a sense of community.
  - C. Provide opportunities for a diverse population.
  - D. Provide housing and employment to meet the needs of special groups.
  - E. Support family planning services.
- III. Encourage a wide range of housing choices.
  - A. Support policies that strengthen older inner city neighborhoods.
    - 1. Encourage renovation of older buildings perhaps through tax incentives.
    - 2. Minimize disruption of neighborhoods by traffic.
    - 3. Preserve natural features in developing areas and older areas when possible.
  - B. Encourage diversified neighborhoods which attract a mixture of people of varied income levels and ages.
    - 1. Promote multiple unit housing as an alternative to single family dwellings.
      - a. Integrate multiple housing into neighborhoods appropriately.
      - b. Support multiple family dwelling building codes which encourage long-range energy savings, privacy, and sense of community.
    - 2. Meet housing needs of special groups such as elderly, low income, single people, or families needing rental units with a wide range of housing choices.
  - C. Encourage well-maintained houses, yards, gardens, natural areas.
  - D. Discourage sprawling development around fringes of city.



## ENVIRONMENTAL GOALS

- I. Anticipate the impacts of proposed programs and projects to prevent irretrievably damaging natural, human, or man-made resources or the community itself.
  - A. Preserve the unique physical characteristics of the land (prime agricultural land, hedgerows, woodlands, wetlands, drainage ways, ravines, vistas).
    1. Relate the use of land to its physical and biological characteristics.
      - a. Drainage ways, soil types, slopes.
      - b. Consider climatology in siting buildings, locating industry.
    2. Relate the use of land to the physical and psychological needs of the people.
    3. Curb urban sprawl.
      - a. Coordinate local, intermediate, and regional planning.
      - b. Consider annexation to control land use.
      - c. Integrate external costs and user costs with capital investment.
      - d. Minimize utility costs.
      - e. Conserve energy.
    4. Consider current land uses that would be displaced by a new land use.
  - B. Preserve those features of the city which are unique.
    1. Lawrence University.
    2. historic neighborhoods.
    3. encourage reuse of historic buildings of unique quality or characteristics.
    4. unique physical features: riverfront, ravines.
    5. central business district as more than a marketplace.
  - C. Promote viable neighborhoods.
    1. Encourage a mixture of kinds of housing.
    2. Support zoning which allows for flexible planning of subdivisions.
    3. Do not harm neighborhoods by transportation patterns.
    4. Develop non-grid street patterns where possible.
    5. Consider flexible standards for street design.
- II. Relate estimated impacts of specific developments to the community at large.
  - A. Support environmental impact statements.
  - B. Support the provision of utilities to meet previously selected values of the community.
    1. Support utility expansion or renovation which fits the land use planning for the community.
    2. Support efficient service; utility maintenance should be coordinated with road maintenance.
    3. Support coordination between city and county in providing services.
    4. Support provision of service in the least polluting manner possible.
    5. Encourage controlling commissions to consider openly energy and environmental impact of decisions.
    6. Encourage use of renewable and non-polluting energy sources.
    7. Encourage changing codes to performance rather than material.
    8. Consider aesthetics in the provision of utility services; bury wires when possible.
    9. Support adequate but not excessive profits for utilities.
  - C. Support public buildings which meet the values of the community.
    1. Locate and design public buildings to allow easy accessibility.
    2. Construct public buildings to meet the highest conservation standards of land, energy, materials.
    3. Encourage multiple uses of public buildings particularly schools.
    4. Preserve landmark buildings and older buildings with distinguished architectural and functional features and consider public subsidies in accomplishment.
- III. Provide adequate parks and recreation, particularly in unique areas like ravines, riverfront flat
  - A. Encourage green space for visual relief.
  - B. Develop the recreational potential of the riverfront.
    1. Encourage bikeways, pedestrian walkways, jogging trails, parks in the flats, parks with physical access or visual access.
    2. Study and evaluate riverfront lands for possible purchase by the city.
    3. Support continued clean up of the Fox River to enhance its recreational potential.

4. Maintain or enhance ravines through public and private ownership.
  - C. Maintain an adequate ratio of community parks.
  - D. Maintain and enhance parks near the central business district.
    1. Jones Park.
    2. visual parks.
    3. village green parks.
  - E. Encourage continued provision for neighborhood parks.
    1. in the central city.
    2. in new areas or subdivisions.
  - F. Support multiple uses of schools and schoolgrounds for parks and recreational activities.
  - G. Support linear or corridor parks.
    1. Encourage bikeways and walkways, with motorized traffic kept separate.
    2. Preserve railroad right of way.
  - H. Encourage home and community gardens.
  - I. Support policies which insure adequate park and recreation facilities.
    1. Protect existing park land from possible encroachment or takeover for other uses.
    2. Develop an active policy for the city to encourage donations of land for open space and parks.
    3. Encourage open space dedication requirements for new developments.
    4. Encourage the provision of recreational facilities by the private sector.
    5. Provide for a balance between differing needs of citizens in planning parks and recreational facilities.
- IV. Provide alternatives to automobile transportation.
- A. Consider social, economic, environmental, and energy impacts in all forms of transportation design.
    1. Consider people's needs for safety, aesthetics, human scale.
    2. Support equitable financing of transportation.
      - a. Support unified financing of transportation instead of using segregated funds,
      - b. Support concept of more emphasis on user-charge financing of automobile transportation.
    3. Emphasize conservation of available facilities and resources, maintenance of them, and more efficient use.
      - a. Preserve railroad and road rights of way for recreation, transportation, open spaces.
      - b. Progress not geared to tearing down, but preservation of the historic and environmental, the unique.
  - B. Transportation should be for moving people and goods rather than just vehicles.
    1. Consider innovative personal and mass transit systems.
    2. Support city and intercity bus service.
    3. Support development of viable intercity passenger rail systems.
    4. Support bicycle trails for recreation and commuting with access to schools, parks, downtown, and jobs.
    5. Consider needs of locationally, physically, and economically disadvantaged people.
  - C. Design transportation systems to minimize as much as possible modal conflicts.
    1. Separate bicycle trails from traffic.
    2. Separate pedestrians from traffic.
  - D. Design to minimize disruptions of neighborhoods.
    1. Minimize noise.
    2. Consolidate parking to underground or ramps as opposed to paving over neighborhoods.
    3. Encourage flexible standards for street design.
    4. Minimize through traffic.
  - E. Plan transportation to keep a viable downtown, and minimize through traffic

Consider aesthetics in decision-making.

- A. Establish visual standards.
  - 1. signs.
  - 2. architecture.
  - 3. vistas.
  - 4. underground utilities when possible.
- B. Preserve natural features.

### PROPOSED POSITION ON LAND USE STUDY

Support of:

#### 1. Land Use Planning in Appleton:

##### a. Planning Process:

- (1) Citizen involvement throughout the planning process.
- (2) Comprehensive planning based on community goals and objectives.
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##### b. Basic Concerns in Planning for the City's Future Design:

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- (4) Preservation of unique features.
- (5) Prevention of non-reversibly damaging actions.
- (6) Conservation of energy.

##### c. Priority Goals for the City's Future Design:

###### (1) Economic Goals:

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###### (2) Human Resources Goals:

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## LAND USE PRIORITIES

Sixty-seven men and women attended the Appleton League of Women Voters Land Use Christmas Party on December 17, 1974. After listening to brief comments by five panelists, small groups of ten discussed their personal recommendations for making Appleton a better and healthier city. When all opinions were tabulated, it became clear that several ideas had been mentioned over and over again.

### LIKES:

In answer to the first discussion question, "What do you like about Appleton?" the respondents recognized many advantages of the area: a good economic base; the cultural assets of Lawrence University and the University of Wisconsin-Fox Valley; good schools; access to the country and to outdoor recreation; and relative freedom from urban problems. The problems were seen as manageable because the city was not too big. The people were seen as friendly and very concerned about their city. Government was felt to be accessible. Appleton's parks, centralized services, its good downtown area, and particularly the strong sense of neighborhood, with nearby parks and schools and a good mixture of residences, were praised. People liked the quality of life here.

### DISLIKES:

In response to the second question, "What do you dislike about Appleton?" people saw the uniformity of the flat land and the lack of ethnic and cultural variety as disadvantages. They disliked the segregation from other cultures.

One grouping of responses criticized the overemphasis on the automobile: traffic flowing past schools and residences on the grid street pattern; streets widened and trees cut to aid traffic flow, particularly in the center of the city; parking lots adjacent to residences; the West College Avenue strip; and little emphasis on mass transportation or bicycling. Medical care is accessible mainly by automobile.

Criticism of buildings stressed the library, and the tendency to tear down older buildings. Concern was voiced about multiple family housing deteriorating into future slums. People disliked the piecemeal approach to planning where government responds to pressure on individual issues.

### CHANGES:

One category of replies to the third question, "What would you like to see changed?" stressed overemphasizing the automobile. Suggestions were made for well-planned bicycle trails; for encouraging area employers to make it convenient for their employees to use mass transit or to use their cars more efficiently; for better mass transportation including evening buses; and train service, if possible.

Improving housing, particularly in the downtown area, constituted another major concern. Suggestions ranged from tax incentives or loans for refurbishing homes, to sponsoring courses in home repairs, to more centrally located housing for the elderly. Building codes should be updated to insure housing quality. Efforts should be made to preserve the best of the buildings of the past.

The Fox River, the flats, and the riverfront were repeatedly cited as natural advantages which are not now fully appreciated. Concern for natural areas, buffer plantings, trees, recreation downtown, and

Jones Park preservation were all mentioned. Interest in a riverfront restaurant, ethnic restaurants, and gathering places downtown offer a promising theme.

Planning should be an ongoing process, rather than a response to crisis, and there should be coordination between the city and surrounding governments. Complex changes suggested included developing a capital improvements plan, exercising the extraterritorial zoning powers of the city, moving the county line to include all of Appleton, and equalizing the regional tax base.

PRIORITIES:

In answer to the fourth question, "What are your priorities?" preservation of a strong downtown ranked very high. This central focus for Appleton stressed both businesses and residences. Emphasis of the automobile with more emphasis on mass transportation and biking also ranked high. Other priorities stressed were clean air and water; adequate sewage treatment; preservation of trees, ravines, open space and wildlife within Appleton; strengthening neighborhoods; diversifying shops and industry; controlling sprawl; and encouraging beauty.

A final question "Is there an optimum size for Appleton?" was too complex to answer satisfactorily, although a figure of 60,000 people was suggested by several respondents. However, one standard of measurement was suggested: Appleton will have surpassed its optimum size when duplicate facilities are needed, and when we feel traffic congestion, crowding, frustration, and uneasiness.

Land Use Committee  
See Kinde, Chairman

1977 miscel  
This belongs  
in Nancy Jones'  
Land Use file

LEAGUE OF WOMEN VOTERS  
OF APPLETON, WISCONSIN  
D-2  
Report of LAND USE COMMITTEE  
February 15, 1977  
Submitted by Helen L. Heil, Chr.

Based on the continuing thread of interest and study of some of our membership who have been concerned about the conservation of natural resources almost since the beginning of the Appleton League thirty-nine years ago--and augmented by the wealth of new information, study methods and talent--all confronted by even more critical societal needs, there was marked achievement for participants personally and for the organization when the recent studies were done on Land Use under national, state and local League programs. Details of these studies and the response to concensus questions have been covered in previous years' reports. Reference is necessary, however, because the present innovation evolved from past work and decisions.

In our community, League's concerns, priorities and goals with regard to Land Use seemed to require a fresh means for persuasive communication in the economic, social and political arena where decision-making is taking place.

During several months, a 25-minute slide show was created, and is presented by using the Dissolved Unit technique. Under the title, "Appleton: What Next?", there are more than two hundred pictures which include aerial, historical, street, building and people-in-action views. The latter may be shown at meetings, work, school, social affairs, recreational events, or on a bicycle in rush-hour traffic, for instance. Some dramatic interest and balance is achieved through portrayals against backgrounds of the four seasons. Pictures of maps, charts and newspaper headlines are interspersed.

Illustrations give evidence of League's concern for: Citizen Participation, Availability of Choices, Accessibility, Uniqueness, Effects and Energy Conservation. Each of the six concerns has a list of subheadings which are reflected also in the presentation. Values are impressed by showing examples of what is sought under detailed Economic, Human Resource and Environmental Goals.

At this time, the script is narrated live by a committee member, which allows for greater expression of enthusiasm and for personalized emphasis of particular points and addition of information as might be appropriate to a respective audience.

Beyond the expertise of those members who have pursued Land Use studies, in and out of League, in depth and with dedication, the project has involved some of the League's newer male members; particularly, a geology professor who had received a grant for a land use project; an attorney active in community affairs. and who leads a camera club; plus a professional planner whose skills include photography and communication which he has used effectively in behalf of historic sites. Focus on Appleton is timely because some costly and long-term decisions on local land use are being, or will have to be, made this year.

Appleton League  
Appleton, Wisconsin  
Feb. 14, 1977

B. Action Annual Report

1. The Action vice president is responsible for finding someone with expertise to respond to all Report From the Hill's and Action Alerts.

2. League members continue to be concerned for the environment and have written about toxic substances legislation and water quality. Other on-going concerns in the community include ERA and the Human Right to Life Amendment to the U.S. Constitution.

3. While sections of various Report From the Hill's were distributed among Board Chairs, the only national legislation that this League took action on that is in the file was on General Revenue Sharing. Two Leaguers got together and wrote the appropriate Congressman, who is also a League member from Green Bay, and sent him the League's analysis in the Action Alert. We received a positive response from him, though he did not promise to vote for the bill.

Cathy Boardman

Action vice president

D. Natural Resources:

1. The Appleton LWV Natural Resources chairman serves on the Board with a committee of five people. The Chair keeps a two drawer file of natural resources material. Included in the file are league and governmental publications along with pertinent newspaper clippings and related material from other environmental organizations. The file includes information on air, water, energy and solid waste. There is a separate Land Use Committee that functions independently.



D.-I Environmental Quality

1. The Appleton Wisconsin LWV has two league members sitting on the Citizens Advisory Committee for the Fox River Valley Water Planning commission. Local league committee members have been observing public meetings concerning standards for future water quality on the Fox.

The Fox Valley Leagues are functioning together in monitoring developments as regards water standards. We speak with one voice this way but it also makes it more difficult to speak out because of the attendant league bureaucracy in clearing statements. I feel more communication in this environmental quality area is much needed <sup>between</sup> in the Fox river valley. <sup>Leagues</sup>

Educating the local public as to the benefits of source separation of solid waste might be a future direction for league members in this area. I attended a most interesting meeting held by the Wisc. Legislative Council special committee on Recycled Paper. Undoubtedly source separation would receive support from several paper recycling companies in this area.

Appleton voters will be considering a referendum this spring regarding city purchase of the Fox Cities bus system.

2. There is so much natural resource information available both from League and other organizations I don't feel more publications are needed.

D.-III. Energy

1. Our units are meeting in May and at this time the committee is considering touring a solar heated home and a meeting discussing money saving conservation tips. We are also considering a tie in with the power company to sponsor some sort of public information meeting re conservation. These plans are not yet definite.

League of Women Voters of Appleton  
Appleton, Wisconsin 54911

L. Presidential Debates

Neighborhood Debate parties were held the night of the first Debate. All League members were invited to one; approximately 25% attended. At some parties a hat was passed to finance the Debates.

A Letter to the Editor appeared in the Post-Crescent, reminding people to watch the Debates and inviting them to send money to the national address.

Our Membership chair capitalized on the interest in League stimulated by the Debates; it served as an excellent opener with perspective members. We always include "Debates" in our quick list of activities the League does.

Cynthia B. Johnson  
1015 E. Jardin St.  
Appleton, Wisc. 54911

Immediate past president;  
member of Debates Committee

June 1976

APPLETON: WHAT NEXT?

I am Sue Kinde of the Appleton League of Women Voters.

During the past three years, we studied Land Use on national, state and local levels. We summarized our members' views last spring. This slide show is an attempt to illustrate some of the conclusions.

APPLETON: WHAT NEXT?

Appleton's urban environment is composed of natural and man-made elements: land and the Fox River, climate, roads, buildings, factories and parks--~~(with these elements interacting over time.)~~

The current population of Appleton is over 60,000. The city is part of a larger urban area that stretches from Neenah and Menasha on Lake Winnebago along the Fox River to Kimberly, Combined Locks, Little Chute and Kaukauna.

The people living and working in Appleton today--and their needs and values--will continue to shape the urban environment. People's jobs, their homes and recreation will shape the city. So will the private and governmental services they desire. How people travel from place to place will continue to affect the land uses of the city.

Local land is basically clay--<sup>opt.</sup> as home gardeners will attest--with bedrock showing in the river valley

where water has cut through the clay. After the timber was cut, the land provided good soil for farmers and dairymen and <sup>flat land for building</sup> ~~advantages for successful building on the flat areas.~~ The Fox River provided transportation, water and power, especially after the dams and a canal were built around 1850.

Industry--notably pulp and paper mills--grew up along the river, and still remain in the low islands called "the flats," although industries less dependent upon water have gradually moved away from the river. (as they needed to expand.) The Fox has been known as one of the most polluted rivers in the United States, but there is promise that the efforts of industry and municipalities will improve the water quality. The river's most important uses may be in recreation. Boating continues to increase, and thoughtful planning could provide other opportunities as the river becomes cleaner.

The steep ravines which curve into the city--with their trees, wildflowers and habitat for wildlife--offer unique settings for homes and recreation. Though many of Appleton's ravines have been filled or used for other purposes, those remaining furnish relief from the grid street pattern, and create

tight, but companionable, neighborhoods. The ravines are a pleasing contrast to the otherwise flat landscape. Often bridging a ravine permits traffic to pass over without having an undesirable impact on the natural surroundings.

Appleton's historic neighborhoods grew up around the downtown and Lawrence University. These handsome older homes are well-maintained, and create very appealing neighborhoods within walking distance of the central business district. This central city housing is vulnerable. Maintenance

costs increase. Property taxes and assessments go up. <sup>As streets are widened traffic and noise increase</sup> Streets are widened. Traffic and noise intrude.

Parking lots encroach. <sup>more or delete</sup> ~~Buildings deteriorate.~~ BUT

these disadvantages may be offset by the charm and space of the bigger homes and <sup>the</sup> convenient locations.

<sup>which predates the founding of Appleton,</sup> Lawrence University completes a triangle of the historic neighborhoods and the downtown. The

~~university predates the founding of Appleton.~~

~~Its benefactor's name lives on in the city's name.~~

<sup>Its</sup> "His" attractive, tree-filled campus is adjacent to the business district. Educational and cultural enrichment, as well as economic benefits, are provided to the community by Lawrence University and the Institute of Paper Chemistry.

Hand to understand orally

The central business district began, and remains, on College Avenue. Appleton has seen significant development of shopping centers: neighborhood centers, and those which have been built on the fringes of the city along transportation routes. Community leaders are concerned about strengthening the downtown so that the historic business center will not be bypassed.

(Expansion and improv<sup>ement</sup> are the aims.)

Many of the historic buildings have been maintained, and are in use today. This pleasing mixture of the old and the new preserves the scale, charm and familiarity of older buildings together with the advantages of new, larger stores. In addition to being a retail center, the downtown provides <sup>(drop)</sup> culture, recreation, and private and governmental services. This diversity at the center of the city encourages a sense of community (rarely found.)

The river formed a boundary on the south side of Appleton until bridges were built. As the city grew, a framework of streets and railroads shaped the land. In moving out from the older center, the grid street pattern continued to order the new areas, meeting little resistance from the flat farm land. The transportation framework also shaped the edges of the city, though growth is pushing beyond these

boundaries into other governmental jurisdictions.

On the northwest side, railroad tracks define the Gillett Highlands area. <sup>You</sup> can see the <sup>uniformity, regularity</sup> ~~unity~~ of the grid street layout, ~~attractive~~ residences, an apartment complex, a school and a neighborhood park.

Seventeen and one-half percent of developed land in Appleton's approximate fifteen square miles is in streets and highways. Outside the city, the Outagamie County Airport, <sup>and</sup> Highway 41 ~~and other forces~~ influence decisions on land use. Energy conservation and costs may strengthen other forms of transportation which are less demanding of land.

In addition to the surface structure of streets, there are underground networks of gas pipelines, electric and telephone wires, water lines, and sanitary and storm sewers to either complement or confound. A ~~parklike lot~~ covers <sup>a</sup> water storage reservoir. <sup>is not apparent under the parklike lot.</sup> Water towers and power lines add a pattern overhead.

*This may be a station in a park being*

<sup>further</sup> *Regulatory* Zoning ordinances create another pattern in land use, ~~with their regulatory function~~. Single-family homes are the most numerous in residential areas, with a high proportion being owner-occupied. Generally, homes in Appleton are well-maintained



and attractive. An unusual feature throughout Appleton neighborhoods is the mixture of lot and house sizes--and of single and multiple housing. This diversity offers choices in many different sections to people of varied ages, incomes and family sizes. Many neighborhoods also have their share of parks, schools, traffic, commerce and industry. This varied composition in which the city is evenly blessed--and evenly bothered--seems to have strengthened the entire area. The value of housing for special needs is represented in public assistance housing, halfway houses, and housing for the elderly.

*111, 112, 113, 114, 115, 116, 117, 118, 119, 120, 121, 122, 123, 124, 125, 126, 127, 128, 129, 130, 131, 132, 133, 134, 135, 136, 137, 138, 139, 140, 141, 142, 143, 144, 145, 146, 147, 148, 149, 150, 151, 152, 153, 154, 155, 156, 157, 158, 159, 160, 161, 162, 163, 164, 165, 166, 167, 168, 169, 170, 171, 172, 173, 174, 175, 176, 177, 178, 179, 180, 181, 182, 183, 184, 185, 186, 187, 188, 189, 190, 191, 192, 193, 194, 195, 196, 197, 198, 199, 200, 201, 202, 203, 204, 205, 206, 207, 208, 209, 210, 211, 212, 213, 214, 215, 216, 217, 218, 219, 220, 221, 222, 223, 224, 225, 226, 227, 228, 229, 230, 231, 232, 233, 234, 235, 236, 237, 238, 239, 240, 241, 242, 243, 244, 245, 246, 247, 248, 249, 250, 251, 252, 253, 254, 255, 256, 257, 258, 259, 260, 261, 262, 263, 264, 265, 266, 267, 268, 269, 270, 271, 272, 273, 274, 275, 276, 277, 278, 279, 280, 281, 282, 283, 284, 285, 286, 287, 288, 289, 290, 291, 292, 293, 294, 295, 296, 297, 298, 299, 300, 301, 302, 303, 304, 305, 306, 307, 308, 309, 310, 311, 312, 313, 314, 315, 316, 317, 318, 319, 320, 321, 322, 323, 324, 325, 326, 327, 328, 329, 330, 331, 332, 333, 334, 335, 336, 337, 338, 339, 340, 341, 342, 343, 344, 345, 346, 347, 348, 349, 350, 351, 352, 353, 354, 355, 356, 357, 358, 359, 360, 361, 362, 363, 364, 365, 366, 367, 368, 369, 370, 371, 372, 373, 374, 375, 376, 377, 378, 379, 380, 381, 382, 383, 384, 385, 386, 387, 388, 389, 390, 391, 392, 393, 394, 395, 396, 397, 398, 399, 400, 401, 402, 403, 404, 405, 406, 407, 408, 409, 410, 411, 412, 413, 414, 415, 416, 417, 418, 419, 420, 421, 422, 423, 424, 425, 426, 427, 428, 429, 430, 431, 432, 433, 434, 435, 436, 437, 438, 439, 440, 441, 442, 443, 444, 445, 446, 447, 448, 449, 450, 451, 452, 453, 454, 455, 456, 457, 458, 459, 460, 461, 462, 463, 464, 465, 466, 467, 468, 469, 470, 471, 472, 473, 474, 475, 476, 477, 478, 479, 480, 481, 482, 483, 484, 485, 486, 487, 488, 489, 490, 491, 492, 493, 494, 495, 496, 497, 498, 499, 500, 501, 502, 503, 504, 505, 506, 507, 508, 509, 510, 511, 512, 513, 514, 515, 516, 517, 518, 519, 520, 521, 522, 523, 524, 525, 526, 527, 528, 529, 530, 531, 532, 533, 534, 535, 536, 537, 538, 539, 540, 541, 542, 543, 544, 545, 546, 547, 548, 549, 550, 551, 552, 553, 554, 555, 556, 557, 558, 559, 560, 561, 562, 563, 564, 565, 566, 567, 568, 569, 570, 571, 572, 573, 574, 575, 576, 577, 578, 579, 580, 581, 582, 583, 584, 585, 586, 587, 588, 589, 590, 591, 592, 593, 594, 595, 596, 597, 598, 599, 600, 601, 602, 603, 604, 605, 606, 607, 608, 609, 610, 611, 612, 613, 614, 615, 616, 617, 618, 619, 620, 621, 622, 623, 624, 625, 626, 627, 628, 629, 630, 631, 632, 633, 634, 635, 636, 637, 638, 639, 640, 641, 642, 643, 644, 645, 646, 647, 648, 649, 650, 651, 652, 653, 654, 655, 656, 657, 658, 659, 660, 661, 662, 663, 664, 665, 666, 667, 668, 669, 670, 671, 672, 673, 674, 675, 676, 677, 678, 679, 680, 681, 682, 683, 684, 685, 686, 687, 688, 689, 690, 691, 692, 693, 694, 695, 696, 697, 698, 699, 700, 701, 702, 703, 704, 705, 706, 707, 708, 709, 710, 711, 712, 713, 714, 715, 716, 717, 718, 719, 720, 721, 722, 723, 724, 725, 726, 727, 728, 729, 730, 731, 732, 733, 734, 735, 736, 737, 738, 739, 740, 741, 742, 743, 744, 745, 746, 747, 748, 749, 750, 751, 752, 753, 754, 755, 756, 757, 758, 759, 760, 761, 762, 763, 764, 765, 766, 767, 768, 769, 770, 771, 772, 773, 774, 775, 776, 777, 778, 779, 780, 781, 782, 783, 784, 785, 786, 787, 788, 789, 790, 791, 792, 793, 794, 795, 796, 797, 798, 799, 800, 801, 802, 803, 804, 805, 806, 807, 808, 809, 810, 811, 812, 813, 814, 815, 816, 817, 818, 819, 820, 821, 822, 823, 824, 825, 826, 827, 828, 829, 830, 831, 832, 833, 834, 835, 836, 837, 838, 839, 840, 841, 842, 843, 844, 845, 846, 847, 848, 849, 850, 851, 852, 853, 854, 855, 856, 857, 858, 859, 860, 861, 862, 863, 864, 865, 866, 867, 868, 869, 870, 871, 872, 873, 874, 875, 876, 877, 878, 879, 880, 881, 882, 883, 884, 885, 886, 887, 888, 889, 890, 891, 892, 893, 894, 895, 896, 897, 898, 899, 900, 901, 902, 903, 904, 905, 906, 907, 908, 909, 910, 911, 912, 913, 914, 915, 916, 917, 918, 919, 920, 921, 922, 923, 924, 925, 926, 927, 928, 929, 930, 931, 932, 933, 934, 935, 936, 937, 938, 939, 940, 941, 942, 943, 944, 945, 946, 947, 948, 949, 950, 951, 952, 953, 954, 955, 956, 957, 958, 959, 960, 961, 962, 963, 964, 965, 966, 967, 968, 969, 970, 971, 972, 973, 974, 975, 976, 977, 978, 979, 980, 981, 982, 983, 984, 985, 986, 987, 988, 989, 990, 991, 992, 993, 994, 995, 996, 997, 998, 999, 1000*

The geographic direction of the city's growth has been influenced by public and private decisions, such as road and bridge building, <sup>the</sup> extension of utilities, <sup>the</sup> location of schools and parks, and <sup>often the</sup> the annexation of land. <sup>land which in many cases had been farmland</sup> (This growth pulled the city into adjoining farmland.) <sup>has</sup> The urban sprawl has often increased costs of providing services, and removed fertile land from food production.

*(I think that expression is queer)*

Industrial parks--offering large tracts of land, utilities and accessibility to transportation--were developed by the city to attract new industry and to provide a place for existing plants to expand.

Commerce and services have spread through and beyond the city as the city grew--and as all areas became accessible to the automobile. <sup>Complete</sup> Farreaching streets and <sup>patterns</sup> highways and large parking lots, <sup>and widely dispersed stores</sup> make shopping by car convenient while at the same time imposing hardship on <sup>them without cars</sup> the non-drivers such as the elderly and handicapped. ~~There are pressures for parents who have to drive children to and from activities which are distant, and are not located on bus lines or along routes safe for biking.~~ In addition to traffic problems and costly construction and maintenance of roads, the automobile is regarded as one of the causes for the proliferation of billboards and <sup>which compete</sup> their competition with the landscape.

WHAT IS NEXT FOR APPLETON? <sup>Go back to the original</sup> Changes may occur through actions by nature and man. Some actions, or lack of action, may threaten the urban environment. (~~Hope lies with those actions which are initiated to aid the urban community.~~)

*For instance, some land is not suitable for development.*

~~If we build on the land inappropriately, the land will reject the effort. Clay banks of the Fox River can be unstable for building. They seem more suited for yielding beauty and providing for wildlife and recreation.~~

*eliminate - argue*

*Back to the original*

If we do not insist on diversity in types and ages of plantings, or use care in sidewalk and street reconstruction, neighborhoods may be left without ~~flourishing~~ trees.

Residential areas and business districts alike can be threatened by street widening or rebuilding, inadequately buffered parking lots, traffic noise and dangers, junk-strewn lots, and vacant or deteriorating buildings.

Because of Appleton's location at the convergence of three counties--and because of the <sup>many adjoining</sup> ~~interrelated-~~ness ~~of other~~ governments and overlapping special districts--inaction or lack of coordinated planning can <sup>happen too easily occur. (conbe especially the planning)</sup> ~~inhibit desirable growth and development or other fulfillment of citizens' needs.~~ The people in government and the people on the street are seeing the necessity for planning together.

*Use original* { United effort will be required to set Appleton's future design. Imaginative and carefully-planned projects, well-integrated into the community, (at reasonable <sup>cost</sup> taxation), can evoke a renewed sense of the individual citizen's pride in himself or herself and in the city.

Note the opportunities that beckon downtown and

along the Fox River. Refocusing on a clean river and the land and building around it could be one of the means for Appleton's achievement of an enviable intertwining of nature and sophisticated urbanization.

Values could be listed by everyone and then compared with his or her actions to see if they match. Do they evidence interest and concern-- and give support to causes, to business, industry, government and schools, for instance, which may be already working toward the same goals that you desire.

What is your design for the future of Appleton?



6-10 see/slide

*Focus on opportunities  
which would lead to action.*

*city organic unit  
appeal to self interest*

OUR LAND --- OUR COMMUNITY

(Some have asked  
if this title is  
sufficiently  
engaging.)

The following subject outline for the film pictures and narrative is presented as a guide.

Although it has been trimmed and reorganized at two meetings, it is not considered inflexible or all inclusive.

It is suggested that the Appleton LWV position statement on Land Use be re-read to understand the outline as it relates to land use and the concensus of LWV membership.

\*\*\*\*\*

FLASHES OF PEOPLE IN ACTION AS A MASS:

- Shoppers
- Factory workers
- School children
- Recreation -- at the parks  
  at the Y
- Service workers -- AAL employees  
  Hospitals  
  Policemen and firemen
- Churchgoers
- Older people

FOX RIVER:

- Maps -- Historic  
  Contemporary
- Damming of river
- Islands
- Paper industry
- Historic hydro-electric plant
- Yacht club

LAND FORMS:

- Ravines -- Natural (Jones Park)  
  Filled in
- Geological portrayals
- Surveyors' corner markers

*Tues  
7:30*

LAWRENCE UNIVERSITY:

- Old Main Hall and its land setting
- Continued on next page

LAWRENCE UNIVERSITY - Continued

Portrayal of compactness of buildings on present campus  
Walking bridges  
Chapel  
President's house  
Attic Theatre  
Institute of Paper Chemistry  
Student tree replacement project

HISTORIC NEIGHBORHOODS:

Mixture of big and little houses  
Harmful effects -- due to loss of trees  
due to heavy traffic

TRANSPORTATION:

College Avenue  
Airport  
Railroad  
Bus  
Mothers' car pooling  
Road design  
Highway 41  
Tri-County highway (Insuring that citizens have  
adequate information is one  
of the points to be communicated.)

UTILITIES:

Sewers            ) Illustrating that they are backbone  
Power lines     ) of city.  
Industry  
Old industrial sites in relation to residential  
growth (West Prospect Avenue and paper mills)  
New industrial parks

NEIGHBORHOODS ON THE FRINGES:

Schools  
Parks (New N. Mason Street park)  
Playgrounds, tennis courts  
Apartment units (Preferably those integrated into  
one-family residential neighborhoods.)  
New AAL building

CENTRAL BUSINESS DISTRICT:

Historic  
Stores  
Multi-purpose downtown -- Jones Park  
Library  
Y  
Service  
Government

CITY HALL:

General  
Planning -- Planner's office  
Cooperation between municipalities  
Participation by citizens:  
Council meeting  
County board meeting  
LWV meeting  
Environmental impact statement,  
Oneida Street bridge  
Land Use projects accomplished by cooperative  
effort of citizens

6-30-76

Marlys Fritzell  
Sue Kinde  
Irene Miller  
Helen Heil

February 3, 1977

MEMO TO: Sue Kinde  
Marlys Fritzell  
Irene Miller  
LWV Land Use Committee

FROM: Helen Heil<sup>74</sup>

With this note to each of you is enclosed a photocopy of the latest edition of the script for the slide show, "Appleton: What Next?" This is as it was rewritten by Dave Stringham and Len Weis on the weekend of January 22-23 with a few minor changes following Len's and my experience at presenting the program before the Plan Commission on January 24.

Len, also, has been given a new copy. I have retained the original. I hope that any future modifications can be made through cutting, pasteing and photocopying individual pages rather than by retyping the whole.

The blanks following some numbers means that the subject pictures have yet to be taken or selected, or that they were not named by Len.

You have undoubtedly heard or read that the bus question is on its procedural route to inclusion on an April referendum ballot. Beyond our discussion at last week's Land Use Committee meeting, I have learned nothing further as to what type of help our committee is expected to, or will be able to, give toward its success.

Contrary to what some believed, Corrine says that the Transit Commission does not have any flyers ready for our assistance in distribution. She seemed as surprised as I to learn that because League has taken a position on the issue, it is precluded from sponsoring a public informational meeting with the appearance of action representatives of both the "pro" and "con" viewpoints.

Hope, Sue, that you will have a stimulating audience at Fox Valley Center next week.

Enc.



APPLETON: WHAT NEXT?

1. Appleton I am , of the Appleton League
2. What of Women Voters. During the past three years,
3. Next? League members studied Land Use on national, state and local levels. Members' views were summarized in '76. This slide show will illustrate some of the conclusions pertaining to our own city. It is one that we are continually revising.
4. Appleton: What Next?
5. Air View Appleton's urban environment is composed of natural and manmade elements: Land, the Fox River, climate, buildings, roads, factories and parks.
6. Sign Appleton's population continues to grow over the 1970 size. It is now over 60,000.
7. TDP Map Our city is the central city of the Fox Cities, which stretch along the Fox River from Neenah and Menasha on Lake Winnebago to Kimberly, Combined Locks, Little Chute and Kaukauna. This area, in turn, is part of the linear urban development from Green Bay, along the west side of Lake Winnebago, to Fond du Lac.
8. The People The people living and working in Appleton
9. Shopping today, and participating in
10. Workers at Miller community
- Electric activities, continue to
11. Citizen Participa- shape the urban
- tion-City Hall environment.
12. Home The people in their homes,
13. Church in their churches,
14. School through their schools,
15. Allis-Chalmers in their jobs, and in their recreation con-
16. Goodland Field tinually reshape the city. Appleton is many
17. Bar Signs things, showing many faces through activities and services.
18. Retired Persons at Members of the Appleton Chapter of the American
- Telulah Park Assn. of Retired Persons are gathered here in Telulah Park.
19. Home Garden A nearby neighbor, meanwhile, works in the garden.
20. Lutz Park Lutz Park is one of the three parks, among the score or so, which is located on the river.
21. Bank The city is also shaped by private services
22. Map-Water Lines such as lending institutions--and public
23. Water Meter services, many of which are hidden from view.
24. Sewer Grating
25. Garbage Truck Other services are above ground, and

26. Fire Trucks some are used intermittently, but are still essential.
27. College Avenue People's activities usually require travel from place to place. The pattern of travel is determined by the location of the activities; yet, it is more complicated than that--because the location and variety of transportation networks may determine the location of activities. The combination of these shape the city. Autos currently dominate transportation.
28. Buses Unfortunately, the more energy-efficient bus system is unstable. Some businessmen are using bicycles.
29. Bicycle
30. THE LAND We have said that the land and  
31. THE RIVER the river are keys to  
32. THE LAND AND THE the development of Appleton. Its economy has  
RIVER been strongly influenced by their relationship.
33. Air View This air view of the original central industrial section is shown in the zoning map as a diversified area with industrial lands in red--commercial in purple and yellow--and residential in many colors.
34. Zoning Map Section
35. Clay Slide Most of Appleton is built on clay, while beneath  
36. The Grand Chute the clay is bedrock, here exposed in the Grand Chute for which the town was named.
37. Lock at Consolidated The Fox River provided transportation, water  
38. Dam and power especially after the dams and canal were built around 1850. Appleton pioneered hydroelectric power.
39. Power Plant
40. Fox River Paper Industry--notably pulp and paper mills--grew along the river, with much of it still remaining on the low islands called, "The Flats." Industries less dependent upon water have gradually moved from the river as they needed to expand, while those making, rather than modifying paper, are still tied to the river.
41. Old Appleton Mills
42. New Appleton Mills
43. Log, Closeup
44. Paper Roll
45. Dead Fish Growth in Appleton and the Fox Cities, both population and economic, has contributed to the Fox River becoming known as one of the most polluted rivers in the United States. In recent years, industry has led the way in improving the water quality. Reduction in pollution from urban and rural run-off and improvement in municipal sewage treatment practices hold great promise for improving the condition of the river even further. Improvements in the river will lead to new opportunities. The river's most
46. Thilmany's New Plant
47. Boys Fishing

48. Boat Club important new uses may be in recreation, even though algae naturally give a green color to the river late in summer.
49. Hiking In Ravine The ravines originally provided pathways from the river to the flat uplands. The remaining ravines with their trees, wildflowers and habitat for wildlife offer unique settings for homes and recreation. Most ravines, however, have been irretrievably lost by being filled or used for other purposes. A few that remain offer relief from an oftentimes monotonous grid street pattern. The ravines are a distinct contrast to the otherwise flat landscape.
50. Jones Park Flowers
51. Koepke Ravine, College Ave.
52. Lawe Street Ravine
53. Air View-Peabody Park
54. CULTURAL INFLUENCES Cultural influences, including historic sites and buildings, the educational facilities, the entertainment facilities, churches and governmental and social organizations are among Appleton's principal assets.
55. Balliet House Appleton's historic neighborhoods grew up around the downtown and Lawrence University. These handsome, older homes are well-maintained, and create very appealing neighborhoods within walking distance of the central business district.
56. W. Prospect Ave. Some center city housing is vulnerable. Maintenance costs increase especially as houses get older. Unfortunately, efforts to maintain or improve homes result in higher tax bills.
57. Marshall House
58. College Ave. House
59. House Being Painted Street widenings, parking lots, traffic and noise intrude.
60. Repaired House
61. Courthouse Parking Lot
62. Headlines But there is growing attention to housing problems, reflected in part by the preceding slides, and illustrated with these headlines from The Post-Crescent. The design and direction of these community housing efforts remain an open question which should demand everybody's attention.
63. Lawrence U. Sign Also among the city's assets, but not always recognized as such by many Appletonians, is Lawrence University, which predates the founding of the city itself. Historically, Lawrence U. developed along with the neighboring residential area and commercial district. With the backing of local industry, the Institute of Paper Chemistry was added.
64. Air View
65. Lawrence U.-Night
66. Institute of Paper Chemistry
67. Lawrence Chapel We should remember that education includes cultural enrichment which provides a tie between the college and the community.
68. Attic Theatre

The future of Appleton, its core, its residential

neighborhoods, and its surrounding areas relates to more than one aspect of development and activity. Key types include the inherent attributes of the city core, the peripheral developments, and the way these are related, planned, or left unplanned.

69. Air View-Central Business District  
Everybody perceives the central business district to be vital and thriving, yet, it is threatened. The central business district began and remains on College Avenue despite significant development of shopping centers both as neighborhood centers and as locations on the fringes of the city. The fringe shopping centers are situated along major highway access routes into the city, and are designed specifically for automobile access. The rapid growth of the large, peripheral, retail centers and the existence of even grander commercial development schemes for just outside the city's limits are causing concern among citizens and community leaders about the continued vitality of the Fox Cities historic business center.
70. Roof View  
A bright, downtown future will be linked to capitalizing on its existing strengths and adding new, pleasing elements which are proving successful both in fringe shopping centers and in revitalized, urban, central business districts.
71. Bus, Foot, Car  
Counted as existing strengths are a pleasing mixture of the new and the old; accessibility by auto, bus and foot; a wide variety of merchandise; and proximity to the sites of business and governmental meetings and many of the city's amenities. Many of the historic buildings have been maintained and refurbished, or have been redesigned to serve new needs. The charm and familiarity of older buildings complements the convenience and other advantages of the newer, larger stores. Urban amenities augment the commercial function of the downtown with private and governmental services contributing to the diversity of the city's center.
72. Close Building  
73. Mole Hole  
74. Castle  
75. Gimbels;  
76. YMCA  
77. St. Paul's Church  
78. City Hall  
79. Library
80. NEIGHBORHOODS  
Neighborhoods are old. They are new. They are located in different places, and serve different roles. The central business district is one kind. Next to it, we find other kinds, including older residential neighborhoods. These are shown on this official zoning map. Thirty-two per cent of the city's total land area is residential. The character of these residential areas is varied.
81. Zoning Map

82. House  
83. House  
84. House  
85. Smaller House  
86. Duplexes  
87. Apartments  
88. City Park  
89. Highlands School  
90. Wire Works & Home  
91. House & Railroad  
92. Zoning Map  
93. Miller Electric-  
Air View  
94. Villa Phoenix  
95. Oneida Heights  
96. Headlines
- Single family homes are the most numerous in residential areas, with a high proportion being owner-occupied. Generally, homes in Appleton are well-maintained and attractive. An unusual feature throughout Appleton neighborhoods is the mixture of lot and house sizes.
- A more typical feature of urban development and redevelopment is the mixture of single and multiple dwelling units. This diversity offers choices in many different sections to people of varied ages, incomes and family sizes. The haphazard location of multiple-dwelling housing can negate the advantages of diversity.
- Parks and schools often serve as focal points for neighborhoods throughout the city. However, some residential areas are not equally served by having these essential urban facilities in the neighborhood. Homes and industry exist side by side in some parts of the city. They may be compatible when the heavy industry keeps those activities which can deteriorate a residential neighborhood away from the housing. On the other hand, needless hazards occur when dangerous land uses serving industry are in contact with residential neighborhoods. Properly planned zoning can buffer incompatible land uses. Note that the commercial establishments shield the residential neighborhood from heavy traffic on a major thoroughfare.
- From the air, we see a heavy industry which, with parking lots and a ball park, is well-screened from residential uses. The railroad serves as another buffer, although the lack of protection for residents along part of the tracks may be considered a hazard. Where we do not find similar kinds of buffering, the juxtaposition of industry and residences may produce a blighted neighborhood.
- Besides classic urban design elements incorporated in residential, commercial and industrial zoning, the city is beginning to meet new needs for people with halfway houses, houses for the elderly, and public-assisted housing. Headlines again show the slow, and sometimes confused, pace at which housing needs are met. The housing problems within Appleton present an opportunity for cooperative city-county action. The choice is ours.

97. Old Barn This is one of the reminders within the city that Appleton has grown into and taken over rural districts.
98. INDUSTRY & COMMERCE Industry and commerce move the city. The location and relocation of industrial and commercial development exert a push and a pull on the direction of city growth. Appleton's industry did grow up along the river. As technology changed, there was movement away from the river to attractive industrial parks developed by the city--with their large tracts of land, utilities and transportation, and protection against incompatible land uses. Meanwhile because of its water requirements, papermaking remains tied to the river. Commercial and service facilities also have spread through and beyond the city as the automobile has been stressed as the controlling design element. This results in growth into adjoining farmland. Mainly, annexed land is automatically restricted to single family homes; but in the case of the AAL property, the land was brought in to be developed as a mixed zone. The insurance company building is in the "Controlled Industrial Land" --in green--with residential land almost completely surrounding it. A part has been reserved--the purple area--for commercial development. With its peripheral location, just how this will affect the rest of the city depends on the planning process.
99. Neon Signs
100. River-Air View
101. Industrial Park-Air View
102. AAL-Air View
103. Zoning Map
104. AAL-Air Close Up
105. Lawe St. Shopping Center
106. Appleton Memorial Hospital
107. The Strip
108. Treasurer Island
109. Hitchhiker
110. Dairy Queen
111. Red Owl
112. TRANSPORTATION
113. College Ave. Bridge  
-Air View
- The dispersal of commerce and services calling for the use of the automobile was accommodated by street and highway construction. A ten-lane street system with large parking lots was designed to make shopping by car convenient, while seemingly ignoring the hardships imposed upon those without autos or other travel means to employment and for shopping.
- Motor-vehicle-oriented commercial development has resulted in a proliferation of large signs which compete with the landscape.
- The city is an organism. We can look at the city's organic parts as being various land uses. And we can also see the organic parts as being served by a complex circulatory system made up of a transportation network and underground and above-ground utilities. The transportation systems must accommodate the division of the

114. Bridges: Memorial & Railroad  
115. Railroad Bridge
- city caused by the Fox River. With the building of bridges for the movement of people and goods, the south and north sides of Appleton were joined.
116. Gillett Highlands
- As the city grew, a framework of streets and railroads shaped land use. In most parts, a grid street pattern was laid out on former farm lands, which is easily developed where the land is relatively flat. The spread of the pattern may be stopped by existing railroads--resulting in the development of a coherent neighborhood with parks, schools and varied kinds of housing.
117. Street
- The importance of the transportation system is reflected in the fact that about one-fifth of Appleton's total of 15 square miles is given to streets.
118. Highway 41-Air View
- The transportation framework also shaped the edges of the city, though growth is pushing these boundaries into other governmental jurisdictions. But the impact of transportation on the growth pattern of the city is not limited to highways and railroads. The Outagamie County Airport to the west of the city is already pulling development in that direction.
119. Outagamie Airport Terminal
120. Buses
121. Hugo Sign
122. Bikers
123. Bike Route
124. Pedestrians
- Three other forms of transportation are shapers of the urban pattern. The redevelopment of bus transportation, with careful attention to spacing of the lines so that no residence is more than two or three blocks from a bus route, has received publicity. Bicycles are used now as a means for transportation to business locations as well as for pleasure in residential neighborhoods. The pedestrian is always visible in the downtown area. These three forms of transportation have the additional advantage for the urban environment over reliance on the automobile in that they are energy conservative.
125. UNDERGROUND AND OVERHEAD LAND USES
126. Gas Pipeline Sign
127. Street Light Conduit
128. Water Main
129. Trucks, Testing
130. Storm Sewer
131. Underground Reservoir
- In addition to the street network, the circulatory system of the city consists of gas pipelines, buried lines for electric stoplights, water mains, and sanitary sewers which need periodic examination, and storm sewers. The children are playing over an underground water reservoir.

132. Water Tower
133. Power Lines
134. Gas Meter
135. Hydrant
136. Sewer Inlet
137. APPLETON WHAT NEXT?
138. Green Bay Road  
Homes
139. Hill Slippage
140. House Down
141. Habitat-Water St.
142. Catherine Street
143. Courthouse Parking
144. Hearthstone
145. Biker
146. Junky Lot
147. Jackson School
148. Old Building
149. Cut Tree Roots
150. Storm-Toppled Maple
151. "X"-Rated Elm
152. Tree Stump
153. APPLETON WHAT NEXT?
154. Outagamie County  
Sign
- Some of the underground network has aboveground components such as this water tower. We are reminded of these sinews more readily by the aboveground lines for electricity, telephone and cable TV. Usually people think of the underground and aboveground supporting forces only when they see outlets in the home, or along the street, or as inlets to these systems.
- What is next for Appleton? Changes will occur through actions whether initiated by man or not. Actions and lack of actions can threaten the urban environment, or properly conceived, can enhance the environment.
- For instance, some land is suitable for development while other parcels are not. If we build on the land inappropriately, the land will respond. We should learn from these experiences. Stabilized clay banks of the Fox River Valley have provided habitat for wildlife, and can provide a stable foundation for properly engineered and constructed buildings.
- The widening of a residential street that is only three blocks long, including the removal of large trees and reduction of the size of boulevards, may threaten a neighborhood.
- Parking lots that intrude into residential and business districts can threaten as well as serve neighboring land uses. Traffic isolates facets of the community, including prominent landmarks. There are difficulties in mixing modes of transportation which need solution.
- Junk-strewn lots are a blighting influence on any type of neighborhood. Vacant buildings rapidly blight an area as well. Poorly maintained structures can have adverse impact on others in the vicinity. Blighting influences in the urban environment are often masked by trees and other vegetation. How the vegetation is planted and cared for will determine whether its presence will reduce or increase blight.
- When man does not care for aging trees, storms remove them. Overreliance on one species of tree makes the community vulnerable to excessive losses of vegetative cover from uncontrolled disease.
- Our next steps are constrained by natural, economic, and institutional factors now in existence. Some of these same factors present opportunities.



155. Winnebago & Calumet County Signs As a reminder of some of these constraints and some of the opportunities which result from overlapping and adjoining jurisdictions, we see three county signs on one set of posts within the city limits. Through intelligent citizen involvement, the whole process of development in many areas can be enhanced. As an example, we will show six concerns set forth by the League of Women Voters.
156. Citizen Participation Citizen participation should occur in setting goals for the community--in the planning and decision-making process--and in achieving a sense of community.
157. Choices There should be choices in planning processes and in the opportunities for housing, employment and transportation.
158. Accessibility The choice of alternative futures should also be accessible to all, as should be the processes and means to achieve them.
159. Uniqueness The unique natural and cultural features should be preserved.
160. Impact We want to account for the impact of non-reversible actions before we take them.
161. Energy Energy conservation is a factor in all of the foregoing.
162. Tri-City Planning Opportunities for citizen involvement are present in many facets of community development and decision-making. Citizen involvement brings a great variety of concerns, interests and expertise to the working out of problems. This larger perspective offers the possibility that resulting solutions may be more holistic--and related to more aspects of the total community than when they are made in terms of traditional groupings. Government and citizens are seeing the need to plan together. The opportunities for Appleton's future design will be influenced by government and individuals. People, actively involved in setting and carrying out goals can feel a renewed sense of community pride.
163. Dept. of Planning Reasonably priced and carefully planned projects, well integrated into the community, can imaginatively improve the urban environment.
- 164.
- 165.
- 166.
- 167.
- 168.
- 169.
170. Many of the opportunities for appropriate redevelopment are downtown. They include the AAL building,
171. the city hall block,
172. and the old post office. Some of these have already commanded the city's attention. Others remain to be identified.

173. Bank Corner  
174. Great Midwest Savings & Loan
175. Soldiers' Square  
176. Heid Park  
177. Boulevard-Lawrence University
178. Air View
179. Painted Locks  
180. Bikes-Lutz Park  
181. Boating.
- 182.
183. HUMAN RESOURCES
184. ECONOMIC
185. ENVIRONMENTAL
186. Youth Sitting On River Bank
187. LWV 5
188. Committee  
189. Grant
190. APPLETON: WHAT NEXT?
- Not to be overlooked is that already, the business district is being made more inviting by creative, attractive seating and landscaping in small green spaces.
- Individuals, businesses and institutions have worked together to cause the city to be visually more appealing. Only through the continued cooperation of individual citizens, businesses, institutions and government can we make progress in the future.
- The river and its shoreline offer special opportunities. Refocusing on a clean river and on the land and buildings around it could give rewards through a satisfying intertwining of nature and the city. The Fox can once again provide a major development focus for Appleton as it did a century ago.
- Through the concensus procedure, the League has formulated Land Use Goals under three major headings:
- Under "Human Resources," our general goals are citizen participation, the encouragement of planned population growth, and a wide range of housing choices.
- Having a viable and diversified economy with a strong central business district and long-range development policies are League's economic goals.
- The League's environmental goals include preservation of unique features, the assessment of community-wide impacts from proposed developments, and the maintenance of an adequate park and recreation system. These three "goal" examples are merely representative of a broader environmental concern.
- Our League members certainly feel that some of the promise of Appleton's future lies with its past; with its historic center; and with a renewed emphasis on the river for economic benefits, recreation, beauty and a sense of community.
- We support citizen involvement throughout the planning process; comprehensive planning based on community goals and objectives; a strong, coordinating role for the City Plan Commission; a strong, centralized City Planning Dept.; and communication and cooperation between governmental agencies.
- We ask you, "Appleton, what's next"?



## *The League of Women Voters of Appleton*

APPLETON, WISCONSIN 54911

March 17, 1976

TO: APPLETON COMMON COUNCIL  
FROM: LEAGUE OF WOMEN VOTERS OF APPLETON  
RE: REPORT CONCERNING THE PLANNING FUNCTION OF THE CITY

The League of Women Voters of Appleton endorses the report of the special committee studying the planning function of the city of Appleton. We urge the Common Council to approve its contents and to take the necessary steps toward its implementation.

During the past few months members of the League of Women Voters have been studying land use decision-making in the city of Appleton. One aspect of the study concerned itself with the overall planning function of the city. Members of the land use committee sat in on all of the "Rugland Committee" meetings, conducted interviews with many people involved in planning, and read extensively about planning. Three sets of League meetings on this topic were held. The question asked of the members was: "What should be the scope of Appleton's planning?" The conclusions reached by League members were strikingly similar to those reached by the city's special study committee.

In recognizing the need for good comprehensive planning the League of Women Voters supports:

- Citizen involvement throughout the planning process;
- Comprehensive planning based on community goals and objectives;
- A strong, coordinating role for the city plan commission;
- A strong, centralized city planning department;
- Communication and cooperation in planning functions between the city, counties, surrounding towns and municipalities, and the region; and
- Final accountability for the planning process to rest with elected officials.

A summary of the League's consensus report is attached.

In our opinion, the recommendations set forth in the special study committee's final report would provide the needed framework for the accomplishment of good, sound comprehensive planning for the city of Appleton. Specifically, we support those recommendations which would:

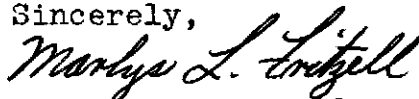
- 1.) Increase the number of appointed citizen members on the Plan Commission.
- 2.) Increase the terms of appointments to five years with the term of one such appointment expiring each year.
- 3.) Limit reappointments to one five year term.

- 4.) Provide for the Plan Commission to annually elect a chairman from its own membership.
- 5.) Provide that the mayor shall appoint the Director of Planning and that the day-to-day operations of the department and the director be under the supervision of the mayor.
- 6.) Increase the size of the Planning Department staff with the intention that such department working in conjunction with the Plan Commission would be responsible for the "preparation, development, updating, and implementation of an effective planning program."
- 7.) Provide for the Director of Planning to submit an annual report of accomplishments and projections for future planning activities.
- 8.) Provide for a future in-depth study of the possibility of creating a department of community development to include the concept of bringing the administrative responsibilities now vested in semi-autonomous housing and redevelopment authorities into such a department.
- 9.) Provide for semi-annual reports submitted by the chairman of the Plan Commission as to progress made on the implementation of the special study committee report.

As to the recommendation regarding the length of term, subsequent reappointment, and requirements for dismissal of the Director of Planning, the League is of the opinion that the city should have a consistent policy covering all appointed department heads on such matters.

At this time we would like to commend the special study committee for its fine efforts and the thoroughness of its final report. And again we urge the City Council to set the wheels in motion for the implementation of the report. We recognize that the future effectiveness of comprehensive planning will depend upon the capabilities and dedication of the individuals involved, but, as a city we need to provide them with a sound framework in which the proper planning function can occur.

Sincerely,



Marlys L. Fritzell  
Land Use Chairman  
League of Women Voters of Appleton

SUMMARY OF THE LEAGUE OF WOMEN VOTERS' CONSENSUS REPORT FROM THEIR STUDY OF LAND USE DECISION MAKING IN THE CITY OF APPLETON (that portion concerned with the scope of Appleton's planning).

The League of Women Voters of Appleton recognizes the need for good comprehensive planning for the physical design of the city. Coordinated planning is needed for land use, transportation, public works, public utilities, public buildings, schools, parks and recreation, open space, housing, industrial parks, commercial development, zoning, subdivision regulation, and capital improvements. League members caution that this integrated planning should neither infringe upon individual lifestyles unnecessarily nor stifle creativity of private enterprise.

The League of Women Voters of Appleton supports a planning program which takes into account the need for effective citizen involvement throughout the planning and implementation process. Citizens should be active participants in determining the goals and objectives which will guide the city's future. These goals should be set forth in a comprehensive plan. Decisions involving the economic, physical, and social growth of the community should move the city toward the accomplishment of these agreed upon goals.

Adequate information should be provided to citizens at all stages of the planning process. Every effort should be made to create a climate that convinces citizens that what they say is important. Decisions about the community's design should finally rest with the elected officials and representatives to ensure accountability to the voters. Citizens should expect and receive assurances that all decisions affecting the city's future are made in an atmosphere which minimizes any conflict of interest on the part of representatives serving on both elected and appointed bodies.

The League of Women Voters of Appleton believes that the city plan commission should have the prime responsibility for the planning functions of the city. A strong core of professional planners should be available within the city planning department. To assure an integrated planning program the planning staff should be shared with other departments and commissions when feasible. In order to achieve coordinated planning, clear lines of authority should be delineated with final responsibility resting with the elected representatives.

League members support a reduced dependency on outside consultants for comprehensive planning. The city plan commission should renew its role in formulating, updating, and evaluating the comprehensive plan. And, more reliance for planning should be placed on a strengthened city planning department aided by resources available from the county planning department and the regional planning commission. All efforts should be made to foster cooperation and communication between the city and surrounding towns and municipalities regarding planning.

LAND USE CHRISTMAS PARTY

Dec. 17, 1974 8:00 p.m

GOALS:

- 1. Have a good time: friendship, party for husbands and wives and friends
- 2. Excite people about land use; learn
- 3. Give citizens a chance to give ideas to public officials
- 4. Involve everyone without requiring previous knowledge.

*Order chairs; buy wine glasses; extra wine and food.*

PREPARATION:

- 1. Location: a large, flexible, friendly home so small groups could meet comfortably without distraction and so it feels like a party. *Be sure the section doesn't make sense*
- 2. Refreshments: wine and hors d'oeuvres. Each League member was asked in a bulletin article to bring wine or food; we also had extra wine and snacks available just in case. Also coffee. *sample*
- 3. Guests: We sent hand-written invitations to the aldermen, Appleton Plan Commission, and Appleton Re-development Authority, as well as the City and County Planners. We also asked other interested planners personally. *some Dept. of Health* We had guest speakers: a League member who is a former alderman; Executive Director of the Chamber of Commerce; Executive Director of the Appleton Redevelopment Authority; an editor of the newspaper who started a series of articles called "Where Are We Growing"; and a League member who is a real estate agent, and who sent a statement since she was unable to be there. *request*
- 4. Publicity: bulletin article, announcement in the paper, personal invitation at the Plan Commission (best to have been at City Council and Redevelopment meeting about 2 weeks in advance too, but couldn't make it).

PROGRAM:

- 1. Materials: *tags, pins* nametags, with numbers *on them (1-6)* to divide guests up into small discussion groups of 8 to 10. (Since we had no idea if 40 or 80 would come, and if all would be on time, we had different sets of nametags for different possibilities. 65 people came, and we had six groups, distributing committee members and guests among them, and separating husbands and wives.)
- 2. Materials: work sheets (attached), a clip board for each recorder, extra pens and pencils, a city map for each group.
- 3. Timing:
  - 8:00- 8:20: No games were planned for this period this year. People were to get wine, start talking, and relax.
  - 8:20- 8:40: Speakers before the entire group, each talking 3 to 5 minutes on what they think the community needs. Our moderator explained the background of the national land use item, discussed what we hoped to achieve for the evening, and introduced the speakers. Speakers were timed and stopped at 5 minutes, and we had no questions after the large group session. (Actually we couldn't get people to sit down, *until 8:30* so we ran until 8:55)
  - 8:55 to end: Small group discussions. When the group was through, the recorder listed the likes, dislikes, changes desired, and priorities on 4 large posters, so people could have knowledge of other group's ideas, and a sense of conclusion *to the evening*
  - 12:30: Everyone finally went home.

FOLLOW\*UP:

- 1. Send thank you letters to the speakers.
- 2. Summarize the results and send to the plan commission, the redevelopment authority, and the comprehensive planners.
- 3. Hopefully, a picture in the paper and a newspaper article.

*Sid*

**Background:**

National LWV of US since 1972  
Now reaching consensus in local leagues  
Will reach a national position in 1975.

Tonight we want your ideas for improving the community. We want you to say what you like about Appleton and want to see preserved, as well as what you dislike and would like to see changed. We would like to see if you can agree on priorities for the community. We will take your ideas to our local planners, the redevelopment authority, and to our comprehensive planners.

To help you start thinking we've asked several people from the community to give you their ideas of what they think the community needs. We won't have ~~plenary~~ questions or discussion in this large gathering, but will ask you to save your questions for your small group discussion which will follow these brief talks.

Judy Winzent

Eric Hemphill

Don Stone

Tom Torinus

Thank you for sharing your ideas with us. Now we will have a chance to share our ideas with each other. Your group number is on your name tag and groups are located all over the house. Once you have found your group, choose a recorder who will compile your ideas in a form that is satisfactory to you, and at the end of your discussion will list your ideas on this poster so you can see if common trends appear from all the discussions. Take as much time as you need for discussion since we have nothing else planned.

You may need to bring your chair.

- Group number 1 is in the basement bedroom.
  - Group number 2 is in the basement recreation room.
  - Group number 3 is in the living room
  - Group number 4 is in the kitchen
  - Group number 5 is in the basement (laundry)
  - Group number 6 is in the master bedroom)
- kitchen sink  
piano

## LAND USE

Group number \_\_\_\_

Participants:

- 1.
- 2.
- 3.
- 4.
- 5.
- 6.
- 7.
- 8.

Choose a recorder.

Your task is to make recommendations which you feel would create a better and healthier city to the Comprehensive Planners. Use these questions to start your thinking. You should not be bound by present city boundaries.

How do you feel about Appleton?

What do you like about Appleton?

What do you dislike about Appleton?

What would you like to see changed?

What are your priorities?

Is there an optimum size for Appleton?

Take a few minutes to jot down your own thoughts.

Have your recorder write up your group's suggestions in a form that can be sent to the Comprehensive Planners.

When you are through, have your recorder list your conclusions on the chart on the wall.

*(should have added: End whenever you feel like it.)*



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