Outagamie County Government 1975

energyment material

ODE to the LEAGUE
from the
County Government Study Committee

Leaguers, Leaguers beware!
If you value your wits, take care.
For beyond this you'll find
An incredible grind,
If you try reading it all at one time.

Leaguers, Leaguers relax.

We don't wish your patience to tax.

But use all these pages

As reference, not gauges

Of how much we think you should know.

Leaguers, Leaguers take heart!

And come to the units; take part!

The topics we've planned

Are anything but bland.

With your help we will all stay awake.

Leaguers, we speak not in jest.

We think we can keep your interest.

So come if you can

And help us all plan

The League's action role in the county.

Discussion questions for the Units next week appear on the back of this sheet.

COUNTY GOVERNMENT STUDY

DISCUSSION QUESTIONS

- L.) What problems do you see with present committee organization of the Outagamie County Board? (See Match Game -- bottom of page)
 - a) overlapping jurisdiction
 - b) areas not under any committee's jurisdiction
 - c) implications of above problems on functioning of the Board
- 2.) What is the role of the County Executive?
 - a) problems that could stem from the change over from a commutee form of government to an executive form
 - b) county executive vs. county administrator, i.e. effect of the executive's power of veto on county government
- 3.) What is the role of the County Board Chairman?
 - a) parliamentarian only during county board meetings?
- 4.) Should Outagamie County adopt the Home Rule ordinance Sec. 1, 59.025 of the Wisconsin State Statutes? (pages 2 & 3 of unit reference material)
 - a) can you think of some areas where our county is presently providing services under the supervision of a committee, where a department might be justified?
- 5.) What should the role of the LWV be in improving county government?
 - a) encourage fellow Leaguers to run!

COUNTY GOVERNMENT MATCH GAME

Areas of

Legislative Responsibility Match with

PARKS

Recreation Transportation Education

Health

* --- The

Law Enforcement

Library

Land Use

Air Quality

Water Quality

Social Services

Solid Waste

Budget

Personnel

County Board Standing Committee

Airport

Finance & Taxation

Zoning & Economic Advancement

Agriculture, Education & Human Resources

Highway

Social Services

Property, Building & Maintenance

Judiciary & Enforcement

Personnel

The League committee on Outagamie County Government presents the following report on Consensus taken on February 24, 26 and 27, 1975. Thirty-eight members participated in the consensus process.

COUNTY GOVERNMENT CONSENSUS

As a result of many years of quiet observation we have seen that there is a viable framework under the new executive form of county government. We recongize that a complete transition from a committee form to an executive form of government is still in the process of evolving.

While we agree with the fundamental structure we see areas that need attention to facilite to a smoother and more effective functioning of county government. We see a necessity for the legislative body to shift its efforts from making day-to-day operating decisions to planning and legislating policy.

Specifically League members recommend:

- A. County Board and its Standing Committees could be enhanced by
 - 1. Restructuring county standing committees to meet current needs
 - a. with clearcut responsibilities
 - b. with title denoting responsibilities
 - c. with related services under single committee jurisdiction
 - 2. County Board standing committees handling as few administrative duties as possible
 - 3. Establishing:
 - a. department of public works
 - b. personnel department
 - c. finance department (director)

In light of new services performed by the county, i.e. federated library system, shredder facility, unified health services, and recreation, additional departments are needed to facilitiate their management.

- 4. Time limit for study (of referred material) by committees
- 5. Providing a method for allowing time for county board and the executive to study resolutions. A strong minority recommended an automatic referral for resolutions to the appropriate committees.
- 6. Adopting "Home Rule" as currently defined in Ordinance 59.025, Sec.1, State Statutes.
- B. For open and orderly functioning of County Standing Committees, Boards and cormissions League recommends:
 - 1. Regularly scheduled meetings
 - 2. Minutes in written form
 - 3. Meeting schedule and agenda posted
 - 4. A time for citizens to speak

C: County Executive

Continuing to support the executive form of government as set forth in the statutes believing the county executive performs a valuable function in administering county government and in use of the veto power.

- D. Communications between the citizens and their county government could be facilitated by:
 - 1. Making all meetings and information available and open to the public unless excluded by statute
 - 2. Providing limited time for citizens to speak at county board and at committee meetings
 - 3. Educating the public as to existing channels of communication and how to une them
 - 4. Continued LWV observance of county board and committee meetings

- 5. Further suggestions made by units called for:
 - a. Televising County Board meetings over Cable TV
 - b. TV summary program by the county executive and county board chairman on "What's going on in the County."
 - Communicator"
 - d. Encouraging qualified people to run for office

Support of

Outagemie County Government Organization and Function

- 1. County Board
 - a. Increasing emphasis on legislating policy, decreasing attention to administrative detail
 - b. Allowing time for County Board, Executive and public to study resolutions prior to action
 - c. Setting a time limit for committees to report on referred material
 - d. Adopting Home Rule as currently defined in Ordinance 59.025, Sec., State Statutes
- 2. County Board Committees
 - a. Restructuring county committees, with well-defined responsibilities; grouping related services under single committee jurisdiction, with title denoting responsibilities
 - b. Holding regularly scheduled posted meetings, with published agendas, and subsequent published minutes
 - c. Minimizing administrative function
- 3. County Executive

Continuing to support the executive form of government as set forth in the statutes believing the county executive performs a valuable function in administering county government and in use of the veto power.

4. County Services

Reorganizing county departments by grouping related services and establishing a desartment of public works, a personnel department, and a finance department.

- 5. Improved communications between citizens and their county government
 - a. Making all meetings and information available and open to public unless ex-
 - b. Providing limited time for citizen input at county board and committee meetings
 - c. Educating public about county government

Respectfully submitted,

Donna Weis, Chairman Nusi Ward Dorothy Olson Cathy Boardman Linda Hartz Corrine Goldgar Ann Long

LEAGUE OF WOMEN VOTERS OF APPLETON

Maria

LOCAL PROGRAM: ITEM: Outagamie County government _unfinctioning and organization.

SCOPE: Of major concern was the functioning and organization of the legislative branch and its working relationship with the newly established executive branch. This study comes after a more specific study on Outagamie County financing in 1974.

COMMITTEE MEMBERS: Nusi Ward, Donna Weiss, Dorothy Olson, Cathy Boardman, Ann Long, Linda Hartz, Corrine Goldgar.

Eusene Higgins spoke to the League membership on county government.

UNITES: 2nd week in February, i975. Every member material is enclosed. Consensus units were held the last week in February. The resulting consensus report is also enclosed.

OUTCOME: Outagamie County now has both a finance director and a personnel director, both of which are part
of the League support position. Discussion and investigation of the feasibility of a county department of
public works is in the works now. Also plans are in
the making for a restructuring of standing committees
of the county board along the lines suggested at the
League units. Such changes could occur only at the a
annual meetings in April. We will pursue it further.

L.W.V. County Government Study Week of Hanuary 13, 1975 Summary Discussion questions -- Role Playing

Cotologues.

1. What are some of the stumbling blocks to efficient functioning of the County Board?

County Board members not well read or familiar with resolutions No confidence in committees

-Board members need to be kept up-to-date on State & Federal Legislation-(1910, AUC., Bee of proper prodedures in the county board-no automatic referral

County Clerks office. Discussed "Sense of the Congress Resolution"
Personalities, parochial interests, biases, tendency to table

2. What impact do you see the rura; -urban factions having on he effectiveness of the County Board governing the county?

Factions do make a difference and make agreement difficult. They do no look at the County as a whole Do we in Appleton think of ourselves as part of the county?

3. Where can citizens best be heard?

Greatest impact can be made is if a group attends a committee meeting.

Easier for a single purpose group to get something through a committee & board. Anything to do with children and education goes through.

LWV - a multi-purpose group that speaks on more controversial issues.

Observers important -- need to build trust.

Can speak at public hearings but usually not at county board meetings.

At committee level -- simply attending can be effective. Sometimes committee functions better because it is being observed.

Should be able to make public statements to the board at a whole.

Letters to the Editor marshalls public opinion

Poor communications with citizens. Citizens don't know where to go.

- 1. What problems do you see with present committee organization of the Outagamie County Board?
 - a. Standing committee titles don't necessarily indicate their responsibilities. Confusing for the citizen when he doesn't know who is responsible for what -- less citizen impact.
 - b. Overlapping jurisdiction -- which is not always bad if they work together. But who has the final say?
 - c. There are new areas of responsibility for the board. Library, Land use concepts, solid waste
 - d. Committees are doing the administrative work of departments. (some by law must do it.)
 - e. Need to restructure to fit new needs
 - f. We meed a department of Finance and a Personnel director.
- 2. What is the role of the County Executive?
 - a. He is an elected official responsible to the electorate.
 - b. His veto power gives him legislative responsibility. He does not have the resolutions until 5 days prior to board meetings.
 - c. Problems with this office stems from the change over from a county administrator to an elected executive at which time the powers and duties were not clarified. Given all duties he had as an administrator.

Summary of Units on County Government -- Jan. 13, 15, 16, 1975

- d. Since these powers were not clearly delimented court action was finally sought. Rulings of the court was discussed.
- e. Some felt conflicts were inevitable between the executive, board chairman & the board and committees.

3. What is the role of the County Board Chairman?

- a. The units felt he should be a legislative leader of the board Aminiexecutive of the board.
- b. Important for him to smotth lines between, committees, with the executive, with the public.
- He chairs the board meetings and acts as parliamentarian, make committees appointments, also serves as supervisor from his district, ex-occision of all committees.
- d. Clerks office is not functioning so much work falls on the shoulders of the chairman. A legislative secretary is needed.
- e. Can you work up a system that functions no matter who holds offices?
- f. Vice-chairman attends meeting in the chairmans place.

4. Home Rule Ordinance

- a. Not discussed too much in I unit.
- b. Why not adopt it? It doesn't mean we would have to change anything -- only enable us to.
- c. Pro: Could set up more depts.

 Delineate who is responsible for what.

 Committees managing a department not a good idea.

 We are now acting under the new home rule ordinance—without formally adopting it. Why are they?

5. What should the role of LWV be in improving County Government?

- a. *bserve county board and committees. Bring a friend. Don't underestimate the value of observers. One of their roles is to gain confidence of legislature.
- b. Awareness of the electorate to the qualifications of a candidate and what that offices responsibilities are. Urge qualified candidates to run for office.
- c. Highway commissioner retiring and now is the time for imput on this.
- d. Do need to evaluate county programs, how they are working before they become too entrenched. Lively Issues it was mentioned about he Unified Health Services -- Mental Health Assn. doing such a study.
- 3. Attend committee meetings.
- f LWV could make suggestions for restructuring committees.
- g LWV people could serve on committees.
- h. Ideas: agendas for committee meetings. Give citizens a chance to speak.
- 6. What do we wee as the role of County Gov't? One unit asked.

 Saw it as a larger local government—wider area. Does housekeeping. Adapting itself to community it is taking care of.

The LWV County Study committee mot at the home of Jonna Vois at 1:00 P.M. on December 18, 1974. Present were: Word, Boardman, Wartz, Weis, Long and

The committee discussed how and what information to provide at the Unit meetings in January.

IT was decided the best way to get imformation across would be to have a mock County Board meeting. The format is at follows and will be fully developed:

Resolution: Reporting out on a

City-County Health Department

Rolas: County Board Chairman: Mr Henry Higgins

Corporation Counsel

Finance Committee: Mr. Hight Wad

Personnel Committee: Mr. Attrition Freeze

Health Committee: Mr. V. D. Hellogg County Executive: Mr. Elwyn Furor Board Members: Mr. Man Uvering

> Mr. Refer Mr. T. Able Mrs. Meck

Mr. Sid Slicker - city point of view Mr. Earl Rural rural point of view

The roles and parliamentary manuvoring will be developed and written for the League member to use.

From the role playing the following questions could be asked.

Whose job is it to hire new personnel in a new department?

Should it be the committee of jurisdiction?

Should it be the personnel committee?

What is their role? Job level, union.

Should it be the finance committee?

If more than one committee of jurisdiction, whose responsibility?

What is the role of the executive?

What is the relationships between committees.

What should the rele of LWV be in improving county government?

We discussed the roles of the Board Chairman, the Finance Committee and citizen getting permission to speak briefly.

Board Chairman
Chairs meeting
Summerizes
Clarifies
Knows parliament

Knows parliamentary procedure Asks help from Corp. Counsel Finance Committee
Decides what fund money to come from
Should not decide if it should or
should not be funded unless no money
available.

Debate: Parliamentary manuevers. Citizen asks persmission to speak. A Board member must move for suspension of rules. Not debateable.

A general discussion was hold about the work and role of the county board committees. We thought it would be a good idea to list the areas of legislative responsibilities that county government now hour. Then see if LWV can match them up to the present committees.

January 8, 1975

The County Government study committee met at the home of Nusi Ward's.

Present were; Long, Hartz, Boardman, Goldger, Werd, Weis

Guests: County Board Supervisor Diane Cusaths and Manyower Planning Council Chairman

Pat Danford.

In our discussion with DianeCCusatis we tested our knowledge of county Board functioning and learned more about it.

Committees - their success gauge is how much they get passed in county board.

Chairman, same ones elected unless committee changes.

There should be a published agenda and they should discuss only the agenda. They should not ask for things to be off the record. Need a neutral secretary--like from Clerks office.

Citizens should be present at the meetings as less likely to have off the record info. They should be allowed to speak.

P.K.I. now a committee of Unified Health Services. We pointed out that the county had not passed eas in resolution form to come under 59.025.

County Board - Should the county board members be paid a salary or per diem?

They do not have an established policy for meals, expenses.

Who is to enforce non-accrecy law?

Any supervisor can initiate a resolution.

Sometimes Exec in conjunction with corp. counsel sends in a resolution in mame of the committee and there will be no aignatures on it. Supervisors must then stop it.

Executive - Shredder- executive did not take on administrative role.

Pat Danford told us about the work of the Manpower Blanking Council which came into being in 1974. Aresume follows.

Nixon felt that the "Great Society" idea and the programs that followed were not working well so many of those programs were reorganized under this council. They were such programs as Neighborhood Yourth Corp. Man Power Training programs, Public Service Careers, Operation Mainstream, Job Corp. Emergency Employment Program. Surviving however, has been WIN a program for migrants.

The county executive was the prime sponsor of this council and received \$15,000 in funds to set up a 15 member council which was made up of representatives of the people who would be served by the program, representative of agencies providing the service, and representatives of local governmental units. They are: unions, Voc. Tech. City of Appleton, Industry, private employment agencies, planning commission, Wisconsin Employment Security Div. & LWV. Some difficulty has resulted from conflicts of interest where they wanted to keep money for certain interests.

It was a difficult job preparing the grant application for funds by May 31, 1975.

They now have \$321,000 to distribute through out the county.

Some of their programs are as follows:

Children with learning disabilities equipment for summer camp \$1,000. Sent youngsters to Y camp & boys, 21 girls

Boy Scout Camp 5 boys \$1.634. Hentally retord. 6 children

On-the-job training small amount to industry Subsistence to go to Vocational School

P. 3 January 8, 1975

Labor Unions - small amt for apprentiahips

Elderly - sell their skills or products - using phone or through work referral system \$10,000

Employment Security Division - peid for placement testing, counseling \$16,000. Pre-trial intervention program for 1st offenders have applied for money for this

Public employment \$20,000 - 60 people and 100 in the summer.

We also had a discussion about the committees of the county board and their areas of responsibility with a look at the match game for the units.

The questions for the unit were reworded by Cathy B. & Donna W.

l. What problems do you see with present committee organization of the Outagamie County Board? (See Match Game)

a.) overlapping jurisdiction

b.) areas not under any committee's jurisdiction

c. implications of above problems on functioning of the board.

2. What is the role of the County Executive:

- a.) problems that could stem from the change over from a committee form of government to an executive form.
- b.) county executive we county administrator, a.e. effect of the executives power of veto on county government.

3. What is the role of the Sounty Board Chairman?

a.) parliamentarian only during county board meetings?

- 4. Should Outagamie County adopt the Home Rule ordinance Section 1 59.025 of the Wisconsin State Statutes? (pages 2 & 3 of the unit reference material)
 - a.) can you think of mome areas where our county is presently providing services under the supervision of a committee, where a department might be justified?

5. What should the role of the LWV be in improving county government? encourage fellow leaguers to run for office!

County Government Match Game

Areas of Legislative Responsibility

Parks
Recreation
Transportation
Education
Health
Law Enforcement
Library
Land Use
Air Quality
Vater Quality
Social Services
Solid Weste
Budget
Personnel

County Standing Committee

Airport
Finance & Taxation
Zoning & Economic Advancement
Agriculture, Education & Muman Resources
Highway
Social Services
Property, Building & Maintenance
Judiciary & Enforcement
Personnel

De Comm & Personnel -> administratos for Clamann Achost;

new Composition of Sandicapped Children's board Sandros Williams, Brockman, Leng, Hohrode, Comparintendent

Janks Hong, Weller. Encount water Employee assistant program encourages surger surger before firing. Sylldabor 8745 (Mr. Trigo from Micago) will do, a complete adit of employment system of county. Executive urged sursonnel sag. Comm. to such for absolute shome rule-ie taxing powers = begond Chapter 118. 5). 42 boards around state have an aprociation Exec took dues out of budges & didn't suit is applituded. Is buy money to lobby for knoney from county board:

Musics
1721
S. Carpenter Wed. 2 Od.
S. Carpenter Wed. 2 Od.
S. Carpenter Research Frinance Comm

Outsgamie County Boverne at Organization and Functions: structure and organization; thate laws governing counties; relationship A Study of of executive and legislative branches.

Dec. 9, 11, 12 Dutes: Fan 13, 15, 16

State LWV Program 1973-75

COUNTY GOVERNMENT:

Support of strengthened county government by:

- Improvements in county government through variances in organization to meet differ ing needs; county boards a worthoard by population; establishment of of an executive or an administrator; short ballot.
- --- Placement of primary reliance for performing services and handling revenue on a strengthened and improved county government structure.
- Transfer of functions from town to county level; establishment and enforcement of minimum legal requirements for the continued existence of towns.

COMMITTEE MEMBERS:

732-4010 Kathy Boardman 838 W. Prospect Av. Corrine Goldgar 914 E. Eldorado St. 734-8676 Linda Bartz 818 N. Bayridge Rd. 259-3392 Maureen Schleisner 2323 E. Wisconsia Rd - 734-1491 Musi Ward 1821 S. Carpenter St. 773-6469 755-4790 Donna Weis 120 N. Green Bay Rd.

THOUGHTS:

Should this study be geared toward consensus? Or should this study be more a "Know your County"?

A negative attitude toward County Government exists among some of our LWV members.

County Government is where the action is a

Ruth Clusen Said, "Why can't the Lesgue be the channel and the platform for a rebirth of confidence in government? "Let's start of the local level with county government. Having regular observers at County Board meetings does make a difference. They want to know what we think.

L.W.V. Study of Outagemie County Covernment

The committee met at Nusi Ward's on November on Movember 15th at 9:30 A.M. Present were Kathy Boardman, Corrine Goldgar, Nusi Ward, Dorothy Olson, and Donna Weis. Ann Long.

Nusi stated that Marian Ming has had to drop off the committee due to other responsibilities. Ann Long, 1503 S. Memorial Dr. 734-6353 has joined the committee.

The committee had decided that one general meembership meeting in December would fit our needs at that time and slee save us time in a busy month. We felt an information giving session would be the best. Donna reported that Eugene Higgins. County Board Chairman, had agreed to speak to the League on December 11 at 7:30 P.M. at the Reddy Room. An outline of activities and areas to be discussed and discussion questions were worked out as follows.

Coffee and cookies -- first

See if Wisc. Mich Power Co. has a microphone available or rearrange the room.

Charts Hopefully we will have four charts meady to supplement the talk and discussion.

County Government Structure Linda

Executive and County Board Chairman
Areas of responsibility

Budget - Revenue and Expenditures - percentages

Program Budget percentages in categories

Donna

Donna Weis was asked to tell about the League study, introduce the speaker and moderate the discussion.

From the committees discussion Donna and Cathy worked out the following outlike for Mr. Higgins and the committee members.

Suggested topics for opening remarks. Mr. Higgins

Approx. time 20 min.

How the county board functions
In relation to the executive branch
In relation to the state
In relation to the city
And through its committee structure

Possible q uestions from the audience.

Dorothy Since the county does not levy a tax itself where do its funds come from?

Cathy How would a personnel director, finance director and legislative aid effect the function of the board committees and the county departments?

Ann What is the standing committees role in the budget process?

Linda What has been the relationship of the standing committees to the departments under their jurisdiction?

There may be questions about the Social Service Department, the Highway Dept. and the East Central Regional Planning Commission to make a few.

What are the gray areas of responsibility between the county executive and the county board. How does it work out practically.

The LWV County Government Study Committee met at the home of Donna Weis at 1:00 P.M. on January 17, 1975. Present were, Ward, Olson, Long, Boardman and Weis. Absent were Goldgar and Hartz.

After much discussion the following consensus questions were arrived at for the County Government final units the week of February 24, 1975.

- 1. How can the channels of communications between the citizens and their county government be improved?
- 2. What changes would enable the county board committees to function in a more effective manner?
- 3. Should any new departments be established to perform administrative duties now under the jurisdiction of a county committee? In the future?
- 4. Should Outagamie County adopt the "Home Rule" ordinance 59.025 Sec. 1 of the State Statutes?
- 5. What aspects of the County Executives role could enhance the functioning of county government?

We felt we could give guidance to the discussion leader on areas that should be discussed under question 2 and 5.

- 2. a. administrative vs policy making
 - b. overlapping jurisdiction
 - c. clarification of legislative areas
 - d, committee structure follow legislative areas
- 5. attendance at county board meetings role in legislation relation of executive and county board

We felt we needed the following information before the units in February.

- 1. How to remove an elected official from office. Nusi
- 2. Get the Book Allen report for the committee to read. Donna
- 3. Make up a list of pros and cons on "Home Rule" Donna
- 4. Do committee have supeoma power?
- 5. Are any county employees under civil service? Donna
- 6. Role of the Corporation Counsel. Jonna will arrange an interview with Mr. Schuh.
- 7. County card Committees. We need more complete information on each committee and related dept. board or commission. More about the work of each committee. The committees were assigned as follows:

This info needs to he ready to pass out to L WV members at Library Units in Feb.

Kathy B. Agriculture, Education & Human Resources
Nusi W. Judicial, & Property, Building & Mintagence, Coordinating.
Ann L. Social Service
Donna W. Zoging & Economic Advancement, Personnel & Manpower
Corrine G. Airport
Linda H. Unified Health Services, Commission on Aging
Marlys Highway Comm. Conna Will ask her.

March 1975—
PION
PION

OUTAGAMIE COUNTY GOVERNMENT ORGANIZATION AND FUNCTION

Support of:

1. County Board

- a. Increasing emphasis on legislating policy, decreasing attention to administrative detail.
- b. Allowing time for County Board, Executive, and public to study resolutions prior to action.
- c. Limiting time for study of referred material by committee.
- d. Adopting Home Rule as currently defined in Ordinance 59.025, Sec. 1, State Statutes.

2. County Board Committees

- a. Restructuring county committees, with well-defined responsibilities; grouping related services under single committee jurisdiction, with title denoting responsibilities.
- Holding regularly scheduled posted meetings, with published agendas, and subsequent published minutes.
- c. Minimizing administrative function.
- 3. County Executive
 We continue to support the executive form of government as
 set forth in the statutes believing the county executive
 performs a valuable function in administering county government
 and in use of the veto power.
- 4. County Services
 Reorganizing county departments by grouping related services and establishing a Department of Public Works, a Personnel Department, and a Finance Department.
 - 5. Improved communications between citizens and their county government

a. Making all meetings and information available and open to public unless excluded by statute.

b. Providing limited time for citizen input at county board and committee meetings.

c. Educating public about county government.

"We see a necessity for the legislative body to shift its efforts from making day-to-lay operations decisions to perming & legislating bulies."

Position Paper on County Management Organization

The county form of government is the logical choice to promote and coordinate intergovernmental relations and services. Our county has many effective managers, but they are hampered by an outdated organizational structure which fragments decision making and tangles lines of accountability so that it is less efficient than it could be and less economical than it must be.

County services ultimately affect the well-being of every resident. The county must do the best it can with the resources available. The recommendations of the Strategic Planning Task Force make this prossible. They are:

- a. Improve the span of control
- b. Improve the decision-making process
- c. Create a team management approach to county government
- d. Provide a better method for determining priorities in county government
- e. Provide a greater accountability for programs
- f. Provide a better structure to efficiently and effectively meet the needs of county citizens

Taxpayers have a right to expect a commitment to creative planning. For this reason we endorse the immediate implementation of the county management organization into five basic operating divisions.