

**Regional Planning**  
**How it affects Appleton**  
**1969-1971**  
**2000-2001**

## APPLETON LEAGUE OF WOMEN VOTERS POSITION PAPER

### REGIONAL PLANNING

Adoption: In 1969 the Appleton League of Women Voters adopted as a two-year study "Analysis of city planning in Appleton." At the conclusion of the first year of study, the item was readopted by the League as "Analysis of regional planning and how it affects Appleton."

Study: The primary goal of this study was to gain understanding of the planning agencies that were involved in planning for this area. The committee interviewed the Mayor, City Planner, Executive Director of the Fox Valley Council of Governments, Outagamie County administrator, and a member of Project 85, which is now part of the Chamber of Commerce Planning Committee. The two regional planning agencies provided us with literature describing the agencies: how they were conceived, organized, financed, and present projects and studies. We studied the John Reeve's Task Force recommendations which were formulated at the time of this study. The area was designated a Standard Metropolitan Statistical Area (SMSA) during this time and we studied the HUD specifications for SMSA Regional Planning Agencies. Other resource material consisted of "A Citizen's Guide to Planning" by Herbert H. Smith; The Comprehensive Plan, Appleton, Wisconsin, by Harland Bartholomew and Associates; and "Community Research and Study II," edited by Larry Longley. There were two General Meetings plus units for discussion and consensus during the study.

Consensus: A description of the ideal planning agency for Appleton to join includes:

1. Area Covered: The ideal maximum size would be the 8-county area comprising the Governor's Administrative District with the minimum size encompassing the three SMSA counties. A minority wanted the area to be the four lake counties: Outagamie, Calumet, Winnebago and Fond du Lac.
2. Workable Size of the Policy Body: Not more than 20 members should be on the policy body, with a strong feeling that 12 to 15 members would be most efficient.
3. Representation: Representation on the policy body to be in accordance with the rural-urban population split.
4. Elected or Appointed Officials: The majority of the policy body should be made up of elected officials with some provision made for citizen representation. A minority clearly did not want citizen representation. There was also a feeling that alternates should be chosen, along with the members, and their names published.
5. Implementation: Implementation of the plans would be the responsibility of the policy body. One unit wanted a plan implementor to sit on the policy body.
6. Priorities: Priorities and direction should be established and reviewed regularly by the policy body, and priorities be based on need rather than available funds. A minority felt that completed plans should be binding.

#### Action:

May 24, 1971: League made a statement to the Appleton Planning Commission urging them to support the resolution to create a study committee representing the county boards of Outagamie, Winnebago and Calumet counties to form a new regional planning agency.

June 20, 1971: A "Facts About Planning" was drawn up and mailed to all Outagamie County Supervisors and City of Appleton Aldermen.

May 12, 1972: League sent a letter to the Governor, with a copy to the Mayor, urging that specific representation of the urban areas be written into the by-laws of the new East Central Wisconsin Regional Planning Commission, now in the process of formulation.

June 26, 1972: League made a statement at a state hearing on regional planning in Oshkosh supporting the idea of a regional planning agency for this area and urging that representation on the policy board be proportionate to the rural-urban split.

League of Women Voters  
Appleton, Wisconsin  
March 1970

Local Agenda: Analysis of City Planning in Appleton

Tuesday, 8 p.m. March 10, 1970 Membership meeting, Outagamie County Bank  
Speakers: Eugene Franchett, Executive Director, FVCOG  
Jack Hetu, Director of Planning, City of Appleton

We are attaching background information for all of our members which we hope you will read so that you will come prepared to discuss the many problems of local planning on March 10th. Unit meetings during the week of March 23rd will be devoted to additional discussion of the subject. (This is the beginning of a two-year study).

Some of the questions which we will be talking about are being listed. (We hope you will have others).

Goal of study: To gain understanding of the planning agencies that are involved in planning that affect Appleton.

What are the agencies? How did they come into being? How are they financed? To whom are they responsible? What areas are they serving? What are they attempting to accomplish? What are their long term goals? Are they in competition with each other? Is their duplication or overlapping?

Are their plans being implemented?

Is there public understanding of the goals? of accomplishments? Can League help in creating understanding?

What needs are being neglected? Are there areas that need attention that are not being considered by any of these agencies?

What do the agencies see as their problems?

Are good planning principles followed in Appleton?

Committee: Mina Weiner, Chairman  
Dolly Butler  
Nina Kirkpatrick  
Jan Minardi  
Jean Koffend  
Pat Thomas  
Lillian Smith

## Planning City of Appleton

The Appleton City Planning Department (created by city ordinance in Feb. 1963) acts in advisory capacity to the City Planning Commission. Mr. Jack Hetu has been the Director of Planning since January 1969.

The City Plan Commission is made up of the mayor, the director of public works, one alderman (Al Stoegbauer, the president of the park board, and three citizen members (George Narovec, Gordon Myse, and Lloyd Doerfler), appointed by the mayor and confirmed by the Common Council. The City Plan Commission appoints the Director of Planning, with confirmation by the city council. Recommendations of the Commission are submitted to City Council for approval. The C.P.C. meets on the Monday following the Council meeting at 1:30 p.m. Meetings are open to the public.

The Comprehensive Plan: In August 1964, the city entered into a comprehensive planning program under a federal 701 planning grant with the planning firm of Harland Bartholomew & Associates of St. Louis as consultants. The program, completed in 1966, incorporates special reports such as a central business district plan, land use, transportation, and a capital improvements plan. The total cost of the program \$108,000 was shared two-thirds by the federal government and one-third by Appleton. (Appleton's share was included in 1964 and 1965 budgets).

Capital Improvements Program: In October 1965, a capital improvements program was presented to the city as the fifth in the series which formed the Comprehensive Plan. The C.I. presented a financial plan for the development of the plans included in the C.P. The purpose of developing a c.i.b. is to program expenditures in a logical manner. Mr. Champion has been requested by the Council to up-date this plan and present it to the city council prior to budget-making time. He is to consult Mr. Hetu and the director of public works in setting priorities., etc. (detailed guidelines for the administration of a c.i.p. are outlined by the consulting firm).

The Commerce and Industrial Development Committee of the City Council is not considered a planning committee, but should be considered as its responsibilities are listed as "to encourage, promote and use whatever means are lawful, and necessary to assist in the development, location of new and existing business enterprise and industry in the city. It shall be the duty of this committee to study all matters referred to it". Serving on this committee are the following aldermen: John Steidl, Chairman, Walter Kalata, Robert Roemer, Al Stoegbauer and Dorothy Draheim.

## Fox Valley Council of Governments

What is FVCOG?

It is a voluntary association of local governments represented by elected officials in the Fox Valley Region of Wisconsin. (Since Mayor Buckley is unable to attend these meetings, Mr. Hetu is Appleton's representative to COG meetings).

FVCOG was established in 1967, the first such organization in the state. It is designed to use inter-governmental cooperation in the area as a tool to solve area problems. Its staff provides planning and study services and it is a forum for discussion and solution of these vital metropolitan problems.

It is a cooperative effort without taxing or enforcement powers. Of the 14 member governments, there are five cities, four incorporated villages and five towns. Its planning scope affects over 200,000 people, 650 square miles and the distance from Oshkosh to Kaukauna.

Municipalities included in COG are:

Appleton	Combined Locks	Harrison
Kaukauna	Kimberly	Grand Chute
Neenah	Little Chute	Oshkosh
Menasha	Sherwood	Town of Menasha
	Buchanan	Town of Neenah

Total local dues to COG for 1969 amounted to \$101,371, of which Appleton paid \$27,936, or 27%.

Mr. Eugene Franchett serves as the Executive Director, responsible to the members of the regional council.

What has COG done?

- Economic and population base studies
- Land-use analysis and plan development
- Sanitary sewer, collection and treatment facilities studies
- Water supply, purification, treatment, storage facilities
- Law enforcement and criminal justice planning study
- Storm water drainage facilities
- Open spaces, parks and recreation analysis and plan
- Solid waste disposal study and plan

What is COG presently doing?

- Transportation study
- Metropolitan regional housing study
- Fire protection and rescue service study and plan
- Uniform building codes
- Assists local governments by federal grant application review

## Northeastern Wisconsin Regional Planning Commission

This commission was formerly known as the Wolf River Basin Regional Planning Commission which was created in 1962 under state statute. It is responsible to its member county boards. Each county has three representatives on the Commission. Mr. Gordon Bubolz is Commission Chairman. The following nine counties are included: Florence, Forest, Langlade, Menominee, Outagamie, Shawano, Waushara and Winnebago. Its budget for 1970 is \$61,190.60 of which Outagamie County contributes approximately \$21,000.

In 1966, after three years of study and preparation, a Comprehensive Planning Program was completed by a resident planner and staff of the Commission with technical assistance from the Wisconsin Department of Resource Development. This Master Plan was financed by federal, state and county funds. It consists of three parts: (1) analysis of the region's physical conditions and a detailed report on water resources; (2) comprehensive development plan - land development, transportation, recreation, and (3) implementing the plan: model ordinances for zoning, building and sanitary codes; a list of needed capital improvements, and state and federal programs available for financing.

The Commission lists as its accomplishments: Preparation and adoption (in all nine counties) of shoreland zoning ordinances; preservation of natural and historic areas (e.g. Mount Morris Hills, Mukwa Marsh, Mosquito Hill) and establishment of county and community parks. It currently makes available technical advice on administration of zoning ordinances and community facilities planning; study of solid waste disposal problems; coordination of federal and state program applications; water monitoring study of Wolf River and tributaries.

### Planning for Outagamie County

Outagamie County does not have a county planning committee or staff. It utilizes Northeastern Reg. Planning Commission. Individual committees handle various aspects such as parks and recreation, airport, zoning, etc. Outagamie County will pay approximately \$21,160 of its 1970 budget to N.E.R.P.C.

### Governor's State Districting Plan

In the summer of 1969, Governor Knowles issued an executive order dividing the state into eight administrative districts within which state agencies are to plan projects and programs on a regional scale. Reasons stated are to decentralize state government, bringing it closer to the people, thus ending a hodge-podge of independent state agencies. Local planners say the districts are likely to be recognized as the official planning units by the federal government (for grants). The geographical boundaries have created opposition in many quarters, particularly in northeastern Wisconsin. Governor Knowles has appointed a task force to evaluate and make recommendation on boundaries. John Reeves, (President of Appleton Coated) heads the task force. Its recommendations are due no later than June 1, 1970.

Opponents to the governor's districting plan, claim that the governor's districts do not link counties in the northeastern area with common economic and geographic ties.

## CITY PLANNING IN APPLETON

The issue of city planning in Appleton is so "lively" that it rates an article in almost every Post Crescent. Yet, too few citizens (and League members?) realize that city planning involves capital improvement programs and community facilities and services plans, as well as zoning ordinances.

A general survey of planning in Appleton is one way to approach the subject. This survey could include background on the whys and wherefores of city planning and research into the various plans adopted, or rejected, by the city council in recent years. The study might attempt to answer these questions:

Are good planning principles followed in Appleton?

Have Appleton's current city plans been followed since adoption?

Does the Planning Commission publish an annual report?

What individuals and agencies contribute to our city planning and how do they relate to each other?

\* The outcome of this survey of city planning might be a booklet for public information. Some cities have made such booklets available to their citizens, but, apparently, Appleton has not.

⊗ A logical followup to a general study of planning in Appleton would be a study of "Capital Improvements Planning in Appleton". The Capital Improvement Program is the final element of a comprehensive city plan. One purpose of the other elements of the plan is to guide the systematic and economical provision of public improvements over a long period of time.

Basically, capital improvements planning is the determination of the community's greatest needs and their inclusion in a five year improvement program that is geared to the financial ability of the city.

Questions this study could attempt to answer are:

Why has our city council not adopted three capital improvements plans since 1960 - the most recent one proposed two years ago?

How does the next capital improvements plan (to be proposed in the summer or fall of 1969, probably) differ from earlier plans?

⊕ Lacking a capital improvements plan, on what basis are decisions made as to which projects - the pipeling to Lake Winnebago, sewage treatment plant expansion, a new city hall, city parking ramps, school improvements, a new Oneida Street bridge, a new fire station - are bonded first?

\* Is the city subsidizing the development of new subdivisions thus losing bonding power needed for other purposes?

Suppose that you were in pain. You would go to a doctor, describe your symptoms and he would make a diagnosis. Would you then refuse to follow his plan of treatment because you did not want to spend the money required? Has city planning in Appleton arrived at this stage?

\* Could be deleted, if necessary.

⊕ Some examples could be cut here

⊗ As a last resort you could cut here.



## 2000-2001 Planning Study Consensus

On May 1<sup>st</sup> the members of the Appleton League of Women Voters gathered for consensus on the Planning for and Managing Growth in Appleton and the surrounding areas. The following changes to current positions were recommended by the group for approval of the general membership at the annual meeting.

- Local Govt. II Land Use Planning in Appleton.
  - C.1.b. Maintain the central business district as the ~~main commercial~~ *viable urban center*. (Rationale: more accurate statement)
- C.2.b. Discourage boundless and unplanned ~~population~~ growth. (Rationale: Afraid it referred to ethnic origin. Elimination of the word does not change meaning of the statement.)
- D.2. ~~Retain the traditional character of the downtown as much as possible.~~ (Rationale: We have not necessarily supported a traditional character. Support of the PAC is not representative of "traditional character.")
- D.4. ~~Prefer development which will not close College Avenue, but will be focused behind existing structures, possibly ties together by skyways.~~ Prefer development which focuses on tying infrastructure together (i.e. skyways) (Rationale: Believed closing of College Avenue was ~~made~~. We did not agree that focusing on existing structures and designing around them was what League really wanted to see happen downtown.)
- Local Govt. III Town Govt.  
Town government can manage ~~urban~~ *suburban* growth better by taking the following steps. (Correction on terminology)
- Local Govt. ~~V~~<sup>VI</sup>.B.3. Sanitation and zoning laws should be ~~enforced~~ *strengthened, and enforced*
- Replace "tax exempts" with *tax exempt institutions*. (Correction to terminology.)
- Local Govt. IV. Annexation.C.1.
  - a) User fees ~~often~~ as a fair way of distributing costs.
  - b) Fully allocated costs, including capital and administrative expenses, as well as operating expenses
  - c) Exploration of tax exempt *institutions* paying for services, or ~~costs~~ distributed costs ~~on~~ over a wider tax base. (Rationale: clarifying language.)
- Delete this position. It is no longer relevant since East Central Wisconsin Regional Planning Commission replaced the Board of Governors which this position addressed.
  - Local Government: *VIII Regional Planning Agency: (1971)*
  - A) *Policy Body: Maximum of 20 members; rural and urban interests.*
  - B) *Implementation: Responsibility of policy body.*
  - C) *Priorities and direction: Set by policy body; priorities based on community needs as the primary criterion and without regard to the availability of state and federal aids.*
- Delete the following position because it is no longer relevant.
  - HOUSING ~~B~~. Support a housing ombudsman (independent, unbiased, well-informed and well-regarded member of the community), who would provide information on housing and investigate citizen-housing complaints and recommend appropriate action.
- The League members at the consensus meeting felt the Appleton League lacked positions on the following and thought further study was needed.
  - Urban/suburban sprawl
  - Who pays for regional law enforcement?
  - Cluster or density of development

## **Local Study Report: Planning for and Controlling Growth in Appleton and Surrounding Communities.**

The Appleton League of Women Voters has many positions in reference to community growth. Below we have listed summary statements taken from Office of Land Information Services, Dept. of Administration website which identify the 14 initiatives of Wisconsin's "Smart Growth" legislation.

Early in the study process League members identified a lack any position pertaining to Initiative 4: Protection of economically productive areas, including farmland and forests. This was not considered during other study sessions or at the consensus meeting. Through the consensus process, the members also recommended that League should not have positions in support of, or in opposition to, Initiative 10: Provide the level of public services and developable land to meet market demand, or Initiative 11: Create local employment opportunities.

For the other initiative summaries, the study group identified present position statements from previous state, regional and local studies that were deemed applicable.

TRANSPORTATION (1998)  
FOX RIVER CORRIDOR (1992)  
TOWN GOVERNMENT (1991)  
ANNEXATION CRITERIA (1989)  
REGIONAL LAW ENFORCEMENT (1984)  
PARKS AND RECREATION (1982)  
ENERGY CONSERVATION (1981)  
DOWNTOWN UPDATE TO LAND USE PLANNING IN APPLETON (1980)  
LAND USE PLANNING IN APPLETON (1976)  
APPLETON TO OSHKOSH STANDARD METROPOLITAN STATISTICAL AREA (1974)  
HOUSING (1989)  
LEAGUE OF WOMEN VOTERS OF WISCONSIN STATE STUDY: ANNEXATION ()

The consensus group reviewed these statements, recommended some changes to original language for clarity or changed circumstances, and deleted some of the study group's references as not applicable. These were submitted to the Board of Directors for their consideration.

Because listing each reference in full became tedious, the consensus group recommended developing summary statements and cross-references to the most appropriate consensus statements. Full understanding of original consensus statements would demand referring to the original sources for further study.

### **STATE INITIATIVE 1**

#### **Redevelop lands having existing infrastructure.**

There is strong consensus for this initiative based on current opinion of consensus statements developed in many local-planning studies. Following are highlights from these studies that most specifically address redevelopment:

#### ***Land Use Planning (1976):***

- Availability of choices, wide accessibility, preservation of unique features, prevention of non-reversible damaging actions, and conservation of energy.
- Sustaining a viable and diversified economic base through redevelopment and striving for appropriate long-range government policies.
- Focusing on the central business district as a viable urban center. This does not mean striving to maintain a "traditional commercial center," as previous studies identified, but to

recognize that Appleton's downtown should continue to develop as the urban center of the greater Appleton region.

- Discouraging boundless and unplanned growth.
- Encouraging a wide range of housing choices.

***Downtown update of Land Use Planning (1980 update of 1976 study):***

- Retain the diversity of retailing and other services.
- Relate new development to existing structures and businesses.
- League recommended altering the position against closing College Avenue as a mute point, and recommended slightly altering the skyways position to broaden it indicate a preference for development that focuses on tying infrastructure together through skyways or other means.

***Town Government (1991) and Annexation Criteria (1989)***

The League recognizes the importance of town growth, intergovernmental planning and regional cooperation in affecting redevelopment efforts. League confirmed its support of:

- Area-wide planning, particularly for sewers, drainage, and transportation.
- Comprehensive city planning and strengthened extra-territorial zoning powers
- Cooperative city planning among governmental entities, including municipalities and special districts, such as schools, and sanitary districts.
- Maintaining a strong city tax base to support diverse community resources which enhance the quality of life of the area (parks, library, museums, cultural activities).
- Providing adequate services to maintain and/or improve the quality of air & water.
- Strengthening town sanitation and zoning laws to discourage dispersed development.

The League recognizes that fairness in paying for services remains a crucial issue in blocking redevelopment efforts. Area services were seen as a package, and League considered it unfair for users to select parts of the package without supporting the whole. Those who benefit from services should still be expected to share the cost perhaps through user fees or applying the cost to a wider tax base. More specifically, League felt redevelopment would be supported by:

- Strengthening county government services as a means of sharing costs fairly.
- Requiring minimum service levels in urbanized areas (adequate drainage, sewer, and street standards).
- Providing urban services economically and efficiently, with planning for future annexations.
- Avoiding duplication of urban services.
- Promoting annexation when development would result in intensive uses or densities that would require urban services.

***Appleton to Oshkosh SMSA (1974)***

There continues to be a community of interest in the Appleton to Oshkosh SMSA that offers a potential for strengthening redevelopment opportunities. Cooperation should enhance management of the environment, transportation systems, and area recreational opportunities to encourage redevelopment rather than encourage suburban sprawl.

**STATE INITIATIVE 2**

***Encourage neighborhoods having a range of transportation choices.***

The League continues to support ensuring existing and new neighborhoods have a range of transportation choices, and members found ample support for this initiative.

***Land Use Planning (1976)***

- promoting design to protect availability of citizen choice as well as to provide accessibility and energy conservation.
- providing alternatives to automobile transportation.

***Annexation Criteria (1989)***

- area-wide planning for transportation.
- providing adequate services to maintain and/or improve the quality of air & water.

***Appleton to Oshkosh SMSA (1974)***

- Cooperation in managing land use planning, air and water pollution, area-wide recreation (assumed to include trailways), and transportation systems.

***Energy Conservation (1981)***

Local government should enhance transportation alternatives and consider energy conservation policies as a part of growth management. Positions include:

- reviewing and revising local codes, policies, and ordinances to encourage energy conservation.
- supporting such transportation alternatives as transit systems and bicycle use under safe and convenient routes and conditions.

***Fox River Corridor (1992)***

The following positions relate to developing neighborhood transportation systems:

- providing public boat access while protecting important natural areas.
- encouraging hiking and biking trails near the river.

***Local Transportation (1998)***

Many portions of this study support providing transportation alternatives and should be considered in its entirety as it relates to this initiative.

**STATE INITIATIVE 3**

**Protect wetlands, lakes, open spaces, farmland and forests.**

The League continues to support protection of wetlands, lakes, open spaces, farmland and forests. Protection criteria include support of:

***Land use Planning (1976):***

- preservation of unique features.
- prevention of non-reversible damaging actions.
- protection of the environment by relating the estimated impact of specific development to the community at large.
- providing adequate parks and recreation, particularly in unique areas like ravines and the riverfront.
- considering aesthetics in decision-making.

***Annexation Criteria (1989)***

- long-range protection rather than shorter-range benefits.
- area-wide planning, particularly for sewers, drainage, and transportation.
- comprehensive city planning and strengthened extra-territorial zoning powers.
- cooperative city planning among governmental entities, including municipalities and special districts, such as schools and sanitary district.
- education of the public on long range issues.
- protection of environmental quality.
- provision of adequate services to maintain and/or improve the quality of air & water.
- strengthening of sanitation and zoning laws.

***Fox River Corridor (1992)***

Although Initiative 3 does not specifically identify protection of rivers, the League felt that it was appropriate to cite protection of the Fox River system as an extension of this initiative.

- Protect unique places like Thousand Island Conservancy Area, and regulate harmful boating activities.

- Promote wetland and shoreland restoration.
- Encourage native vegetation and wildlife; discourage harmful non-native vegetation and wildlife.
- Adopt a shoreland ordinance, prevent erosion, and protect scenic qualities by restricted tree cutting.
- Provide public access to encourage hiking and biking trails near the river.
- Provide public boat access while protecting important natural areas.
- Promote city parks along the river.
- Encourage private & public development in the river corridor by promoting historic buildings, museums, the locks, and excursion boats, while discouraging a "Dells effect" and gambling.
- Promote the Fox-Wisconsin National Heritage Corridor.
- Repair and continue operation of the historic locks navigation system.
- Support a Landmarks Commission in the City of Appleton.
- Preserve the visual fabric of the river through adaptive reuse of historic structures.

#### ***Appleton to Oshkosh SMSA (1974)***

The League supports cooperation on a regional basis to encourage:

- orderly development.
- improved quality of life by addressing environmental concerns – i.e. land use planning, solid waste management, and air and water pollution.

#### ***Parks and Recreation (1982)***

The League supported previous positions that encouraged development of natural areas, continued development of mini-parks and green areas in and near the downtown, and spacing parks and open spaces evenly throughout the city.

### **STATE INITIATIVE 5**

#### **Encourage efficient development patterns resulting in relatively lower service costs.**

The League found many positions encouraging efficient development patterns that would presumably result in relatively lower service costs as well as positions that specifically addressed efficiency. Following are highlights from studies that most specifically address development patterns and service costs:

#### ***Land Use Planning (1976):***

- Prevent irreversible damaging actions.
- Conserve energy.
- Sustain a viable and diversified economic base.
- Maintain the central business district as the viable urban center.
- Strive for long range government economic policies which lead to the fulfillment of the goals of the community.
- Discourage boundless and unplanned growth.
- Encourage a wide range of housing choices.
- Anticipate the impacts of proposed programs and projects to prevent irretrievable damage to the community itself.
- Relate estimated impact of specific development to the *community at large*.
- Downtown development (1980 update) to retain the diversity of retailing and other services, relate new development to existing structures and businesses, and focuses on tying infrastructure together (i.e. skyways).

#### ***Town Government (1991):***

- Adopting a comprehensive plan.
- Creating special service districts within the town, with residents within these districts taxed for the services.

- Entering into intergovernmental agreements with adjacent municipalities for more efficient and less costly delivery of services and avoid costly border disputes.

***Annexation Criteria (1989):***

- Area-wide planning, particularly for sewers, drainage, and transportation.
- Comprehensive city planning and strengthened extra-territorial zoning powers.
- Cooperative city planning among governmental entities, including municipalities and special districts, such as schools, and sanitary districts.
- Preserving and protecting the environment.
- Equitably sharing the cost of services by those who benefit through user fees or applying the cost to a wider tax base.
- Area-wide and comprehensive city planning to prevent costly duplication and proliferation of urban services.
- Strengthened extraterritorial zoning powers might prevent future expense.

***LWV-Wisconsin on Annexation ()***

The Appleton League supports the Wisconsin LWV position of strengthening county government rather than adding new powers to town governments.

***Regional Law Enforcement (1984)***

The League supports:

- Shared law enforcement services that benefit an entire region but are not used regularly by every department (i.e., equipment, specialized personnel).
- Regional consolidation of law enforcement jurisdictions that share similar communities of interest, with strong emphasis on consolidation of major services.

***Standard Metropolitan Statistical Area (SMSA): (1974)***

The League of Women Voters of Appleton, Neenah-Menasha, and Oshkosh believe there is a community of interest in the Appleton to Oshkosh SMSA that goes beyond the statistical value of the designation and offers a potential for orderly development and improved quality of life.

***Energy Conservation (1981):***

Local governments should review and revise local codes, policies, and ordinances to encourage energy conservation.

***Parks and Recreation (1982):***

Duplication of facilities should be avoided near schools.

**STATE INITIATIVE 6**

**Preserve cultural, historic and archaeological sites.**

The League continues to support the preservation of cultural, historic and archaeological sites through the confirmation of the positions highlighted below.

***Land Use Planning (1976)***

- Preservation of unique features.
- Prevent irreversible damaging actions.
- Maintain the central business district as the viable urban center.
- Anticipate the impacts of proposed programs and projects to prevent irretrievable damage to the community itself.
- Provide adequate parks and recreation, particularly in unique areas like ravines and the riverfront.
- Retain the diversity of retailing and other services downtown, relate new development to existing structures and businesses, and focuses on tying infrastructure together (i.e., skyways).

***Fox River Corridor (1992):***

- Improvement of water quality.
- US Army Corps of Engineers to remain in charge of water regulation through maintenance and operation of the dam system.
- Protect unique places like Thousand Island Conservancy Area, and regulate harmful boating activities.
- Promote wetland and shoreland restoration.
- Encourage native vegetation and wildlife; discourage harmful non-native vegetation and wildlife.
- Riverbank protection.
- Provide public boat access, while protecting important natural areas.
- Promote city parks along the river.
- Encourage private & public development in the river corridor which promotes historic buildings, museums, the locks, and excursion boats, while avoiding a "Dells" effect and discouraging gambling.
- Promote the Fox-Wisconsin National Heritage Corridor.
- Repair and continue operation of the historic locks navigation system.
- Support a Landmarks Commission in the City of Appleton.
- Preserve the visual fabric of the river through adaptive reuse of historic structures.

**STATE INITIATIVE 7**

**Encourage cooperation among nearby units of government.**

The League strongly supports cooperation of local units of government through our positions from most local studies. Highlights are as follows:

***Land Use Planning (1976)***

- Citizen involvement throughout the planning process.
- Communication and cooperation in planning functions between the city, counties, surrounding towns, and municipalities, and the region.

***Town Government (1991)***

- Adopting a comprehensive plan.
- Entering into intergovernmental agreements with adjacent municipalities for more efficient and less costly delivery of services and avoid costly border disputes.

***Annexation Criteria (1989)***

- Area-wide planning, particularly for sewers, drainage, and transportation.
- Cooperative city planning among governmental entities, including municipalities and special districts, such as schools, and sanitary districts.
- Preserving and protecting the environment.
- Equitably sharing the cost of services by those who benefit through user fees or applying the cost to a wider tax base.
- Area-wide and comprehensive city planning to prevent costly duplication and proliferation of urban services.

***LWV-Wisconsin ()***

The Appleton League supports the Wisconsin LWV position of strengthening county government rather than adding new powers to town governments. Fairness should be addressed through state legislation.

***Appleton-Oshkosh SMSA (1974)***

There continues to be a community of interest in the Appleton to Oshkosh SMSA that goes beyond the statistical value of the designation and offers a potential for orderly development and improved quality of life.

***Fox River Corridor (1992)***

- Continue improvement of water quality.
- US Army Corps of Engineers to remain in charge of water regulation through maintenance and operation of the dam system.
- Promote the Fox-Wisconsin National Heritage Corridor.
- Repair and continue operation of the historic locks navigation system.

***Regional Law Enforcement (1994)***

- Shared law enforcement services that benefit an entire region but are not used regularly by every department. (i.e., equipment, specialized personnel.)
- Regional consolidation of law enforcement jurisdictions that share similar communities of interest, with strong emphasis on consolidation of major services.

***Parks and Recreation (1982)***

- Duplication of facilities should be avoided near schools.

***Housing (1989, updated 1995)***

- Support regional coordination/collaboration of agencies addressing issues related to affordable, adequate housing.
- Encourage local and regional governments to actively pursue the development of adequate and affordable housing through regulation and comprehensive planning.

**STATE INITIATIVE 8**

**Revitalize main streets & enforce design standards**

League believes that "main street" too closely refers to a small city redevelopment program that is inappropriate for Appleton. League does promote revitalizing urban centers and implementing quality design standards.

***Land Use Planning (1976 and 1980 Downtown Update)***

- Preservation of unique features.
- Prevention of non-reversible damaging actions.
- Maintain the central business district as the viable urban center.
- Anticipate the impacts of proposed programs and projects to prevent irretrievable damage to the community itself.
- Provide adequate parks and recreation, particularly in unique areas like ravines and the riverfront.
- Consider aesthetics in decision-making.
- Retain the diversity of retailing and other services, relate new development to existing structures and businesses, and focus on tying infrastructure together (i.e., skyways).

**STATE INITIATIVE 9**

**Provide affordable housing in each community.**

The League continues its strong support of affordable housing. Specifically, members support previous study statements as follows:

***Land Use Planning (1976 and 1980 Downtown Update)***

- Encourage a wide range of housing choices.



### ***Housing (1989, updated 1995)***

- Advocate feasible programs for low income and special needs housing to relieve the housing shortage.
- Support feasible transitional housing and related programs which encourage economic independence.
- Support regional coordination/collaboration of agencies addressing issues related to affordable, adequate housing.

## **STATE INITIATIVE 12**

### **Balance individual property rights with community interests and goals.**

League attempts to balance individual property rights with community interests and goals by encouraging participation in the planning process. The following studies specifically address the strong role of planning and citizen participation in developing community consensus on planning issues.

### ***Land Use Planning (1976)***

- Comprehensive planning based on community goals & objectives.
- A strong, coordinating role for the city planning commission.
- 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.
- Citizen participation.

### ***Annexation Criteria (1989)***

- Area-wide planning, particularly for sewers, drainage, and transportation.
- Cooperative city planning among governmental entities, including municipalities and special districts, such as schools, and sanitary districts.
- Comprehensive city planning and strengthened extra-territorial zoning powers.
- Cooperative city planning among governmental entities, including municipalities and special districts, such as schools, and sanitary districts.
- Area-wide and comprehensive city planning to prevent costly duplication and proliferation of urban services.

### ***Fox River Corridor (1992)***

- Public Access.
- Encourage private & public development in the river corridor which promotes historic buildings, museums, the locks, and excursion boats, while avoiding a "Dells" effect and discouraging gambling.

### ***LWV-WI***

The Appleton League supports the Wisconsin LWV position of strengthening county government rather than adding new powers to town governments.

- Members would like to see changes in state legislation relating to annexation, but would not favor legislation which weakens open meeting requirements or citizen rights, or which strengthens town powers.
- Fairness should be addressed through state legislation.

## **STATE INITIATIVE 13**

### **Preserve unique urban and rural communities.**

Although local League positions are weak on addressing issues of rural communities per se, they strongly support preserving unique community features and characteristics.

### ***Land Use Planning (1976)***

- Preservation of unique features.
- Prevention of non-reversible damaging actions.
- Maintain the central business district as the viable urban center.
- Discourage boundless and unplanned growth.
- Anticipate the impacts of proposed programs and projects to prevent irretrievable damage to the community itself.
- Relate estimated impact of specific development to the community at large.
- Provide adequate parks and recreation, particularly in unique areas like ravines and the riverfront.
- Consider aesthetics in decision-making.
- Retain the diversity of retailing and other services downtown.

### ***Annexation Criteria (1989)***

- The ability of a city to support diverse community resources which enhance the quality of life of the area (parks, library, museums, cultural activities) should be strengthened by maintaining a strong city tax base.
- Emphasize preserving and protecting the environment.

### ***Fox River Corridor (1992)***

- Protect natural areas.
- Encourage private & public development in the river corridor which promotes historic buildings, museums, the locks, and excursion boats, while avoiding a "Dells" effect and discouraging gambling.
- Promote the Fox-Wisconsin National Heritage Corridor.
- Repair and continue operation of the historic locks navigation system.

### ***Parks & Recreation (1982)***

- Encourage continue development of mini-parks and green areas in and near the downtown.
- Parks should be evenly spaced throughout the city.

## **STATE INITIATIVE 14**

### **Provide an integrated, efficient, and economical transportation system.**

League continues to support initiatives that integrate transportation systems to maximize efficiency and economy and minimize environmental and social degradation and urban sprawl.

### ***Local Transportation (1998)***

Many portions of this study support providing transportation alternatives and should be considered in its entirety as it relates to this initiative.

### ***Land Use Planning (1976)***

- Promote accessibility.
- Promote conservation of energy.
- Relate estimated impact of specific development to the community at large.
- Provide alternatives to automobile transportation.

### ***Annexation Criteria (1989)***

- Area-wide planning, particularly for sewers, drainage, and transportation.
- Cooperative city planning among governmental entities, including municipalities and special districts, such as schools, and sanitary districts.
- Areawide and comprehensive city planning are supported to prevent costly duplication and proliferation of urban services.

***Standard Metropolitan Statistical Area (SMSA): (1974)***

Regional cooperation offers a potential for orderly development and improved quality of life through public communication and mass transit.

***Energy Conservation (1981)***

Local governments' role in energy conservation should include:

- Consider implications of its actions on energy usage.
- Support transit system.
- Support bicycle use through safe and convenient routes and conditions.

***Fox River Corridor (1992)***

- Encourage hiking and biking trails near the river.

Tax Base Sharing -  
Shared Revenue System → chg to a regional shared basis ✓

APPLETON LWV REGIONALIZATION STUDY

2/5/04

CONSENSUS QUESTIONS:

1. Once it has been determined that a multijurisdictional arrangement would best serve the public good how do we facilitate that cooperation?
2. How do we identify the barriers to regional cooperative ventures?
3. How do you ensure continuation of a cooperative arrangement?
4. Should we work towards state laws that foster cooperation between intergovernmental units?

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