

LEAGUE OF WOMEN VOTERS of APPLETON  
LOCAL SUPPORT POSITIONS

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**LOCAL GOVERNMENT**

I. CITY GOVERNMENTAL STRUCTURE

- A. Short Ballot: selection of city clerk, by appointment; based on a competitive examination. (1965)
- B. Organization of the Common Council:
  - 1. Smaller Council (but no fewer than 10 members). (1980)
  - 2. Election of Council members by wards.
  - 3. Nominal salaries.
  - 4. Part-time council members. (1967)
  - 5. Strengthen the office of the Mayor as chief administrator. (1980)
  - 6. Strengthen the policy-making functions of the Council by reducing committees and administrative detail. (1967)
  - 7. Vacancies on boards and commissions should be filled within a specified period of time and should be publicly advertised. (1980)
  - 8. Adequate supporting personnel and equipment for the Mayor and Council. (1967)
- C. Financing Practices:
  - 1. Judicious use of bonding to protect the borrowing power of the city.
  - 2. Continuation of bonding authority vested in the elected body with recourse to citizen petition for referenda.
  - 3. Executive budget – procedures spelled out by ordinance to include:
    - a) Executive budget message.
    - b) Consultation with department heads.
    - c) Concept of program budgeting.
    - d) Timing calendar.
    - e) A complete and accurate budget summary.
    - f) Local governmental unit should include all revenues received from the federal government in the budget, so the impact of federal funds is apparent.
    - g) Availability of the budget to the public. (1969)
- D. The city should adopt the following form of government, listed in order of preference:
  - 1. Administrator – Mayor – Council
  - 2. Mayor – Council
  - 3. City Manager – Council (1961)
- E. The Mayor’s term should be an odd number so that the wards up for election with the Mayor on the ballot will not always be the same. (1991)

II. TOWN GOVERNMENT (1991)

- A. Representative government is more desirable than majority rule in an urban community.
- B. Town government can manage suburban growth better by taking the following steps allowed under current law: (Correct wording 2001)
  - 1. Employ paid full-time professional administrators.
  - 2. Adopt a comprehensive plan.
  - 3. Adopt and exercise village powers.
  - 4. Form town boards consisting of 5 members.
  - 5. Create special service districts within the town, with residents within these districts taxed for the service.
  - 6. Enter into intergovernmental agreements with adjacent municipalities for more efficient and less costly delivery of services and avoid costly border disputes.

III. OUTAGAMIE COUNTY FINANCIAL PLANNING (1974)

- A. Budget procedures which include:
  - 1. Executive budget.
    - a) Consultation with department heads.
    - b) Executive budget message.
    - c) Review of Executive budget by Finance Committee members.
      - (1) Flexible schedule to all for maximum attendance by committee members and other supervisors.
      - (2) Meeting agenda posted in advance.

- (3) Availability of department heads and the County Executive for consultation during review sessions.
    2. Adequate time for consideration by the County Board of Supervisors and the public.
    3. Budget listed by total revenues and expenditures with all categories comparable.
  - B. Long range planning of expenditures.
- IV. OUTAGAMIE COUNTY GOVERNMENT: ORGANIZATION AND FUNCTION (1975)
  - A. County Board.
    1. Emphasis on legislating policy, decreasing attention to administrative detail.
    2. Allowing time for County Board, Executive and public to study resolutions prior to action.
    3. Limiting time for study of referred material by committee.
    4. Encourage small County Board size to improve legislative efficiency. (2004)
  - B. County Board committees.
    1. Structuring county committees with well-defined responsibilities; grouping related services under single committee jurisdiction, with title denoting responsibilities.
    2. Holding regularly scheduled posted meetings, with published agenda, and subsequent published minutes.
    3. Minimizing administrative function.
    4. Encourage a limited number of standing committees with no fewer than five members per committee (2004).
  - C. County Executive.
    1. We 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. County Services.
    1. Organize County departments by grouping related services and establishing a Department of Public Works.
    2. Encourage equitable assessment for services provided by the County. (1988)
    3. Encourage municipalities to consider using existing County services or consider arrangements with adjacent municipalities or counties in lieu of creating new municipal service units. (1988)
    4. If there are services that could be better consolidated at the county level, League should encourage municipalities to use these consolidated services. (1988)
  - E. Improved communications between citizens and their county government.
    1. Making all meetings and information available and open to the public unless excluded by statute.
    2. Providing limited time for citizen input at county board and committee meetings.
    3. Educating the public about county government.
- V. LOCAL POLICE PROTECTION (1973)
  - A. Support written enforcement policies proposed by the police department and approved by the local elected officials, such as the Public Safety Committee of the Common Council.
  - B. A flexible recruitment policy, reflecting the composition of the community.
  - C. Required specialized in-service training for police officers.
  - D. Promotion policies to be based on merit, ability, and qualifications, with effort being made to fill positions from within the police department.
- VI. REGIONAL LAW ENFORCEMENT (1994)
  - A. Criteria to judge good consolidation or cooperative law enforcement efforts should be:
    1. Fair cost sharing; tax equity.
    2. Good response time and consistent investigative follow-through.
    3. “Neighborhood” policing (because it increases officers’ morale and knowledge of their part of the community and better aids in crime prevention).
    4. Consistency across jurisdictional boundaries.
    5. Accountability.
    6. Cost effectiveness.
    7. Keeping crime under control.
    8. Level of service should be equal to the best unit – bringing other service levels up without bringing anyone’s service down.

- B. These law enforcement services, shared under any system:
  - 1. Anything that benefits an entire region but is not used regularly by every department (i.e. equipment, specialized personnel).
  - 2. E911, SWAT, Investigations, Recordkeeping, Emergency Response Teams.
  - 3. Communication and control (a communication system that can be used consistently throughout the region, that is functionally accessible and user-friendly).
  - 4. MEG: Drug Investigation and Enforcement.
  - 5. Mutual Aid Pacts.
  - 6. Community Outreach and Prevention.
- C. The ideal law enforcement system for the Fox Cities should include:
  - 1. Regional consolidation of law enforcement jurisdictions which share similar communities of interest, with strong emphasis on consolidation of major services.
  - 2. Rural areas policed by sheriff's departments.
  - 3. Boundaries that are not rigid. As rural units become more urban, they should be encouraged to join urban police forces.
  - 4. Any further consolidation measures should be influenced by our experience with regional and major service consolidation. If regional and major service consolidation is successful, a full Fox Cities metropolitan law enforcement system should be considered.
- D. In order to move toward this preferred system, communities should:
  - 1. Encourage current consolidation efforts between/among local police forces.
  - 2. Monitor the efforts of public officials in this area.
  - 3. Keep these issues in the public eye. Educate the community on the long-term benefits: avoids duplication, increases cost effectiveness, eliminates gaps in service. Emphasize how lifestyles in the Fox Cities constantly cross boundaries to home, work, recreation, shopping.
  - 4. Make it an election issue.

## VII. PARKS AND RECREATION (1982)

- A. Park and Recreation Hierarchy.
  - 1. The Park and Recreation Department should be responsible to a Park and Recreation Commission.
  - 2. The Commission should be responsible to the Common Council.
- B. Structure of the Park and Recreation Commission.
  - 1. Reduce the size of the commission to five (5) members – one (1) alderman, one (1) school board member, and three (3) citizen members.
  - 2. The Commission should report to the Common Council and function like a council committee.
  - 3. The Commission should show leadership by concentrating on formation of policy and long-range planning.
- C. Structure of the Park and Recreation Department.
  - 1. One Park and Recreation Department under one director.
  - 2. A recreation specialist with overall responsibility for the supervision of recreation programs to report to the director.
  - 3. A park specialist with the overall responsibility for the supervision of parks to report to the director.
  - 4. Evaluate the line of authority and job responsibility to eliminate duplication of duties.
- D. Financial Responsibility.
  - 1. Program expense and revenue should be separate from the administrative portion of the budget.
  - 2. A detailed budget to reflect actual costs of individual programs.
  - 3. Develop guidelines to report data in annual reports that will insure accuracy and consistency.
  - 4. Prepare quarterly financial statements and bill lists to be approved by the Commission.
  - 5. Commissioned by the Park and Recreation Commission, an independent audit should be done annually.
- E. User Fees.
  - 1. Strive to have user fees cover 50% of the operating costs of Recreation programs; the remainder should be covered by taxes.
  - 2. Adult programs should cover 100% of the operating costs.

3. Fees for children should be low enough to insure maximum participation.
4. Non-taxpaying, non-resident participants should pay a substantially higher user fee.

F. Programs and Parks.

1. Programs.

- a) Increase publicity.
- b) Increase the number of non-competitive programs so persons of all ages and abilities can participate.
- c) Increase co-ed participation in competitive and non-competitive programs.
- d) Publicize programs in advance to determine interest.
- e) Each year new programs should be introduced on a trial basis.
- f) Evaluate the summer playground program.
- g) Develop quality orientation and training for playground leaders.
- h) Increase supervision of playground leaders.
- i) The supervisor of the playground should have a recreation background.

2. Parks.

- a) An effort should be made to develop natural areas, as well as manicured areas, in our parks. The goal should be to have variety.
- b) Duplication of facilities should be avoided near school areas.
- c) Encourage continued development of mini-parks and green areas in and near the downtown.
- d) Parks should be evenly spaced throughout the city.

F. Job Descriptions.

1. Job descriptions to facilitate efficient management of the department.
2. Educational requirements, specific duties, and experience should be included in the job descriptions.
3. The Personnel Department should screen applicants based on standards developed by the Park and Recreation Commission; the Park and Recreation Department should do the actual hiring.

(Note: This new support position was written by the 2012-2014 APL Study Committee based on membership consensus reached on February 27, 2014 and approved by the Appleton LWV Board of Directors on March 5, 2014. It replaces the position based on 1975 and 1992 studies.

VIII. APPLETON PUBLIC LIBRARY (2014)

- A. The League of Women Voters of Appleton supports the Appleton Public Library as a basic community service that provides the following essential components:
  1. Be a center of life-long learning providing access to the world of information
  2. Offer digital resources to people of all incomes
  3. Be a safe and welcoming place in a central location that provides access to all members of the community and is accessible by public transportation
  4. Serve as a collective purchasing agent for information resources
  5. Provide access to the important history of the community
- B. The Appleton Public Library should provide programs and services, using its own resources and through collaboration with others, that meet the needs of the community in the following areas (some examples are listed in each area):
  1. Technology
    - a. Remain up to date with cutting-edge technology
    - b. Have proficient staff capable of using high level technology and assisting and advising the public in its use
  2. Arts
    - a. Provide space for exhibits of works by local artists and for drama and musical performances
    - b. Collaborate with others to provide activities and classes in the arts
  3. Literacy
    - a. Help the public search and evaluate information
    - b. Build early literacy for babies, toddlers and preschoolers
    - c. Collaborate with others to provide instruction in English and other languages
    - d. Offer programs and services in multiple languages

- e. Provide opportunities for engaged learning and civil discourse in the humanities, social science and physical science
- 4. Career
  - a. Provide tools for adults to access appropriate technology to apply for jobs, do homework, get information about health care, learn about government benefits and manage finances
  - b. Provide help in accessing job databases and online employment services
  - c. Provide support for small businesses and entrepreneurs
- 5. Leisure and Diversion
  - a. Provide stimulating and engaging resources in a wide array of formats for enrichment and enjoyment
- C. The League believes that the physical space of the Appleton Public Library should provide:
  - 1. Flexibility to adapt to future needs and changes
  - 2. Space for
    - a. all phases of life – preschool, elementary, teens, adults and retired adults
    - b. special user groups
    - c. large and small groups to gather, some of which is accessible when the library is closed
    - d. the use of new technology
    - e. creativity and innovation
  - 3. Separate spaces for both quiet and noisy activities
  - 4. An abundance of natural lighting
  - 5. Sustainable design concepts in any remodeling and/or new construction
- D. The Appleton Public Library should be financed through a combination of sources:
  - 1. Operational funding for the library should be primarily public money, with private donations serving as the "extra edge" for special programs, activities, etc.
  - 2. Capital expenses for remodeling, expansion or new construction of the library should be primarily public money, with private donations providing augmentation to public funds
- E. The League believes that these criteria for the Appleton Public Library’s mission, programs and services and physical space will:
  - 1. Provide economic stimulus to the community
  - 2. Reflect our dreams and aspirations and be a symbol of community aspirations
  - 3. Help to create a nation of informed and active citizens and serve as a cradle of democracy
- IX. LAND USE PLANNING IN APPLETON Updated 2016
  - A. Planning process
    - 1. Citizen involvement throughout the planning process including:
      - a. Adequate and timely notification to the public in order to ensure participation.
      - b. Utilization of designated neighborhood leaders to increase representation from various areas of the community.
      - c. Balanced representation on planning committees of city employees, government officials, business owners, city residents, nonprofits and other stakeholders.
    - 2. Comprehensive planning based on community goals and objectives as outlined in the city's *Comprehensive Plan*. Comprehensive planning at all levels of government regardless of state support.
    - 3. A strong, coordinating role for the City Planning Commission.
    - 4. A strong, centralized City Planning Department.
    - 5. Sound planning practices which take into consideration the needs of the community must be given due consideration in economic development.
    - 6. Communication and cooperation in planning functions between the city, counties, surrounding towns, municipalities and the region.
    - 7. Ensure that the infrastructure required to support any proposed development is adequate to meet the goals of the people for whom it is designed and the wider community. Communicate any estimated impact of specific developments to the neighborhoods affected and the community at large.
    - 8. City staff should use their expertise to provide context to the planning process, lead ongoing communication, and ensure the understanding of goals between/among all consultants engaged in the *Comprehensive Plan*.
    - 9. Final accountability for the planning process to rest with elected officials.\

## B. Priorities for the City’s Future Design

1. A balance of economic development and quality of life.
2. A viable and diversified economic base.
3. The central business district as a viable center (Refer to Downtown section in the Appleton LWV Archives for more details).
4. Availability of choices including mixed-use buildings, repurposing of existing buildings and other current and/or future urban planning practices.
5. Encourage a wide range of housing options.
6. Accessibility for people of varying abilities and needs.
7. Consideration of unique features and aesthetics when planning for development.
8. Anticipate the impacts of proposed programs and projects to prevent irretrievable damage to natural, human-made resources or damage to the community itself.
9. Conservation of energy.
10. Support of economic, recreation, social, and environmental goals. Strive for long-range government economic policies which lead to the fulfillment of the goals of the community.
11. Ample parks, recreation sites and trails, particularly in unique areas like ravines and the riverfront.
12. A balance of public and private uses for the riverfront area. (Refer to the Fox River Corridor position in the Appleton LWV Archives for more details).
13. Support ample greenspace throughout the city.
14. Support of transportation measures: (Refer to the Local Transportation study in the Appleton LWV Archives for details)
  - a. Transit system.
  - b. Energy efficient vehicles for government use.
  - c. Safe and convenient routes and conditions for bicyclists, walkers and people of varying abilities and needs.

## C. Downtown Development

Downtown development should strive to create a vibrant and dynamic city center by:

1. Encouraging the gathering of people.
2. Fully embracing and leveraging the diverse arts, cultural and educational assets of the community.
3. Supporting an environment which encourages employers to locate downtown.
4. Supporting businesses that serve downtown neighborhoods.
5. Providing more housing options downtown.
6. Increasing connectivity between downtown, the river and the region.
7. Going beyond the concept of downtown Appleton as linear College Avenue and expanding it to the side streets and areas north and south of College Avenue.
8. Promoting quality development along the Fox River by embracing the region’s natural heritage.
9. Supporting public, private and non-profit partnerships which make downtown more attractive for residents and visitors.
10. Promoting a welcoming downtown that is safe for pedestrians and bicyclists.
- 11 Embracing diversity while fostering inclusiveness and accessibility for all.

## X.. CRITERIA TO BE APPLIED IN ANNEXATION DECISIONS (1989)

### A. Overall good of the area

Improving the long range good of the area was emphasized over shorter-range issues of current costs and benefits. Growth was viewed not as a good in itself, but as an inevitable pressure on the area, with annexation a method for managing growth.

1. Actions should be taken to prevent future problems, including:
  - a) Area-wide planning, particularly for sewers, drainage, and transportation.
  - b) Comprehensive City planning and strengthened extra-territorial zoning powers.
  - c) Cooperative planning among governmental entities, including municipalities and special districts such as schools and sanitary districts. (Correct wording 2001)
2. The ability of a city to support diverse community resources that enhance the quality of life of the area should be strengthened by maintaining a strong city tax base (parks, library, museums, cultural activities).
3. Education of the public on long-range issues is vital.

**B. Environmental quality**

Preserving and protecting the environment was emphasized. The man-made boundaries of municipal or county lines were seen as barriers to addressing environmental or public health problems.

1. Comprehensive land use planning is needed to protect health and safety.
2. Adequate services should be provided to maintain and/or improve the quality of air and water.
3. Sanitation and zoning laws should be strengthened to discourage dispersed development.

(Updated 2003)

**C. Fairness**

Fairness in paying for services is crucial. Those who benefit from services should be expected to share the cost, perhaps through user fees or applying the cost to a wider tax base. The services were seen as a package, and it is unfair to select parts of the package without supporting the whole.

1. Costs of services should be equitably shared by users to include:
  - d) User fees, a fair way of distributing costs.
  - e) Fully allocate costs, including capitol and administrative expenses, as well as operating expenses.
  - f) Exploration of tax-exempts paying for services, or distribute costs over a wider tax base. (Correction 2001)
  - g) Strengthening county government services, as a means of sharing costs fairly.
  - h) Requiring minimum service levels in urbanized areas (adequate drainage, sewer, and street standards).
2. Services should generally not be provided without annexation.

**D. Efficiency of urban services**

Area-wide and comprehensive city planning were supported to prevent costly duplication and proliferation of urban services. Strengthened extra-territorial zoning powers might prevent future expense.

1. Urban services should be provided economically and efficiently, with planning for possible future annexations.
2. Duplication of urban services should be avoided.
3. Service levels of existing residents are not to be weakened because of annexation.
4. Annexation is desirable when development will result in intensive uses or densities requiring urban services.

**E. Action at the state level**

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

1. Appleton League members recognize the difficulties caused by the city being in three counties, and would support exploring county boundary revisions.
2. Members would like to see changes in state legislation relating to annexation, but would not favor legislation that weakens open meeting requirements or citizen rights, or which strengthens town powers.
3. Fairness should be addressed through state legislation.
  - a) Requiring minimum levels of urban services.
  - b) Exploring the possibility of tax exempt institutions paying for services, or being supported on a wider tax base.
  - c) Reviewing the effects of the state's revenue sharing policies.

**XI. 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 – Oshkosh SMSA that goes beyond the statistical value of the designation and offers a potential for orderly development and improved quality of life.

**A. The following areas could be dealt with cooperatively:**

1. Environmental concerns – i.e. land use planning, solid waste management, and air and water pollution.
2. Area-wide recreation.
3. Public communication and mass transit.

**B. Existing governmental structures concerned with SMSA problems must meet the following minimum criteria:**

1. Representation based on population.
2. Direct accountability to the people.
3. Equitable funding.

## 4. Political feasibility.

## XII. 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 governmental aids.

## XIII. REGIONALIZATION (2004)

The Appleton League of Women Voters supports regional intergovernmental services when it improves services and/or contains costs.

XIV. SMART GROWTH (2003) See Addendum on Smart Growth for how our local and state LWV positions relate to community growth.

### NATURAL RESOURCES

## I. ENERGY CONSERVATION (1981)

- A. Local government's role in energy conservation:
  - 1. Review and revise local codes, policies, and ordinances to encourage energy conservation.
  - 2. Meet energy standards in its own buildings.
  - 3. Consider energy implications of its actions.
  - 4. Support transportation measures:
    - a) Transit system.
    - b) Energy-efficient vehicles for government use.
    - c) Bicycle use through safe and convenient routes and conditions.
  - 5. Support solid waste disposal.
    - a) Recycle whenever possible.
    - b) Promote recycling in a positive way.
    - c) Public education on energy.
    - d) Provide technical assistance.
    - e) Provide energy information.
  - 6. Make information on energy available at the time of sale of buildings.
- B. Solar Access:
  - 1. Legislation supported at state and local level.
  - 2. Existing areas need flexible standards.
    - a) No building or vegetation should be required to be removed in order for solar equipment to be made usable.
    - b) General support to protect solar equipment from subsequent building or vegetation.
  - 3. New development should have strict solar access standards.
    - a) Street and building siting. (Correction 2001)
    - b) Selection and planting of street trees.
    - c) Solar access guaranteed for the building itself.

## II. SOLID WASTE DISPOSAL (1969)

- A. Regional cooperation should be considered to solve solid waste disposal problems.
- B. Support minimum standards as proposed by the Wisconsin Department of Natural Resources for solid waste disposal sites.

## III. CRITERIA TO BE APPLIED IN RECYCLING POSITIONS (1990)

- A. Environmental Quality: Reduce, Re-use, Recycle
  - 1. Support reduction in the amount of waste entering the waste stream.
  - 2. Support additional reduction actions such as:
    - a) Reduction of throw-away purchases and uses
    - b) Substitution of less environmentally damaging goods.
    - c) State or national bans on materials such as certain plastics or consumer items (more desirable than local bans.)
  - 3. Reuse of materials should be encouraged.
    - a) Hot lunch and meal site programs should consider reusable materials.

- b) Reusable cloth diapers should be encouraged
  - 4. Yard wastes should continue to be diverted from landfills.
  - 5. Items that should be diverted from landfills include: white goods, waste oil, tires, and batteries.
  - 6. Financing of programs:
    - a) Fees when purchasing or discarding these items could be used to pay for their handling.
    - b) Collection mechanisms should be provided to prevent dumping.
    - c) Alternatives for safe disposal should be provided if material is banned from landfill disposal or incineration.
  - 7. Support Clean Sweep programs to provide safe disposal of toxic materials that should not enter the general waste stream.
- B. Flexibility
  - 1. The volatile recycling markets make rigid policies inadequate.
  - 2. Government should not undercut private recycling businesses since they may be more responsive to fluctuations in prices and demand for materials.
  - 3. Recycling should be encouraged along a continuum of action by voluntary or mandatory means, at central sites or curbside, with recyclables collected separately or commingled.
  - 4. The preferred solution for greatest volume and accessibility would be mandatory curbside collection.
- C. Economics
  - 1. Charges should reflect real costs:
    - a) Tipping fees should include current costs of landfill operations, as well as preparing for long-range costs of closing, maintenance, and new construction.
    - b) Items requiring special handling should have a fee assessed, which goes toward that cost.
  - 2. Incentives
    - a) Tax, transportation, and other incentives should encourage recycling.
    - b) Modest monetary and publicity incentives could be used to encourage recycling.
    - c) Fees per bag of solid waste for disposal might be appropriate.
  - 3. Regional cooperation could minimize costs.
    - a) If an incinerator is needed, it should be regional, environmentally safe, and carefully sized. Recyclables should be diverted first.
    - b) Equipment for special processing of waste could be shared.
- D. Education
  - 1. Promotion of recycling and waste reduction should be encouraged.
  - 2. Information of local government waste management policies should be broadly communicated in the media, as well as targeted to more specialized groups (i.e. recycling brochures in newcomers' packets).
  - 3. Regular Clean Sweep programs should be publicized.
- E. Action on Recycling at the State and National Level:
  - 1. The Appleton League supports the strong state and national positions on solid waste management.
  - 2. Additionally, Appleton League members support transportation, taxation, and value-added policies that encourage the donation and use, rather than the destruction of goods.

#### IV. BILLBOARD CONTROL (Concurrence based on LWV-Oshkosh study, 1995)

To protect the area's scenic environment, the League of Women Voters of Appleton supports measures that:

- A. Ban construction of any new billboards (off-premise signs).
- B. Phase out existing billboards over a reasonable period of time.
- C. Replace billboards with standardized logo and tourist-oriented directional signs (TODS).

#### V. FOX RIVER CORRIDOR (1992)

- A. Environmental Goals.
  - 1. Water Quality.
    - a) Continue improvement of water quality.

- b) Ensure that the U.S. Army Corps of Engineers remains in charge of water level regulation through maintenance and operation of dam system.(Revised 2002)
    2. Natural Areas Protection.
      - a) Protect unique places like Thousand Islands Conservancy Area.(Revised 2002)
      - b) Promote wetland and shoreland restoration.
      - c) Encourage native vegetation and wildlife; discourage harmful non-native vegetation and wildlife.
    3. Riverbank Protection.
      - a) Adopt a shoreland zoning ordinance.
      - b) Prevent erosion.
      - c) Regulate harmful boating activities.
      - d) Protect scenic qualities.
      - e) Use natural landscaping principles to guide selection of trees to be cut.
      - f) (Revised 2002)
    4. Public Access.
      - a) Expand hiking and biking trails near the river.(Revised 2002)
      - b) Provide public boat access, while protecting important natural areas.
      - c) Promote city parks along the river.
      - d) Promote alternatives to automobile traffic along the riverfront area.(2002)
  - B. Economic Goals.
    1. The Lower Fox River remains a working river, and requires water level management by the U.S. Army Corps of Engineers to assist in multiple uses.
    2. Restore the navigation system; without the repair and ongoing maintenance of the historic locks, a through navigation system could not be recreated if it were lost.
    3. Provide soil testing analyses to enable appropriate economic development.(2002)
    4. Encourage private and public development in the river corridor.
      - a) Promote historic buildings, museums, the locks, and excursion boats.
      - b) Avoid a “Dells” effect.
      - c) Discourage gambling.
    5. Coordinate emergency rescue preparedness.
    6. Plan safe and cost effect public access.(2002)
  - C. Historic Goals.
    1. Promote the Fox River Corridor.(Revised 2002)
    2. Repair and continue operation of the historic locks navigation system.
    3. Support historic preservation along the Fox River Corridor.(Revised 2002)
    4. Preserve the visual fabric of the river through adaptive reuse of historic structures.
  - D. Implementation Goals (2002)
    1. Establish a Waterfront Advisory Committee in order to ensure continuous citizen input.
    2. Encourage establishment of a master plan with specified goals to be implemented by the City Planning Department with input from the City Plan Commission and the Waterfront Advisory Committee.
    3. Create a comprehensive zoning district that allows for a variety of uses as well as continuity among building design and site layout.
    4. Encourage a cooperative regional effort.
    5. Require public access to the water as part of new developments.
    6. Encourage coordination among public/private funding sources.
- VI. PCB STUDY (Four-LWV regional study, 2001)
- A. Support the effort to decrease the concentration of PCB’s in the Fox River using site appropriate methods and site specific, on-going monitoring of the river’s quality with periodic review of the implemented clean-up option for effectiveness.
  - B. Clean up should be conducted by the state and the paper companies in a collaborative venture based on a mutually accepted long-term plan.
    1. We believe that the most economical way to dispose of sediments containing PCB’s is in segregated appropriately engineered landfills close to the Fox River.
    2. We believe that local governments along the Fox River should allow the development of such

- landfills for the sole purpose of disposal of PCB contaminated soil.
- 3. We support the state's on-going assumption of liability for government owned landfills designated for this purpose.
- C. Clean-up costs should be borne by the responsible parties and all available state and federal grant dollars.
  - 1. Pending statewide LWV study and concurrence, we support a state water quality tax, similar to the forestry tax, to improve the state's water resources and to provide a predictable, dependable, and equitable funding source.
  - 2. We support that restitution funds for damages to the Fox River's environment be used for the primary purpose of wetland restoration, shoreline improvements, and public riverfront acquisition.

### SOCIAL POLICY

- I. JUVENILE LAW ENFORCEMENT AND CORRECTION SYSTEM (1973)  
Expanding and strengthening city and county law enforcement agencies and facilities.
  - A. Upgrading the Appleton Police Department juvenile section.
  - B. The availability of juvenile specialists around the clock.
- II. JUVENILES AT RISK (1996 and 1997)
  - A. Support stronger coordination of services for juveniles at risk.
    - 1. Interagency coordination and work toward mutual goals across all Fox Cities area communities.
      - a) Database of services at a clearinghouse.
      - b) Registration of new programs through this organization.
      - c) Youth involvement and empowerment.
      - d) Networking facilitator.
      - e) Newsletter to disseminate information and share success stories.
      - f) Community-wide school calendar coordination through the database site.
    - 2. Encourage leaders to break down barriers to serving youth.
  - B. Support programs offered by schools, city and county governments, law enforcement, and the library that are low cost and involve youth in decision-making. Ideas would include the following:
    - 1. Youth center modeled on YouthGo.
    - 2. Tutors at the libraries.
      - a) Peers, college students, adults.
      - b) Literacy program run by the library.
    - 3. Community service planned and implemented by youth.
    - 4. Annual summit to publicize services and programs.
    - 5. School libraries kept open at night and weekends.
    - 6. Support good Parks and Recreation Department programs for children including non-competitive activities for youth and parent/child activities. (1977)
  - C. Support youth work programs that:
    - 1. Involve a mentoring relationship.
    - 2. Provide money for employment of low-income students.
  - D. Support government provision of alcohol and drug programs for youth:
    - 1. Local programs: less costly, more efficient, provide education, involve parents, provide a significant adult in each child's life.
    - 2. Government funding.
  - E. Support programs for less severe crimes that are designed to divert youthful offenders from the formal system such as:
    - 1. Volunteer coordinator for schools to link community resources and direct resources to individual students.
    - 2. Programs that emphasize efforts to provide funding of preventive services.
    - 3. Diversionary programs: in-school suspension; alternative school as early as the 5<sup>th</sup> grade.
    - 4. Programs that provide faster consequences.
    - 5. Programs that get adults involved in one-on-one relationships with youth.
    - 6. Healthy, non-traditional extra-curricular school activities that encourage teens to be busy and join (e.g. dancing, cooking, in-line skating).

7. Programs that keep youth at home or home-alike environments rather than in institutions whenever feasible using “check-in” times and places to monitor activities.
- F. Support age-appropriate sex education in the schools for grades K-12. (1997)
  1. At appropriate levels, abstinence based and prevention based education should be taught.
  2. Integrate units on child development, including early brain development in biology and social studies classes. Drug and alcohol prevention programs in the school should emphasize damage to the fetal brain.
- G. Encourage use of school facilities before and after school by local agencies (i.e. YMCA, AAL) for childcare and other pre and post school activities. (1997)
- H. Advocate a child’s right to a stable family situation. (1997)
  1. Foster care programs should not be a permanent solution.
  2. Terminate parental rights in appropriate situations.
  3. Encourage teenage parents to consider adoption.
  4. Consider community resources for mentoring programs.
  5. Promote home visits for new parents as a preventative for child abuse.
  6. Support UW Extension parenting newsletter.
- I. Encourage good affordable daycare through a variety of venues, including on-site work facilities. (1997)
  1. Provide continuing education for daycare providers. Teach safety rules and age appropriate behavior.
  2. Provide a clearinghouse for childcare information and educational materials, including an equipment loan program, to encourage better facilities and better-informed childcare providers.

### III. HUMAN TRAFFICKING (2015)

Whereas the LWV-US opposes all forms of domestic and international human trafficking of adults and children, including sex trafficking and labor trafficking; and

Whereas the LWV-US believes that legislation and changes in public policy should be taken to prevent human trafficking; and

Whereas the LWV-US urges that prosecution and penalization of traffickers and abusers should be established and existing laws should be strictly enforced; and

Whereas the LWV-US recommends extensive essential services be applied where needed and education and awareness programs be established in our communities and in our schools; and

Whereas police records indicate a significant presence of sex trafficking in Outagamie County:

The LWV-Appleton supports community-wide collective impact efforts to eliminate human trafficking of adults and children, especially sex trafficking. Further, LWV-Appleton endorses and supports the collaborative work of county health & human service departments, law enforcement agencies and multiple nonprofit agencies such as Sexual Assault Crisis Center and REACH Counseling in the following four areas:

- Prevention: through raising awareness and educating the community and elected officials, including citizens, elected officials at all levels, law enforcement personnel, prosecutors, judges, medical and mental health professionals, school personnel, adoption agencies and others. Also by reducing community factors that lead to vulnerability of our youth, including poverty, serious family conflict, child abuse and neglect, out-of-home placement, running away from home, etc.
- Protection: through providing safe housing for adult and juvenile victims and their families to protect them from harm from her/his traffickers and provide guardianship/protective custody for trafficked minors.
- Treatment: through providing all needed services for victims from arrest to normalcy, requiring strong collaboration across all relevant agencies: safe housing/safety and security,

self-care training, medical services, legal services, trauma counseling and therapy, job training, financial training, addiction services, education, etc.

- Prosecution: through updated laws and public policies, applying appropriately severe penalties including rehabilitation services to perpetrators (pimps, johns and other exploiters of the victims), and seeking to protect rather than prosecute victims.

#### IV. ALTERNATIVES TO INCARCERATION (2002)

The LWVWI position on Alternatives to Incarceration reads:

"There is a strong need for further development and primary reliance on alternatives to incarceration except for the most dangerous offenders. Citizen education and participation should play an important role in the reintegration of the offender into the community. Use of community based treatment centers and halfway houses should include professional staff, each with a reasonable number of cases, use of trained volunteer aides, paraprofessionals, and wider use of community resources through purchases of services by the Department of Corrections. Unnecessary and unenforceable restrictions on behavior should be eliminated. Pre-trial intervention should be used to provide rehabilitation alternatives to a criminal record for adults who commit minor offenses, particularly first-time offenders, and those whose lack of income would ordinarily doom them to jail before trial."

The Appleton League supports the State position but is specifically advocating the following criteria for our local community. When evaluating alternatives to incarceration the criteria should:

1. Be fiscally responsible and advocate programs over the building of a new jail facility.
2. Meet public safety issues.
3. Satisfy justice for both the perpetrator and the victim.
4. Focus on models that reduce recidivism.
5. Enhance the return to the community at release (i.e. job placement, housing, anger management).
6. Support new innovative models and /or existing models which would include the above criteria.
7. Support prevention and early intervention programs in the community which have shown a direct correlation to the justice system numbers.

#### V. HOUSING (1995)

- A. Advocate feasible programs for low income and special needs housing, to relieve the housing shortage.
- B. Support feasible transitional housing and related programs which encourage economic independence.
- C. Support regional coordination/collaboration of agencies addressing issues related to affordable, adequate housing.
- D. Encourage local and regional governments to actively pursue the development of adequate and affordable housing through regulation and comprehensive planning.
- E. Educate the community regarding the need for adequate, affordable housing.
- F. 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.

#### VI. COUNTY DEPARTMENT OF HEALTH AND HUMAN SERVICES (1984)

- A. Support:
  3. Adult day care, adult foster care and the concept of the Community Options Program.
  4. Respite care.
  5. A system of maintaining and updating information and referral in a professional manner. (Information and Referral mandate.)
  6. Early intervention and restitution programs.
  7. Efforts to comply with the Family Planning mandate.
  8. A domestic abuse center.
  9. Publicity given to daycare options with attention to training and standards.
  10. A teen AODA (Alcohol and Other Drug Abuse) aftercare house.
- B. Effectively publicize opportunities for the public participation in the planning process in the Department of Social Services.
- C. Consider cost effectiveness, transportation, and language needs clients when any services are planned.

## VII. PUBLIC HEALTH SERVICES (1986)

- J. Support Public Health Services which include:
  1. Collection and analysis of vital statistics.
  2. Communicable disease control.
  3. Environmental sanitation.
  4. Maternal, infant, and child hygiene.
  5. Public health education.
  6. Laboratory services.
  7. Chronic disease control.
  8. Short-term home health care visits.
- K. Support public health services provided to city residents by the City Health Department and to Outagamie, Winnebago, and Calumet residents living outside Appleton by the County Health Department except for those services that counties provide to all residents.
- L. Strengthen existing departments through local, state, and federal budgets.
- M. In the event the city should choose to eliminate its public health department, the transition to the provision of public health services by the counties should be done in an orderly fashion so continuity and the existing level of service is maintained. Such a transition should contain:
  1. A one-year notice by the city that it intends to eliminate the public health services.
  2. An agreement with the counties that specifies the level of service it will provide.
  3. Contract arrangement with Outagamie County by Calumet and Winnebago Counties to provide services to Appleton residents.

## VIII. MENTAL HEALTH CARE (2008)

LWV Appleton supports:

- A. A mental health care system which is community based and includes financial and geographic accessibility for residents of all ages.
  1. This system should include same day service availability and immediate care options for all.
  2. This system should be adequately staffed in both the in-patient and out-patient care arenas insuring that no person in need of services would be turned away or made to wait.
  3. Appropriate on-going, affordable treatment options for all persons should be available regardless of one's ability to pay.
- B. A mental health system where care is coordinated between the providers of services to persons who are publicly insured, privately insured and uninsured.
  1. Coordination should exist between primary health providers, mental health providers, pharmaceutical providers and public and private insurers.
  2. Providers should share all treatment options with each individual and assure that each person understands his or her options for care.
- C. A mental health system in which all providers have knowledge of the complete delivery system in the community so that all people get adequate treatment or are referred to other providers to receive appropriate care.
- D. A mental health system in which referrals between private, non-profit and for-profit providers are utilized to ensure the best overall patient care and least duplication within the mental health delivery system.
- E. A mental health crisis care system that is responsive, well staffed and adequately supported.

## IX. LOCAL TRANSPORTATION (1998)

Because the size of the Fox Cities urban area requires that people have transportation (a means of getting from place to place) providing facilities to accommodate some modes of transportation (i.e. private automobiles/trucks, transit/paratransit and bicycles) and regulating facilities of other modes (i.e. taxis and walking) constitute proper functions of government.

- A. Functions of government
  1. With the exception of walking, all these modes of transportation are to some extent subsidized by tax monies.

2. Determining the value of the trip purpose to the person it is not a proper function of government, and insofar as resources will allow, people dependant on public transportation should have the same ability to get around the community as people using private modes
- B. Transportation modes advantages and disadvantages
1. It is recognized that each of the various modes of transportation has its own advantages and disadvantages to the individual and to the community.
    - a. The private automobile, while probably the most convenient mode, not only requires considerable upfront expenses and parking spaces, but is also a major cause of traffic congestion and air pollution. It also requires that the individual be mentally and physically able and licensed to operate a vehicle.
    - b. Public transportation, both fixed route buses and paratransit, is pay-as-you-go for the individual and requires neither parking space nor for the user to have special abilities. Further, while less polluting than the private automobile, transit does create some air pollution. It is, however, less convenient because the individual user must accommodate to the bus schedule or to make his paratransit reservation in advance. It also lacks the privacy of the automobile.
    - c. Taxis, while providing both privacy and door-to-door service generally at the time desired by the user, is relatively expensive in this area.
    - d. Bicycles, not consuming fossil fuels and thus being non-polluting, are a healthy mode transportation for the user and for the community. Their safe operation, however, is weather dependent, and vandalism is a threat to “parked” bicycles.
  2. Integration of the various modes so that an individual’s trip can use more than one is highly desirable. Examples of such integration would include:
    - a. Park-and-ride lots on the perimeter of transit service areas.
    - b. A transit route or routes serving the terminals of other modes – the airport, inter-city bus station, railroad depot (if the area were to get inter-city rail service).
    - c. Bicycle racks on the buses and enclosed bicycle “lockers” at the Transit Center.
- C. Valley Transit
1. Although owned and operated by the City of Appleton, Valley Transit provides an integrated service, the only efficient way to serve the entire urban area.
  2. To make the system’s policy-making and funding arrangements reflect the integration of the service, the following is desirable:
    - a. The policy-making Transit Commission should include representatives of other areas of the transit area.
    - b. The term of the service contracts between the City of Appleton and other participating municipalities and the time required for notice of early termination should be long enough to provide stability for the system and to allow for effective long term planning.
  3. It is recognized that Valley Transit is generally trying to serve people who are transit dependent.
  4. Making the system more attractive to “choice” riders is also recognized. Consequently, provided adequate resources, the transit system should offer Sunday service and half-hour service throughout the day.
- D. Regional Transit Authority (2012)
1. The League of Women Voters supports a Regional Transit Authority.
- X. FOX CITIES PERFORMING ARTS CENTER (2000)
- A. A Performing Arts Center (PAC) in the Fox Cities improves the quality of life in the community and stimulate economic development.
  - B. PAC programmers should consider whatever programming that would make the PAC viable.
  - C. A PAC should be financed by a combination of private and public dollars including such suggestions as T.I.F., hotel/motel taxes, and an entertainment district to tax food, beverage, and rental cars per Wisconsin Act 263.
  - D. An endowment should be created to finance operating shortfalls.
  - E. A non-profit board of directors should manage a PAC.
  - F. A PAC should have 2,000-plus seating capacity theatre with a smaller theatre “tucked in” for the local arts.
- XI. EDUCATION (1983 and 1993 – revised 2006)
- A. Education Equity

1. Definition
    - a) Educational opportunities must be available to everyone regardless of race, gender, ability or socioeconomic status.
    - b) All students must meet recognized standards of performance but not necessarily in the same time period.
    - c) All students should have equal access to co-curricular activities.
  2. Equity is an important goal for public education.
  3. Appleton Area School District should make available the following support district-wide:
    - a) Busing with user fee waivers available for low-income students (using public transportation whenever possible).
    - b) Open-enrollment when feasible.
    - c) All schools should offer comparable educational opportunities.
- B. Curriculum
1. Primary purpose is to create literate productive members of a democratic society.
  2. Should foster a positive learning environment that encourages curiosity and develops initiative and responsibility.
  3. Guidance services made available to every school, especially at the elementary level.
  4. User fees to supplement co-curricular programs. Fees should be nominal and not exclude those unable to pay.
  5. Continued alternative education programs for students.
  6. Skills and knowledge that require mastery to achieve a high school diploma.
    - a) Basic skills – writing, reading, oral, computation and technology.
    - b) Problem solving skills – research, analysis, interpretation.
    - c) Liberal arts – humanities and fine arts, social and natural sciences, foreign languages, financial life skills and physical education.
    - d) Comprehension of the political process.
    - e) Competency testing with appropriate curriculum for those in need of remediation.
  7. Appropriate education services should be provided to every child with a disability or exceptional need.
  8. A Gifted and Talented Program with the following parameters: (1986)
    - a) Students selected for the program through a combination of the following: peers, parents, teachers, self-identification and objective testing.
    - b) The program should start in second grade and continue through high school.
    - c) Its goal should be to allow each child to develop his/her own individual potential to the utmost, leading to creative productive adults.
    - d) All school at the same level (i.e. all elementary schools) should have similar offerings. All schools involved in a gifted program should have their own space and staff.
    - e) The director should have a graduate degree in gifted education and the staff members should have specialized training.
    - f) Extensive in-service training and ongoing training opportunities such as seminars and videotapes must be available to regular classroom teachers.
  9. Family Growth and Development curriculum with the following parameters:
    - a) Materials should be available for parental review.
    - b) The program should be required, but parents should have the option to remove their child from portions of the program.
- C. Staffing
- a. A 30 to 1 maximum student/teacher ratio for class size without an aide. This does not apply to special education aides nor to elementary schools with unitized systems.
  - b. Class size should not be increased for fiscal reasons.
  - c. A class should be offered at the secondary level if a minimum of 15 students indicate interest.
  - d. Supervisory aides at all levels.
  - e. Each full-time media specialist to serve no more than two schools.
  - f. Open and staff the LMC by a media specialist or aide during school hours.
  - g. The concept of a building-centered volunteer program.
- D. Teaching quality

1. Effective hiring procedures include certification, references, and background checks with an interviewing board made up of principals, teachers, and when appropriate, representatives of specialized areas.
  2. Competitive salaries (to other comparable positions in Northeastern Wisconsin) and consideration of supplemental pay for distinguished teaching.
  3. Effective and practical in-service grounded in scientifically based research for professional development organized at both the school and subject area level.
  4. A formal system of evaluation of educators by principals and, when appropriate, representatives of specialized areas. New teachers should be evaluated each year for the first three years.
- E. Administrative quality
1. A formal system of evaluation for both the central administration and school principals with the teachers and parental input.
  2. Periodic evaluation by outside consultants.
- F. Organization
1. Modifying school boundaries as a means of balancing enrollment: Boundary changes should include consideration of traffic and geographic problems, balancing school demographics, the importance of school loyalty, and the need for continuity that would allow a student to start and finish in the same school.
  2. Avoid a piecemeal approach to solving organizational problems.
- G. Sites and Facilities
1. Ongoing maintenance program established and retained with money being set aside in the budget.