

**Joint Meeting of the
Greater Madison MPO (Metropolitan Planning Organization) Policy Board
And
Capital Area Regional Planning Commission (CARPC)**

August 3, 2022

Virtual Meeting via Zoom

7:00 p.m.

This meeting is being held virtually.

1. **Written Comments:** You can send comments on agenda items to mpo@cityofmadison.com.
2. **Register for Public Comment:**
 - Register to speak at the meeting.
 - Register to answer questions.
 - Register in support or opposition of an agenda item (without speaking).If you want to speak at this meeting, you must register. You can register at <https://www.cityofmadison.com/MeetingRegistration>. When you register, you will be sent an email with the information you will need to join the virtual meeting.
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Thov ua qhov no yam tsawg 72 teev ua ntej lub rooj sib tham kom thiaj li npaj tau.

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AGENDA

1. Roll Call and Introductions
2. Public Comment (for items **not** on Agenda)

3. History of the Relationship Between the MPO and RPC
4. Review of Status of Recommendations from the 2017-2018 MPO-CARPC Workgroup Report
5. Review of Status of Recommendations from the Coordinated MPO and CARPC Rebranding Projects
6. Breakout Small Group Discussion
7. Small Group Discussion Report Out
8. Adjournment

MPO-CARPC Joint Meeting Agenda Cover Sheet

August 3, 2022

Item No. 3

Re:

History of the Relationship Between the MPO and RPC

Staff Comments on Item:

The former Regional Planning Commission (RPC), the Dane County RPC, was the MPO for the Madison metropolitan area until 2000 when the MPO was separated from the RPC with a completely new policy board. Since that time, the city of Madison has “hosted” the MPO, providing the staff services, most of the local share funding, and serving as the MPO’s fiscal and administrative agent. The Dane County RPC was later dissolved and after that re-created as the current Capital Area RPC.

The former MPO-RPC Workgroup discussed the possibility of initiating an effort to try to merge the two regional agencies back together, but decided at the time it was a long-term effort not worth pursuing then due to the political and budgetary obstacles. The attached SWOT analysis related to such a merger was prepared to inform the discussion. The attached document outlining MPO and RPC structures in Wisconsin and possible structures if the MPO and RPC were merged was also prepared to inform that discussion.

Because of federal requirements regarding the structure of MPO policy boards, a separate MPO policy board or committee would still be required even if MPO and CARPC were merged. Practically, the MPO would become “hosted” by the RPC with MPO staff part of the RPC and the MPO budget part of the RPC’s budget rather than the city of Madison’s budget.

The reason for providing this background and information is for the two agencies to either reaffirm the current direction of maintaining separation, but continuing to work on integration of their planning and perhaps sharing some staff for example, or to begin an effort to pursue a merger.

Materials Presented on Item:

1. Document prepared for MPO-CARPC Workgroup in 2018 outlining structure of MPOs and RPCs in Wisconsin and potential different structures for the Madison urban area/county
2. SWOT analysis completed for Workgroup regarding merger of the MPO and RPC.

Staff Recommendation/Rationale:

For informational purposes only

MPOs and RPCs in Wisconsin and Potential Structures for Dane County

Introduction

There are 12 MPOs (excluding two bi-state MPOs whose boundaries are mostly in a neighboring state) and 9 RPCs in Wisconsin (see attached map). Of the MPOs, 6 of them are the RPC or are staffed by the RPC, but with a separate MPO policy body, while 6 are independent of RPCs covering the same area or lack an RPC in the same area.

Structure of MPOs that are RPCs or are Staffed by RPCs

For most of the RPCs that are MPOs, there is a separate policy committee that is made up of typical MPO policy board members, including elected officials of local governments, state DOT representative, and transit agency representative. This MPO policy committee serves as an advisory body to the RPC, which ultimately approves the MPO plans, TIP, and other documents.

In the case of the Appleton and Oshkosh urbanized areas, for which the East Central WI RPC (ECWRPC) serves as the MPO, the regional transportation (MPO) policy advisory committee is advisory to the Transportation Committee of the ECWRPC. The Transportation Committee, which is comprised of a subset of the ECWRPC members, is responsible for the transportation element of the ECWRPC's regional plan (see attached ECWRPC committee structure chart). The ECWRPC also staffs the Fond du Lac MPO (the newest one in the state), but Fond du Lac has a separate policy board.

The Bay Lake RPC staffs the Sheboygan MPO, but not the Green Bay MPO even though the RPC's boundaries include Brown County. There is a separate policy board for the Sheboygan MPO. The Brown County Planning Commission Board of Directors serves as the MPO Policy Board for Green Bay.

The West Central WI RPC staffs the Chippewa – Eau Claire MPO, which is independent of the RPC. The Southeastern WI RPC (SEWRPC) is the MPO for the Milwaukee/Racine/Kenosha urban area with no separate MPO policy committee or board. For SEWRPC, the technical committee plays the largest role in reviewing and vetting planning documents, including on policy issues.

Alternative Structures if MATPB and CARPC were Merged

Based on the review of MPOs in Wisconsin, there are 3 types of potential structures if the MATPB and CARPC were merged at staff and/or policy levels. All of these would require going through the MPO redesignation process. This requires approval or ratification by local units of government making up at least 75% of the population in the MPO planning area, including the City of Madison, and approval by the State. The second and third options would likely require a CARPC redesignation process as well.

1. CARPC takes over the staffing of the MPO from the City of Madison, but the MPO retains a separate policy board

Even if the MPO policy board was maintained with no changes, this would still require an amendment to the current MPO redesignation agreement, which calls for the City of

Madison to staff the MPO and provide the local match contribution for the MPO's budget (with other communities recommended to contribute as well based on their proportionate share of the population). Amending the agreement would still require going through the redesignation process. The county, through the levy for the RPC, would likely have to agree to cover the local match contribution as part of CARPC's budget, which for 2018 is around \$164,000. Some other arrangement for local match funding might be worked out with member communities sharing in the cost, but this would need to be approved as part of the redesignation agreement.

2. CARPC becomes the MPO policy board with revision to the current CARPC structure to add state and transit agency representatives

Federal law requires MPO policy board members to consist of (1) local elected officials; (2) officials of agencies that administer or operate major modes of transportation (e.g., transit manager, public works director); and (3) appropriate state officials (e.g., state DOT representative). As a large MPO with a population over 200,000 ("Transportation Management Area"), federal law also now requires the transit agency have a representative on the board, although this has been loosely defined to include a local policymaker representative from city/county that owns the transit system.

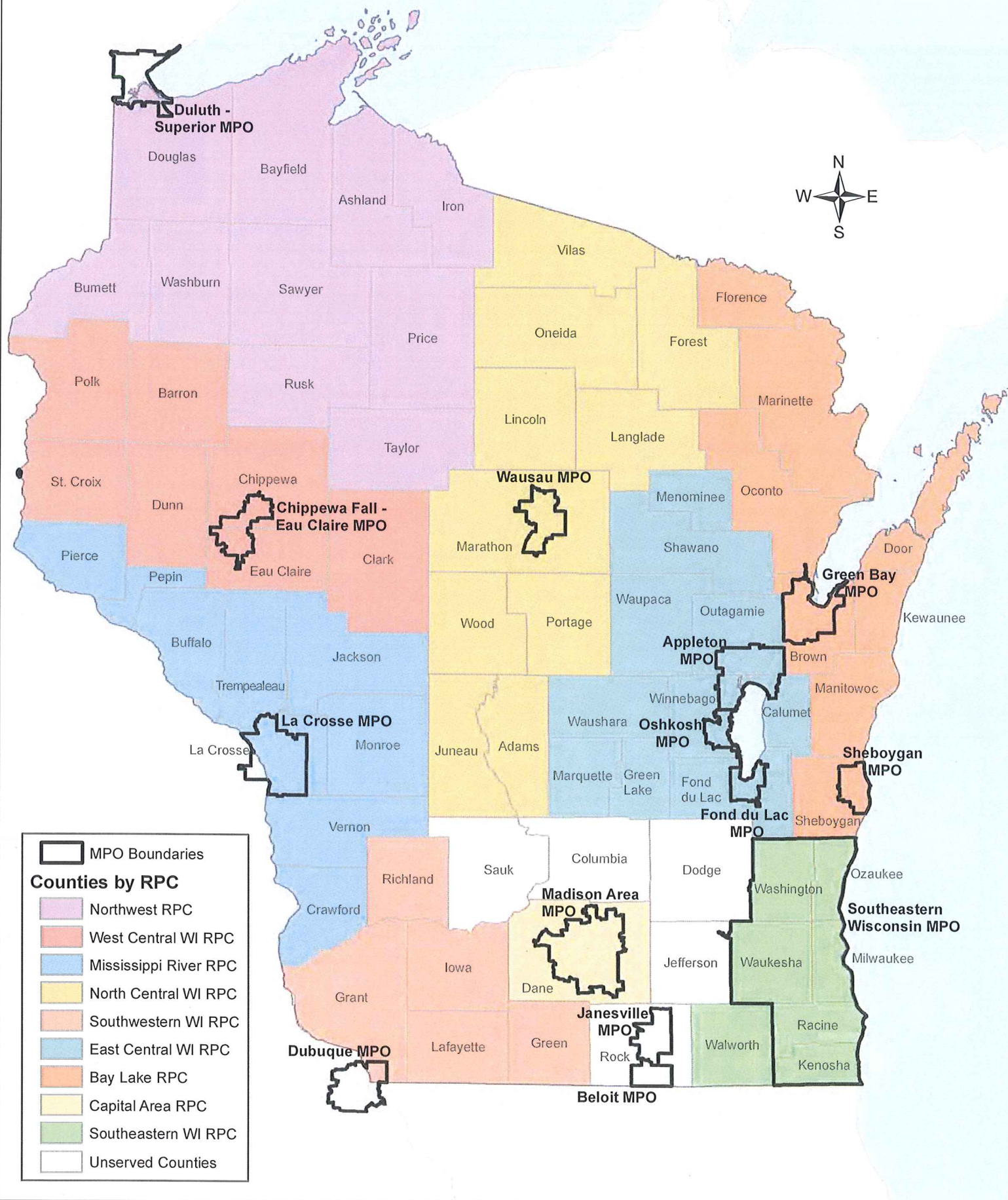
The City of Madison Mayor could appoint a city alder who serves on the city's transit commission (or the future Transportation Planning & Policy Board) or the transit general manager to serve as the transit agency representative.

3. CARPC becomes the MPO, but with a separate MPO policy committee

This is the structure that might have the most support if MATPB and CARPC were to merge. This would allow maintenance of a policy body similar or identical in structure to the current MATPB, which works well and seems to have a high level of support. The MPO policy committee could include many of the CARPC members that reside in the MPO planning area as well as others, including a WisDOT representative, Metro Transit representative, and other local officials. The MPO policy committee would still be advisory to CARPC, which may be a concern for some, but CARPC would likely show a high degree of deference to recommendations of the policy committee, especially if made up of several CARPC members.

Regardless of whether CARPC had a separate MPO policy committee, it would make sense to continue the MPO technical committee or potentially one that serves both the MPO policy and committee and CARPC.

Wisconsin RPCs and MPOs



MATPB – CARPC Merger SWOT Analysis

Strengths

- Better integration of regional land use/transportation policy and planning, including data collection to support those efforts
- Makes hiring of CARPC Executive Director more financially viable and fiscally responsible because of additional transportation planning funds and cost efficiencies
- Potentially improves perception of MPO as being objective and not biased in favor of City of Madison
- Potentially improves the visibility and strength of the merged organization as the single regional planning entity
- Greater ability in the long term to again combine the regional land use and transportation plans – much more effective to plan together since transportation is so dependent upon land use

Weaknesses

- Potential negative affect on integration of City of Madison and MPO planning efforts with Madison being where many of the most important transportation issues are centered – MPO has close working relationships with City Traffic Engineering as well as Planning staff
- MPO currently benefits from some free city services (see 1st bullet under Opportunities below)
- May involve costs associated with separating some CARPC operations from county systems (GIS/land information, IT services, facilities)
- Complicates budgeting/accounting because of need to separate out MPO and non-MPO costs since federal/state transportation planning funds cannot be used for non-MPO planning activities
- Current CARPC structure with Budget and Personnel Panel is problematic and needs to be changed

Opportunities

- Cost efficiencies in some cases in sharing administrative and other support staff, office space, equipment, website, accounting and IT support, etc.
 - On the other hand, MATPB currently benefits from free city IT, legal, HR, etc support, but that also hinders flexibility in some cases such as website/social media. CARPC benefits from access to county IT, but pays \$20,000/year for the services. To realize full benefits of staff co-location, MPO and CARPC should be on same IT network, which presents challenges.
- CARPC benefits from ability to use MPO funding for some transportation related land use/environmental planning activities
- AGMV effort creates opportunity to demonstrate the value of completely unified land use and transportation planning
- Increased potential of AGMV to provide leadership support for transportation goals, policies, and investments
- Potential for CARPC to reexamine, expand upon regional planning activities to new areas in conjunction with merger
- Potential to provide more robust suite of planning services to local communities
- Alignment of the official planning areas of CARPC and MPO (see also first bullet under Threats)
 - MPO planning area is the metro area and is based largely on the Census defined urbanized area. Following 2010 Census, MPO did include the Village of Oregon even though Oregon is not part of the urbanized area. This was a first and is an issue because MPO policy calls for MPO dedicated funding to only be spent in the urbanized area, not

the planning area. The MPO's funding allocation is based on the urbanized area, not planning area. Impacts of changing the planning area include (1) membership on the policy board and (2) roadway functional classification system. Federal rules require review of policy board membership when planning area expanded to "ensure appropriate representation."

Threats

- Difference in the official planning area boundaries of the two agencies
 - Creates mismatch between CARPC policy board structure and MPO planning area; MPO Policy Board membership is currently proportional to population for local government appointees
 - MPO could increase its planning boundary to county limits, but funding for MPO and eligibility for MPO funding of projects are based on urbanized area boundary, not planning boundary. This would also likely affect policy board membership and have other planning implications
- Requires going through MPO redesignation process, which requires City of Madison and other local governments making up 75% of planning area population to pass resolutions of support
- Likely also requires going through CARPC redesignation process, which requires communities representing over 50% of the population and equalized assessed valuation of the region to pass resolutions and State approval of the redesignation
- Probably requires county to fund the local share of the MPO budget; County Executive has not been supportive of increased funding for CARPC. Budget potentially impacted by RPC levy limit
 - MPO local match could potentially be covered by combination of county and local governments, but would be difficult to get agreement on and to administer. Some MPOs (Green Bay) require financial contribution by local communities in order to have representative on policy board, but each community has at least one representative, which makes the board size unwieldy.
 - CARPC policies limit county levy charge to 0.0017% of the total Equalized Assessed Value of the county. The MPO's current local match, if added to the county levy, would exceed this policy limit. Exceeding this limit, under CARPC bylaws, would require approval by CARPC's Budget and Personnel Panel (four appointing authorities plus CARPC Chair as non-voting member). The 0.0017% levy charge cap was also included in the resolutions adopted by local units of government petitioning the Governor to establish CARPC.
- Political obstacles to stronger regional planning; Madison vs other communities' politics, which could affect support for merged, stronger regional planning agency
- Potentially opens CARPC to political opposition that sees reorganization as chance to promote dissolution or to weaken organization
- Staff impacts and costs – is MPO staff transferred to CARPC? Who pays for MPO staff accrued vacation, sick leave? Must address differences in job classifications, salary, insurance, etc. Presumably with MPO staff merged into CARPC, all staff would follow CARPC personnel rules and policies (e.g., job classifications, salary, benefits), which are based on (but not identical to) the county's rules, and utilize county insurance.

MPO-CARPC Joint Meeting Agenda Cover Sheet

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Item No. 4

Re:

Review of Status of Recommendations from the 2017-2018 MPO-CARPC Workgroup Report

Staff Comments on Item:

The outcome of the former MPO-CARPC Workgroup was a report outlining potential methods for better integrating the planning and outreach efforts of the two agencies. The methods were categorized as planning and administrative/governance related. The methods were put into three timelines: short-, medium-, and long-term. Short-term methods were recommended for immediate implementation over the next 1-2+ years. A decision on whether to implement the medium- and long-term methods was to be made pending experience with implementing the short-term items.

Attached is a presentation on the workgroup report. Staff will provide a presentation on the status of implementation of the short-term items.

Materials Presented on Item:

1. Presentation on the 2018 Joint MPO-CARPC Workgroup Report

Staff Recommendation/Rationale:

For informational purposes only

Report of Joint CARPC-MPO Work Group

Methods for Interagency Coordination and
Engagement for Integrated Regional Planning



Charge of Work Group

- Explore options and prepare report outlining ideas for achieving more integrated regional land use and transportation planning
- Short-term, mid-term, and long-term methods to be identified

Interagency Coordination and Engagement Methods - Planning

- Integrated planning addresses land use, the environment, and transportation as inter-related functions
- Coordinated planning involves sharing:
 - Data
 - Performance measures
 - Planning tools

Interagency Coordination and Engagement Methods – Administration/Governance

- Joint or shared administration/governance aligns staff, advisory committees, and policy bodies around shared goals and objectives
- Benefits include:
 - Facilitates integrated planning
 - Increases visibility of the two planning agencies and recognition as valuable entities for data, planning, and policy recommendations
 - Increases the agencies' capacity to partner with other regional entities

Interagency Coordination and Engagement Methods

- General cost implications noted as follows:

\$ - Can be done within current budgets

\$\$ - Requires additional costs, but could be borne within current budget frameworks

\$\$\$ - Requires additional revenue sources beyond current budget frameworks

Interagency Coordination and Engagement Methods – Implementation

- Incremental approach recommended
- Short-term options recommended for consideration of immediate implementation
 - Most can be done within current agency budgets
 - Do not involve changes to agencies' staffing, admin. structure, or governance
- Decisions on medium options to be made later based on experience with short-term methods
- Decisions on long-term options to be based on experience with medium-term options and other external factors
- Changes to admin. structure/governance would require new RPC and MPO agreements

Interagency Coordination and Engagement Methods – Current Examples

Planning

- Coordinate in developing and use of data, growth forecasts, and planning tools
- MPO staff involvement in creating growth scenarios for AGMV (associated transportation scenarios)
- Use of WisDOT funding for collaborative planning (e.g., MPO transportation analysis of USAAs)
- Ensure consistency of plan goals and policies

Interagency Coordination and Engagement Methods – Current Examples

Administration/Governance

- Ad hoc sharing of CARPC/MPO board members
- MPO representation on AGMV
- Creation of the joint workgroup

Short-term (1-2 years)

Recommendations

Planning

- Align planning cycles of long-range land use and transportation plans - \$
- Joint review, comment on each agency's work programs - \$
- Joint staff meetings - \$
- Joint planning studies/projects - \$ to \$\$\$

Short-term (1-2 years) Recommendations

Administration/Governance

- Office co-location of staff (no change in staffing) - \$\$
- Establish goals for sharing of CARPC/MPO board members - \$
- Joint adoption of plans/plan goals and policies - \$
- Joint CARPC/MPO meetings - \$

Short-term (1-2 years)

Recommendations (cont.)

Administration/Governance

- Joint technical, citizen, or ad hoc advisory committees - \$
- Joint staffing of AGMV committees, as needed - \$\$
- Joint branding, messaging as partner agencies - \$\$
- Coordinated strategic planning - \$

Medium-term (3-5 years) Recommendations

Planning

- Joint land use, environmental, and transportation plan update process - \$\$
- Joint planning projects – continued - \$ to \$\$\$
- Collaborate more closely with other regional entities (MadREP, MMSD, etc.) - \$
- Collaborate with staff in governments outside Dane County - \$\$

Medium-term (3-5 years) Recommendations

Administration/Governance

- Define options for joint/shared admin./governance - \$
- Share some staff (assumes co-location) - \$\$
- Agreement w/ AGMV regarding governance (if requested) - \$\$ or \$\$\$
- Collaborate with governments outside Dane County - \$\$ or \$\$\$

Long-term (6+ years) Recommendations

Planning

- Institutionalized collaboration with other regional entities - \$\$ or \$\$\$

Long-term (6+ years)

Recommendations

Administration/Governance

- Merge MPO staff into CARPC – maintain separate MPO board and brand - \$\$\$
 - Staffing structure and budget options
- Complete merger of MPO into CARPC – one board and brand, but separate MPO policy committee - \$\$\$
- Creation of multi-county RPC or one that extends beyond county - \$\$\$

MPO-CARPC Joint Meeting Agenda Cover Sheet

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Item No. 5

Re:

Review of Status of Recommendations from the Coordinated MPO and CARPC Rebranding Projects

Staff Comments on Item:

In 2020 both agencies initiated a rebranding process to develop an impactful and modern brand identity to increase the awareness of the organizations within the region and demonstrate the partnership between CARPC and the MPO. Outcomes of the rebranding included a new name for the MPO, mission and vision statements, and new visual identity, including logos and document templates, as well a marketing rollout strategy. An ad hoc MPO and CARPC Brand Ambassador group met in November 2020 to help staff prioritize activities to bring our new brands to life, particularly from a communications and engagement perspective, and to identify tools and opportunities to help all board and commission members, as well as staff, become “ambassadors” as part of this process. Staff will provide an overview of the rebranding process and the status of both joint and individual marketing efforts.

Materials Presented on Item:

1. Presentation on the 2020 rebranding project and update on strategies

Staff Recommendation/Rationale:

For informational purposes only

2020 Rebranding Project: Summary & Update on Strategies

Joint MPO-CARPC Board Meeting

August 3, 2022



Rebranding Project Summary

Goal

Develop an impactful and modern brand identity that addresses organizational needs, using market research and feedback gathered from the community and key stakeholders.



Objectives

- › **Increase awareness of organizations** within the region among a wide range of audiences.
- › Deliver modern identities that **position organizations as leaders** in the region.
- › Create cohesive yet independent identities that **demonstrate the partnership** between CARPC and MATPB.



Insights from Audit & Input Process

Key Challenges

- › **Lack of recognition**, compounded by turnover of elected officials and key stakeholders
- › **Perception that organizations favor Madison**
- › **Limited staff and resources** to dedicate to outreach



Core Values

- › **Sustainability**
- › **Equity**
- › **Collaboration**
- › **Innovation**
- › **Transparency**



New Brands

Before



After



New Brands



New Brands

MPO



Mission

Lead the collaborative planning and funding of a sustainable transportation system for the Madison region.

Vision

A sustainable regional transportation system that connects people, places and opportunities to achieve an exceptional quality of life for all.

CARPC



Mission

The Capital Area Regional Planning Commission strengthens the region by engaging communities through planning, collaboration and assistance.

Vision

A region where communities create exceptional quality of life for all by working together to solve regional challenges.



Rebrand Rollout Strategies

Strategy #1

Announce new name and logo.

Leverage new branding to increase awareness of organization in the region.

Strategy #3

Establish the credibility of the agencies **as a useful resource for community stakeholders.**

Strategy #2

Establish the credibility of the agencies **as a useful resource for municipalities and elected officials.**

Strategy #4

Build and strengthen relationships with regional media outlets, positioning the agencies as a go-to source for regional planning information.



Rebrand Rollout Phases

Release – Near Term

Through end of 2020

- ✓ Board & committee unveiling
- ✓ Website updates
- ✓ Newsletters (ongoing)
- ✓ Press releases (ongoing)
- ✓ Facebook, YouTube (ongoing)
- Establish board & committee members as ambassadors

Foundation – Mid Term

~ 2021

- ✓ Joint webinar series
- ✓ Offer planning services & resources for member governments.
- Develop a media relations speaker for each agency.
- Hold & sponsor meetings & events with development / economic development stakeholders.
- Bolster relations with staff at community partner orgs.

Ongoing – Long Term

2022 onward

- ✓ Joint open house Fall 2022
- ✓ Regularly present at town hall meetings and community gatherings.
- Hold events with community orgs related to sustainability and development.
- Offer expertise through op-eds, guest speaker spots, etc.
- Organize annual forum for member governments.

Joint Rebrand Rollout Committee

Purpose

- › **Help staff prioritize activities** to bring our new brands to life, particularly from a communications and engagement perspective.
- › **Identify tools and opportunities** to help all board and commission members, as well as staff, become “ambassadors” as part of this process.



Priorities Identified by Committee

Ambassadors: Enhance the ability of board, committees, and staff to act as ambassadors in their circles.

Introduction Piece: Develop succinct agency intro piece that focuses on authorities, activities, resources, and services.

Case Studies: Develop case studies to showcase projects and services.

Educational Opportunities: Offer resource-specific educational opportunities, and prioritize existing forums.

Press Releases: Regularly develop press releases and pair with a plug-n-play media package.

Audience: Focus on contacts among community staff and consultants; boards and commissions; village admins and deputy admins; county board; etc.



What Else?

What We're Doing

- › Robust social media (~)
- › Press releases
- › Newsletters
- › Joint webinars
- › Offering member governments planning services and resources
- › Presenting regularly at town hall meetings and community gatherings (~)
- › Offering expertise through Op-Eds, guest speaker spots, and roundtables (~)

What We Could Start or Expand

- › Establish board & committee members as ambassadors.
- › Develop a media relations speaker for each agency.
- › Bolster relations with key staff at community partner organizations.
- › Hold and sponsor events with community organizations.
- › Hold and sponsor meetings and events with development / economic development stakeholders.
- › Organize annual forum with member gov'ts to foster collaboration and strengthen recognition.



Additional Opportunities & Ideas

For consideration...

MPO staff position supporting communications & RoundTrip

CARPC taking on SaltWise program

New CARPC Executive Director position

RTP & RDF implementation and communications

- joint communications document

- joint community open house

Staff transition planning → agency priorities → collaboration opportunities



Discussion Questions

Future Priorities for Agency Alignment & Communications

- › Which priorities seem most promising to focus on in 2022-2023?
- › Are there additional priorities we should consider, either jointly or specific to the MPO/CARPC?
- › Should we form another joint workgroup to recommend next steps for further integrating the work of our two agencies?

