



## Report of Joint CARPC-MPO Work Group

### Methods for Interagency Coordination and Engagement for Integrated Regional Planning

#### Background

The Capital Area Regional Planning Commission (CARPC) and the Madison Area Transportation Planning Board (MPO) adopted resolutions in May and June 2017 respectively establishing a joint work group to explore options, and prepare a report outlining ideas for achieving more integrated regional land use and transportation planning. The work group met four times in 2017 and 2018 and developed this report for consideration.

#### Charge to Work Group from Resolution

Provide a report detailing potential short-term, mid-term, and long-term methods for the two agencies to coordinate and engage to establish regional planning that considers land use, environmental and transportation issues as a whole.

#### Overall Goal

Regional planning that considers land use, environmental and transportation issues as a whole.

#### Strategy

The work group charge states that the agencies should coordinate and engage. These strategies involve both planning and administration and governance. Joint or more integrated planning addresses land use, environment and transportation as inter-related functions. It involves sharing data, performance measures and planning tools to increase regional capacity to prepare for and respond to planning challenges, and to achieve regional goals.

Joint or shared administration and governance aligns staff, advisory committees, and policy bodies around shared goals and objectives. This facilitates integrated planning and increases the visibility of the two regional planning bodies. Joint or shared administration and governance fosters greater recognition of the two regional agencies as valued resources for objective planning, data, analysis, and policy recommendations. It also increases the agencies' capacity to partner with other regional entities.

#### Methods

This report presents current, and potential other short-, medium-, and long-term methods for interagency coordination and engagement.

Cost implications are noted below as follows:

\$ - within current budgets

\$\$ - additional costs that could be born within current budget frameworks (potentially requiring budget amendments)

\$\$\$ - requires additional revenue sources beyond what can be born within current budget frameworks (increase in current funding sources; additional funding sources)

## **Current**

### **Planning**

1. Coordinate in developing and use of common data and tools – population, employment and land demand projections; future planned land use data and maps; modeling tools (scenario) - \$
2. CARPC staff involvement in MPO effort to create multi-year strategic work plan for improving its planning tools - \$
3. MPO staff involvement in CARPC effort to create growth scenarios for A Greater Madison Vision, including development of the transportation scenarios for the growth scenarios - \$
4. Joint use of small amount of Wisconsin Dept. of Transportation (WisDOT) funding to support collaborative land use and transportation planning efforts (e.g. MPO reviews of urban service area amendments) - \$
5. Adoption by CARPC of Regional Transportation Plan 2050 goals and policies - \$
6. MPO effort to ensure Regional Transportation Plan 2050 goals and policies consistent with CARPC Regional Land Use Plan - \$
7. MPO integration of Capital Region Sustainable Communities framework into Regional Transportation Plan - \$

### **Administration/Governance**

8. Ad hoc sharing of commission/MPO board members - \$
9. Creation of Joint MPO-CARPC Work Group - \$
10. Joint representation of CARPC and MPO on A Greater Madison Vision - \$

## **Short-term (1-2 years) Options Recommended for Consideration of Immediate Implementation**

### **Planning**

11. Office co-location of staff, but with no change in staffing (see details below) - \$\$
12. Align planning cycles of long-range land use and transportation plans to enable integrated land use, environmental and transportation planning - \$
13. Joint review of, and comment on each other's work programs - \$
14. Joint CARPC and MPO staff meetings to discuss, provide updates on planning activities and other relevant issues (as needed but approximately quarterly) - \$
15. Joint planning studies or projects as needed. Example ideas include providing local planning assistance; study of flood-prone areas; and study to develop recommendations for planning and policies related to connected autonomous vehicles and other emerging technologies - \$ to \$\$\$

### **Administration/Governance**

16. Establish goals for sharing of commission/board members (e.g. giving appointment preference to existing members of the other board/commission) - \$
17. Joint adoption of plans and/or plan goals and policies as framework - \$

18. Joint MPO board/commission meetings as needed to review and discuss joint projects and plans/projects/issues of interest to both agencies - \$\$
19. Joint technical, citizen and/or ad hoc advisory committees as needed - \$
20. Joint staffing of A Greater Madison Vision committees as need arises - \$\$
21. Joint branding and messaging as partner agencies - \$\$ or \$\$\$
22. Coordinated strategic planning to promote compatibility of each organization's vision, mission, goals and objectives, and strategies to achieve them - \$

### **Medium-term (3-5 years) Options for Further Exploration and Consideration as Short-Term Options are Implemented**

#### **Planning**

23. Joint land use, environmental and transportation planning process and plan updates - \$\$
24. Continued joint planning projects - \$ to \$\$\$
25. Joint staffing of A Greater Madison Vision committees under contract with AGMV if requested by AGMV Steering Committee - \$\$ or \$\$\$
26. Closer collaboration with other regional entities (Madison Region Economic Partnership, Madison Metro Sewerage District, Dane County Parks and Open Space Planning) - \$
27. Collaboration with staff in governments outside of Dane County - \$\$

#### **Administration/Governance**

28. Identify and define options for joint/shared administrative and governance functions - \$
29. Office colocation with potentially some shared staff as opportunities arise - \$\$
30. Collaborations with governmental bodies outside of Dane County - \$\$ or \$\$\$
31. Agreements with A Greater Madison Vision regarding governance if requested by AGMV Steering Committee - \$\$ or \$\$\$

### **Long-term (6+ years) Options for Consideration as Medium-Term Options are Finalized and Implemented**

#### **Planning**

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

#### **Administration/Governance**

33. Merging of MPO staff into CARPC, but maintenance of separate MPO board and brand. In this scenario, MPO staff could take employment direction from a CARPC Executive Director and the Regional Planning Commission, MPO board, or Executive Committee of the two boards. Same options exist with respect to MPO budget. Cost sharing among communities towards MPO budget would likely be necessary unless county (through RPC levy) covered the local share funding of MPO budget. - \$\$\$
34. Creation of an RPC that extends beyond Dane County (multi-county or Dane plus portions of other counties) - \$\$\$
35. Complete merger of MPO into CARPC with one board and brand governing entire agency, but separate MPO policy committee - \$\$\$
36. Creation of a multi-county RPC with additional staffing - \$\$\$

## **Implementation**

This report outlines various planning and administrative/governance options for achieving a more complete integration of the land use, environmental, and transportation planning activities of the two agencies. The options have been categorized as short-, medium-, and long-term. The Joint Workgroup recommends an incremental approach to implementation. A commitment should be made first to begin implementing short-term actions starting with incorporation of them into the agencies' work programs. Experience with and outcomes from these short-term actions, and other external factors, will inform development and implementation of medium-term actions. Implementation of medium-term options could, in turn, inform development and implementation of long-term options.

It should be noted that implementation of any of the long-term options related to administration/governance would require adoption of new RPC and MPO agreements. That process would require more extensive discussions with and involvement of county and local government leaders and officials.

## **ATTACHMENT A – Resolutions Creating the Workgroup**

### **Resolution CARPC No. 2017-09**

#### **Creating a Joint Madison Area Transportation Planning Board (MATPB) – Capital Area Regional Planning Commission (CARPC) Coordinating Workgroup**

WHEREAS, the Madison Area Transportation Planning Board and Capital Area Regional Planning Commission jointly met on March 30, 2017, to learn more about each other's plans and projects, and discuss how the two agencies can work more cooperatively to engage in community planning, and

WHEREAS, the Madison Area Transportation Planning Board was created through an intergovernmental agreement on May 2, 2007, to assume the responsibilities to conduct transportation planning and programming for the metropolitan area, and

WHEREAS, the Capital Area Regional Planning Commission was created on May 2, 2007, by Executive Order of Wisconsin Governor James Doyle to plan on a collaborative, proactive and long-term basis for our urban growth with protection of our vital water resources, and

WHEREAS, the Dane County Regional Planning Commission was formed in 1968 with three main divisions: regional and community development, environmental and natural resources, and transportation. As such, the Dane County Regional Planning Commission was the federally-designated area-wide transportation planning policy body, called the metropolitan planning organization (MPO), and

WHEREAS, in 1999 thirty-two local units of government petitioned for the dissolution of the Dane County Regional Planning Commission and the Wisconsin Legislature dissolved the Regional Plan Commission effective October 1, 2002.

WHEREAS, in 2000, the metropolitan planning organization (MPO) function was separated from the Dane County Regional Planning Commission and transferred to the Madison Area Transportation Planning Board with staffing provided by the City of Madison.

WHEREAS, in 2001, the Wisconsin Legislature pushed back the date of dissolution to October 1, 2004, and

WHEREAS after a lawsuit and temporary restraining order, the Dane County Regional Planning Commission was ultimately dissolved on October 1, 2004 by Governor Scott McCallum, and

WHEREAS, the planning functions of the former Regional Planning Commission were carried out as the Community Analysis and Planning Division of the Dane County Department of Planning and Development until in 2007 it was transferred to the newly created Capital Area Regional Planning Commission, and

WHEREAS, regional planning is optimal when land use, environmental, and transportation issues are considered as a whole and that there are benefits for stronger engagement between the staff and boards of the Madison Area Transportation Planning Board and the Capital Area Regional Planning Commission, and

WHEREAS, at the March 30, 2017, joint meeting members expressed a strong desire to begin a process to coordinate between the agencies,

NOW THEREFORE BE IT RESOLVED, that a joint “MATPB-CARPC Coordinating Workgroup” be established to provide a report detailing short-term, mid-term, and long-term methods for the two agencies to coordinate and engage,

NOW THEREFORE BE IT FUTHER RESOLVED, that the Chair of the Madison Area Transportation Planning Board will appoint up to three members from the Board and the Executive Chair of the Capital Area Regional Planning Commission will appoint up to three members from the Commission,

NOW THEREFORE BE IT FINALLY RESOLVED, that the Workgroup will produce said report within six months of the initial Workgroup meeting and the report will be reviewed at a future joint meeting of the Madison Area Transportation Planning Board and Capital Area Regional Planning Commission.

May 11, 2017  
Date Adopted

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Larry Palm, Chairperson

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Kris Hampton, Secretary

## **Resolution TPB No. 129**

### **Creating a Joint Madison Area Transportation Planning Board (MATPB) – Capital Area Regional Planning Commission (CARPC) Coordinating Workgroup**

WHEREAS, the Madison Area Transportation Planning Board (MATPB) – A Metropolitan Planning Organization (MPO), and the Capital Area Regional Planning Commission (CARPC) jointly met on March 30, 2017, to learn more about each agency's plans and projects, and discuss how the two agencies can work more cooperatively to engage in regional and local planning; and

WHEREAS, the MATPB was created through an intergovernmental agreement on May 2, 2007, redesignating the MPO for the Madison metropolitan area in accordance with federal law, with the MATPB assuming responsibilities to conduct transportation planning and programming for the metropolitan area from the previous MPO, the Madison Area MPO, following the MPO's reorganization; and

WHEREAS, the Madison Area MPO had assumed metropolitan area transportation planning and programming responsibilities from the Dane County Regional Planning Commission (DCRPC) in 1999, with staffing provided by the City of Madison, as part of a prior redesignation of the MPO; and

WHEREAS, the Madison metropolitan planning area within which the MATPB has official jurisdiction and the federal transportation planning rules apply, consists of 415 square miles (not including lakes) or about 36% of the county's land area and includes a 2010 Census population of over 435,000 or 89% of the county's total; and

WHEREAS, the Capital Area Regional Planning Commission was created on May 2, 2007, by Executive Order of Governor James Doyle to plan on a collaborative, proactive and long-term basis for the county's urban growth to ensure protection of our vital water resources; and

WHEREAS, the DCRPC was formed in 1968 with three main divisions: regional and community development, environmental and natural resources, and transportation. As such, the DCRPC was the MPO, the federally designated area-wide transportation planning policy body, until the aforementioned redesignation of the MPO in 1999; and

WHEREAS, in 1999 thirty-two local units of government petitioned for the dissolution of the DCRPC and the Wisconsin Legislature dissolved the commission effective October 1, 2002; and

WHEREAS, in 2001, the Wisconsin Legislature pushed back the date of dissolution to October 1, 2004; and

WHEREAS after a lawsuit and temporary restraining order, the DCRPC was ultimately dissolved on October 1, 2004 by Governor Scott McCallum; and

WHEREAS, the planning functions of the former RPC were carried out by the Community Analysis and Planning Division of the Dane County Department of Planning and Development until 2007 when they were transferred to the newly created CARPC; and

WHEREAS, the MPO and RPC have continued efforts to coordinate regional land use and transportation planning to the extent possible through mechanisms such as using the same county and urban service area (USA) growth projections, MPO transportation analysis of USA amendment applications, working together on the Sustainable Communities project, and other joint projects such as the Regional Values Survey, and creation of the Active Living Index; and

WHEREAS, regional planning is optimal when land use, environmental, and transportation issues are considered together as a whole; and

WHEREAS there are benefits to stronger engagement and more collaboration between the staff and boards of the MATPB and CARPC; and

WHEREAS, at the March 30, 2017, joint meeting members expressed a strong desire to begin a process to more closely coordinate between the agencies, particularly at a policy board level:

NOW THEREFORE BE IT RESOLVED, that a joint “MATPB-CARPC Coordinating Workgroup” be established to provide a report detailing short-term, mid-term, and long-term methods for the two agencies to coordinate and engage;

NOW THEREFORE BE IT FUTHER RESOLVED, that the MATPB Chair will appoint up to three members from the MATPB and the CARPC Executive Chair will appoint up to three members from CARPC;

NOW THEREFORE BE IT FINALLY RESOLVED, that the Workgroup will produce said report within six months of the initial Workgroup meeting and the report will be reviewed at a future joint meeting of the MATPB and CARPC.

June 7, 2017  
Date Adopted

Al Matano, Chair  
Madison Area Transportation Planning Board



## **ATTACHMENT B - Work Group Meeting Summaries**

November 11, 2017

- Background information
- Open discussion

January 23, 2018

- Reviewed and discussed existing Wisconsin MPO-RPC structures and potential structures for Dane County
- Reviewed and discussed range of options for land use and transportation planning integration; with focus on staff colocation option, including a request of staff to gather more information regarding colocation
- Materials: merger SWOT Analysis; Wisconsin MPOs and RPC Structures; List of Options for Increasing Planning Integration

April 30, 2018

- Reviewed and discussed colocation options and costs; with request for clearer articulation of benefits
- Discussion on potential merger with agreement that intergovernmental agreements could be a more feasible method for achieving much of the desired regional land use and transportation policy and operations integration
- Discussion on short and medium term methods for better planning integration prior to, or without, merger; agreement that the list should serve as starting point for next discussion and request of staff to prepare a report for consideration at next meeting

September 20, 2018

- Received update on efforts to investigate potential co-location of MPO and CARPC staff.
- Reviewed and suggested some edits to the draft Workgroup report. Clarified that short-term ideas for enhancing plan integration would be recommended for implementation while continuing to discuss and evaluate the medium (3-5 year) and long-term (5+ year) ideas in the report. Determined there was not a need to continue the Workgroup moving forward with implementation of the report recommendations to be overseen by the two agencies.
- Discussed outreach to local officials regarding the Workgroup and decided that any further outreach should wait until after the two agencies accepted the report.

## ATTACHMENT C – MATPB/CARPC Merger SWOT Analysis (12/20/17)

### 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 1<sup>st</sup> 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

### 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
- 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 a 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

### 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 is based on urbanized area boundary, not planning boundary
- Requires going through MPO re-designation process, which requires City of Madison and other local governments making up 75% of planning area population to pass resolutions of support
- 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 county personnel rules and policies (e.g., job classifications, salary, benefits) and utilize county insurance.
- Likely requires going through CARPC re-designation process, which requires communities representing over 50 percent of the population and equalized assessed valuation of the region to pass resolutions and State approval/re-designation

## **ATTACHMENT D – MPOs and RPCs in Wisconsin and Potential Structures for Dane County (1-10-18)**

### **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.

