

# Ad Hoc Task Force on The Structure of City Government (TFOGS) Final Report Implementation Work Group End of Term Report

April 2021

## Resolution Establishing Work Group

This following resolution created the Work Group on March 20, 2020:

Creating the Ad Hoc Task Force on the Structure of City Government (TFOGS) Final Report Implementation Work Group.

WHEREAS, the Common Council created the Task Force on Government Structure (“TFOGS”) by Resolution (RES-1700714, Legistar File 47707) to consider, address and make recommendations related to the City’s Common Council; Office of the Mayor; Boards, Commissions and Committees; and resident participation and engagement; and,

WHEREAS, on November 20, 2019 the TFOGS issued a Final Report identifying characteristics of the City’s current government structure that pose challenges to resident representation and engagement; and,

WHEREAS, it is anticipated that the Common Council will accept the TFOGS Final Report by passing a separate resolution accepting the TFOGS Final Report (Legistar File # 58656); and,

WHEREAS, pursuant to M.G.O. § 2.27(4) accepting a Final Report means that the Common Council agrees with the report but does not automatically adopt it or any part of it as the policy of the City; and,

WHEREAS, the Resolution creating the TFOGS did not charge the Task Force with creating specific work plans for the implementation of recommendations contained in the Final Report; and,

WHEREAS, in the Conclusion of the TFOGS’ Final Report the Task Force strongly encourages the Mayor and Common Council to consider its recommendations as a way to pursue meaningful, measurable ways to address the fundamental issues raised by the Final Report regarding resident representation and engagement; and,

WHEREAS, the Ad Hoc TFOGS Final Report Implementation Workgroup (“Workgroup”) will be responsible for organizing the recommendations contained in the TFOGS Final Report into actionable proposals; and,

WHEREAS, the Workgroup shall start its work by creating a work plan that includes a proposed sequence of implementation for each TFOGS recommendation; and,

WHEREAS, the Workgroup shall consult with the Mayor while developing the work plan; and,

WHEREAS, the work plan shall be approved by the Common Council Executive Committee (“CCEC”); and,

WHEREAS, once the work plan is approved by the CCEC, the Workgroup shall use the work plan to create specific actionable proposals for each recommendation; and,

WHEREAS, when complete, the actionable proposals shall be introduced for debate and decision by the full Common Council prior to actual implementation; and,

WHEREAS, in developing the work plan and actionable proposals, the Workgroup shall follow these guidelines:

1. Proposals should be developed in accordance with the recommendations made in the TFOGS Final Report;
2. The Workgroup should only create proposals that are directly related to recommendations made in the TFOGS Final Report;
3. The Workgroup should request and compile additional information as necessary in order to convert the TFOGS recommendations into actionable proposals, including conferring with TFOGS chairs and subcommittee chairs, city staff, and current and former elected officials;
4. The Workgroup should seek input from the Office of Mayor and City Department and Division Heads on proposals it develops;
5. The Workgroup may put forward alternative proposals for consideration on any given TFOGS recommendation. If it does so, the Workgroup shall state in detail why it believes the alternative proposal is preferable to the recommendation made in the TFOGS Final Report;
6. If the Workgroup has difficulty understanding a proposal contained in the TFOGS Final Report, it should seek guidance from the CCEC; and,

WHEREAS, the Workgroup shall be comprised of five (5) alders, to be appointed by the President of the Common Council, with at least one (1) alder who served on the TFOGS and at least one (1) alder who serves on the CCEC,

NOW, THEREFORE BE IT RESOLVED, that the Common Council of the City of Madison creates the Ad Hoc TFOGS Final Report Implementation Workgroup consisting of five (5) alders, including one (1) alder who served on the TFOGS and one (1) alder who serves on the CCEC, to be appointed by the President of the Common Council; and,

BE IT FURTHER RESOLVED; that the Workgroup shall be staffed by the Common Council Chief of Staff with assistance from other City staff as necessary; and,

BE IT FURTHER RESOLVED, that the Workgroup shall develop a work plan and actionable proposals that are directly related to the recommendations contained in the TFOGS Final Report in accordance with the guidelines stated above; and,

BE IT FINALLY RESOLVED, that the Workgroup shall be dissolved upon completion of the work plan and actionable proposals as detailed above.

## Meetings and Membership

The Ad Hoc Task Force on The Structure Of City Government (TFOGS) Final Report Implementation Work Group met for a total of 25 times between 7/10/2020 and 4/20/2021.

It's membership compromised of:

- Alder Keith Furman (Chair)
- Alder Rebecca Kemble (Vice Chair)
- Alder Grant Foster
- Alder Paul Skidmore (11/2/2020 -4/20/2021)
- Vacant

Past Members:

- Alder Syed Abbas, Chair (7/10/2020 – 10/29/2020)
- Alder Michael Tierney (7/10/2020 – 10/12/2020)

## Task Force on The Structure of Government Recommendations Status

The Task Force on the Structure of City Government and its subcommittees met ninety (90) times over an almost two-year period. During that time, the Task Force gathered and studied information to understand the issues; created and conducted unique outreach programs to gather input from current and former government officials, current City staff, and City residents; and engaged in extensive and lively debate on nuances of local government rarely examined in great detail.

A report was generated (<http://madison.legistar.com/gateway.aspx?M=F&ID=7cd1bb96-9e8d-4cb8-81fc-b23bff44374f.pdf>) with 42 recommendations. The Ad Hoc Task Force on The Structure Of City Government Final Report Implementation Work Group has been working on those 42 recommendations.

This summary is being provided to details of the work of the Work Group from July 10, 2020 to April 20, 2021.

## 311

The work group grouped the following recommendations into this category:

Rec #	Description
38	On the City website, allow option for having a chat with a City employee who can direct a resident in the right direction should they have an issue or question about government services
39	Continue working towards having a 311 number for City services
41	Review customer relation software options that may create better processes for residents to navigate City services, such as through a ticketing system where issues are ticketed, followed up on by staff, and then the results reported back to the person requesting the service

The Common Council Executive Committee received an update on the 311 project on 3/30/2021 from the IT department: [City of Madison - File #: 64787 \(legistar.com\)](#).

Next steps, according to that presentation:

### **Developing a Roadmap**

- Determining scope of services to be offered, identifying the phases of implementation
- Identifying the 311 Contact Center Staffing Model
- Staffing to “average”
- Days/hours of service
- Identifying a technology model
- Identifying a facility model

### **Identifying service silos and/or conflicting processes and systems**

- Services that are paper-based (PDF form) processes to automated digital workflows
- Agency-based processes that should be incorporated into enterprise-wide software systems
- Duplicative services
- And much more

### **Determining the Operations of a 311-CRM**

- Centrally located or agency centric
- Staffing: Hiring a Contact Center Manager and Project Manager
- Hours and days of service
- Location within the current City structure or if makes sense to create a new agency

It's unclear what committee will be in charge of the next steps discussed in IT's presentation. This item also needs **budget** support to continue as well. The work group has questions about staffing, where the 311 program will be located in the City and how it related to the Council office.

## Appointments & Chair of BCC

The work group grouped the following recommendations into this category:

Rec #	Description
16	That the mayor continue appointing residents and alders to the BCCs, but that the process be changed to ensure a robust review of nominations by the Common Council Executive Committee.
17	That if the City transitions to a full-time Common Council, alder appointments to the BCCs should be made by the CCEC, subject to confirmation by the full Council.
18	Common Council members should not serve as chairs of BCCs with resident members.

Recommendations 16 & 18 need to be discussed at a future meeting.

Recommendation 17 should be discussed further in a Common Council Committee of the Whole meeting. On April 6, 2021, Madison Voters, in a non-binding referendum, rejected the idea of a full-time council

## BCC Admin Support and Resident Engagement

The work group grouped the following recommendations into this category:

Rec #	Description
14	Create an Office of Resident Engagement and Neighborhood Support (“ORENS”) to support BCC system staffing, training, and resident engagement.
15	Immediately create an Administrative Services Team to support the BCC system and improve resident engagement.
19	That the City review City processes and procedures applicable to BCCs so that it is easier for residents to participate in BCCs.
20	That the City implement a technology plan to improve representation and engagement on the City’s BCCs.
25	Provide childcare at meetings
26	Validate parking for people attending meetings
27	Make Council proclamations before the legislative business begins at 6:30 p.m.
28	Allow video testimony or live electronic participation such as through the internet, from remote centers of the City, or other electronic means
30	Separate public testimony from legislative debate and action by allowing individuals to provide input at the beginning of Council meetings regardless of when the item on which they wish to speak is considered
31	Vary meeting locations throughout the City
32	Make written comments available to the public and Council members at the time of the meeting
33	Avoid late-night meetings and reduce overall length of meetings

34	Adhere to and/or change current rules regarding the length of alder statements at Council meetings
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Recommendation 14 needs to be discussed at a future meeting and has budget related ramifications

Recommendation 15: [City of Madison - File #: 61541 \(legistar.com\)](#) – An Administrative Services Team was created on 9/15/2020 by the Common Council. The work group has received regular updates from this team at its meetings. The Work Group recommends further work on figuring this team’s future role.

Recommendations 19, 20, 25-34 should be discussed as part of a future Committee of Whole meeting.

### Legistar

The work group grouped the following recommendations into this category:

Rec #	Description
29	Allow public comments to be made and considered prior to a meeting, such as through a system that notifies residents of decisions to be made, asks for their input, and then relays that input to decisionmakers
35	Improve accessibility and functionality of Legistar
36	Create a way for people to provide input in Legistar or some other appropriate platform
37	Provide classes for the public to learn how to use Legistar
40	Maintain subscription lists for Council and BCC items so that residents can be made aware of issues coming before a body through an email blast or text message and report back promptly when a decision has been made
42	Add more than just the name of meetings to the City calendar so that more information can be obtained with one (1) click, instead of requiring multiple clicks to get relevant and substantive information about a meeting

The IT Department has a legislative information center upgrade on their roadmap.

### BCC Organization/Structure

The committee grouped the following recommendations into this category:

Rec #	Description
10	Create an organizational chart of all BCCs and organize BCCs around lead committees.
11	Eliminate or combine BCCs that are redundant or have outlived their purpose.
12	Reorganize BCCs to increase accountability.
13	Review BCC enabling ordinances and resolutions to ensure clarity of purpose and authority.

These recommendations are being worked on by the Administrative Services Team in conjunction with the work group. The work that has been accomplished around these recommendations to date has included compiling information on committee membership and meetings.

## Mayor's Office

The committee grouped the following recommendations into this category:

Rec #	Description
23	That Madison should not restrict or expand the Mayor's current veto power.
24	That the City review the Mayor's administrative span of power and take steps to ensure that the Mayor and Deputy Mayors can adequately supervise all direct reports.

Recommendation 23 requires no action.

Recommendation 24 should be discussed at a future work group meeting.

## Overall Structure

The work group grouped the following recommendations into this category:

Rec #	Description
21	That Madison should retain the Mayor-Council form of Government.
22	That Madison should not pursue First-Class City Status.

Neither of these recommendations required action.

## Size & Shape of Council

The work group grouped the following recommendations into this category:

Rec #	Description
1	Madison should transition to a full-time Common Council
2	Madison should reduce the size of the Common Council to ten (10) members elected concurrently with the Mayor. (4-year terms)
3	Madison should increase Common Council member pay to 80% of the area median income for a single parent with two children (approximately \$67,000).
4	Madison should maintain geographic aldermanic representation.
5	Madison should increase aldermanic terms to four (4) years.
6	Madison should impose term limits of twelve (12) consecutive years.
7	Madison should increase Council leadership terms to two (2) years if the Council terms are increased to four (4) years.
8	That any structural changes to the Council take place at the election immediately following redistricting.
9	That any changes to the size of the Council or the terms of its members be made by charter ordinance subject to binding referendum of the electors.

Recommendations 1, 2, 3, 5, and 6 were part of a non-binding referendum on April 6<sup>th</sup>.

**Madison currently has a part-time Common Council with members who are paid approximately thirteen-thousand seven hundred dollars (\$13,700) per year. Beginning with the 2023 Spring Election, SHOULD the City of Madison transition to a full-time Common Council with each Common Council member earning between fifty percent (50%) to eighty percent (80%) of the Adjusted Median Income for Dane County for a single parent with two children (approximately \$45,000 to \$71,000 per year)?**

Choice	Vote Percentage	Number of Votes
Yes (Non)	41.7%	22,966
No (Non)	58.3%	32,135

**Madison currently has a part-time Common Council comprised of twenty (20) alderpersons, one from each alderperson district. Beginning with the 2023 Spring Election, SHOULD the size of the City of Madison Common Council:**

Choice	Vote Percentage	Number of Votes
be reduced? (Non)	16.4%	8,969
be increased? (Non)	13.4%	7,287
remain the same? (Non)	70.2%	38,285

**Madison alderpersons are currently elected to two (2) year terms. The Madison Mayor is currently elected to four (4) year terms. Beginning with the 2023 Spring Election, SHOULD City of Madison alderpersons be elected to four (4) year terms?**

Candidate	Vote Percentage	Number of Votes
Yes (Non)	44.5%	24,550
No (Non)	55.5%	30,595

**Madison alderpersons are currently not subject to term limits. Beginning with the 2023 Spring Election, if the City transitions to a full-time Common Council SHOULD the City of Madison alderpersons be subject to term limits of twelve (12) consecutive years?**

Candidate	Vote Percentage	Number of Votes
Yes (Non)	71.0%	39,238
No (Non)	29.0%	16,061

Recommendation 4 requires no action.



Recommendations 7, 8, 9 should be discussed further in a Common Council Committee of the Whole meeting.

## Summary of Status

	Rec #	Description	Status
311	38	On the City website, allow option for having a chat with a City employee who can direct a resident in the right direction should they have an issue or question about government services	CCEC Received Update on 3/30/21 - It's unclear what committee will be in charge of the next steps discussed in IT's presentation. This item also needs budget support to continue as well. The work group has questions about staffing, where the 311 program will be located in the City and how it related to the Council office.
311	39	Continue working towards having a 311 number for City services	CCEC Received Update on 3/30/21 - It's unclear what committee will be in charge of the next steps discussed in IT's presentation. This item also needs budget support to continue as well. The work group has questions about staffing, where the 311 program will be located in the City and how it related to the Council office.
311	41	Review customer relation software options that may create better processes for residents to navigate City services, such as through a ticketing system where issues are ticketed, followed up on by staff, and then the results reported back to the person requesting the service	CCEC Received Update on 3/30/21 - It's unclear what committee will be in charge of the next steps discussed in IT's presentation. This item also needs budget support to continue as well. The work group has questions about staffing, where the 311 program will be located in the City and how it related to the Council office.
Appointments & chair of BCC	16	That the mayor continue appointing residents and alders to the BCCs, but that the process be changed to ensure a robust review of nominations by the Common Council Executive Committee.	For further discussion.
Appointments & chair of BCC	17	That if the City transitions to a full-time Common Council, alder appointments to the BCCs should be made by the CCEC, subject to confirmation by the full Council.	Should be discussed further in a Common Council Committee of the Whole meeting.
Appointments & chair of BCC	18	Common Council members should not serve as chairs of BCCs with resident members.	For further discussion.
BCC Admin Support and Resident Engagement	14	Create an Office of Resident Engagement and Neighborhood Support ("ORENS") to support BCC system staffing, training, and resident engagement.	In progress; discussed at a future meeting and has budget related ramifications.

BCC Admin Support and Resident Engagement	15	Immediately create an Administrative Services Team to support the BCC system and improve resident engagement.	In progress; City of Madison - File #: 61541 (legistar.com) – An Administrative Services Team was created on 9/15/2020 by the Common Council. The work group Task Force has received regular updates from this team at its meetings. The Work Group recommends further work on figuring this team’s future role
BCC Admin Support and Resident Engagement	19	That the City review City processes and procedures applicable to BCCs so that it is easier for residents to participate in BCCs.	Virtual Meeting Protocols; Should be discussed as part of a future Committee of Whole meeting.
BCC Admin Support and Resident Engagement	20	That the City implement a technology plan to improve representation and engagement on the City’s BCCs.	Virtual Meeting Protocols; For further discussion; January agenda item for Committee of the Whole discussion/alder survey
BCC Admin Support and Resident Engagement	25	Provide childcare at meetings	Virtual Meeting Protocols; Should be discussed as part of a future Committee of Whole meeting.
BCC Admin Support and Resident Engagement	26	Validate parking for people attending meetings	Virtual Meeting Protocols; Should be discussed as part of a future Committee of Whole meeting.
BCC Admin Support and Resident Engagement	27	Make Council proclamations before the legislative business begins at 6:30 p.m.	Virtual Meeting Protocols; Should be discussed as part of a future Committee of Whole meeting.
BCC Admin Support and Resident Engagement	28	Allow video testimony or live electronic participation such as through the internet, from remote centers of the City, or other electronic means	Virtual Meeting Protocols; Should be discussed as part of a future Committee of Whole meeting.
BCC Admin Support and Resident Engagement	30	Separate public testimony from legislative debate and action by allowing individuals to provide input at the beginning of Council meetings regardless of when the item on which they wish to speak is considered	Virtual Meeting Protocols; Should be discussed as part of a future Committee of Whole meeting.
BCC Admin Support and Resident Engagement	31	Vary meeting locations throughout the City	Virtual Meeting Protocols; Should be discussed as part of a future Committee of Whole meeting.
BCC Admin Support and Resident Engagement	32	Make written comments available to the public and Council members at the time of the meeting	Virtual Meeting Protocols; Should be discussed as part of a future Committee of Whole meeting.
BCC Admin Support and Resident Engagement	33	Avoid late-night meetings and reduce overall length of meetings	Virtual Meeting Protocols; Should be discussed as part of a future Committee of Whole meeting.
BCC Admin Support and Resident Engagement	34	Adhere to and/or change current rules regarding the length of alder statements at Council meetings	Virtual Meeting Protocols; Should be discussed as part of a future Committee of Whole meeting.

Legistar	29	Allow public comments to be made and considered prior to a meeting, such as through a system that notifies residents of decisions to be made, asks for their input, and then relays that input to decisionmakers	The IT Department has a legislative information center upgrade on their roadmap.
Legistar	35	Improve accessibility and functionality of Legistar	The IT Department has a legislative information center upgrade on their roadmap.
Legistar	36	Create a way for people to provide input in Legistar or some other appropriate platform	The IT Department has a legislative information center upgrade on their roadmap.
Legistar	37	Provide classes for the public to learn how to use Legistar	The IT Department has a legislative information center upgrade on their roadmap.
Legistar	40	Maintain subscription lists for Council and BCC items so that residents can be made aware of issues coming before a body through an email blast or text message and report back promptly when a decision has been made	The IT Department has a legislative information center upgrade on their roadmap.
Legistar	42	Add more than just the name of meetings to the City calendar so that more information can be obtained with one (1) click, instead of requiring multiple clicks to get relevant and substantive information about a meeting	The IT Department has a legislative information center upgrade on their roadmap.
BCC Organization/Structure	10	Create an organizational chart of all BCCs and organize BCCs around lead committees.	These recommendations are being worked on by the Administrative Services Team in conjunction with the work group. The work that has been accomplished around these recommendations to date has included compiling information on committee membership and meetings.
BCC Organization/Structure	11	Eliminate or combine BCCs that are redundant or have outlived their purpose.	These recommendations are being worked on by the Administrative Services Team in conjunction with the work group. The work that has been accomplished around these recommendations to date has included compiling information on committee membership and meetings.
BCC Organization/Structure	12	Reorganize BCCs to increase accountability.	These recommendations are being worked on by the Administrative Services Team in conjunction with the work group. The work that has been accomplished around these recommendations to date has included compiling information on committee membership and meetings.

BCC Organization/Structure	13	Review BCC enabling ordinances and resolutions to ensure clarity of purpose and authority.	These recommendations are being worked on by the Administrative Services Team in conjunction with the work group. The work that has been accomplished around these recommendations to date has included compiling information on committee membership and meetings.
Mayor's Office	23	That Madison should not restrict or expand the Mayor's current veto power.	Complete
Mayor's Office	24	That the City review the Mayor's administrative span of power and take steps to ensure that the Mayor and Deputy Mayors can adequately supervise all direct reports.	To be Discussed at a future work group meeting.
Overall Structure	21	That Madison should retain the Mayor-Council form of Government.	Complete
Overall Structure	22	That Madison should not pursue First-Class City Status.	Complete
Size & Shape of Council	1	Madison should transition to a full-time Common Council	Should be discussed further in a Common Council Committee of the Whole meeting.
Size & Shape of Council	2	Madison should reduce the size of the Common Council to ten (10) members elected concurrently with the Mayor. (4-year terms)	Should be discussed further in a Common Council Committee of the Whole meeting.
Size & Shape of Council	3	Madison should increase Common Council member pay to 80% of the area median income for a single parent with two children (approximately \$67,000).	Should be discussed further in a Common Council Committee of the Whole meeting.
Size & Shape of Council	4	Madison should maintain geographic aldermanic representation.	No action required.
Size & Shape of Council	5	Madison should increase aldermanic terms to four (4) years.	Should be discussed further in a Common Council Committee of the Whole meeting.
Size & Shape of Council	6	Madison should impose term limits of twelve (12) consecutive years.	Should be discussed further in a Common Council Committee of the Whole meeting.
Size & Shape of Council	7	Madison should increase Council leadership terms to two (2) years if the Council terms are increased to four (4) years.	Should be discussed further in a Common Council Committee of the Whole meeting.
Size & Shape of Council	8	That any structural changes to the Council take place at the election immediately following redistricting.	Should be discussed further in a Common Council Committee of the Whole meeting.

Size & Shape of Council	9	That any changes to the size of the Council or the terms of its members be made by charter ordinance subject to binding referendum of the electors.	Should be discussed further in a Common Council Committee of the Whole meeting.
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## Future Topics and Work

discussion about our current referral process to a future agenda. Some specific topics to consider include:

- Should we develop some guidelines/standards for staff to know which referrals to recommend when entering in new legislation? What's the BCC Admin team's role here?
- What's the role of sponsors and the CC as a whole to ensure that we have the 'right' referrals? (not missing ones that make sense, not adding ones that don't)
- Can we provide better/clearer guidance for BCCs to focus on their specific component of referrals and not wander into all aspects of a given proposal as part of their review?
- Should we be more clear about expected return dates to CC instead of just waiting until BCCs voluntarily return things to us?
- How can we provide more transparency for the council when there is disagreement in recommendations between multiple bcc's?
- What's the role/purpose of adding CCEC referrals? Should this be as all-encompassing as it has been used recently?
- In general, how do we ensure that CC as a body controls the legislative journey of items and how do we prevent individuals (chairs, etc.) from using legislative process to stall or manipulate outcomes?
- Racial Equity, Bias, and Inclusion Training for BCCs