

**TASK FORCE ON THE STRUCTURE OF CITY  
GOVERNMENT**

**INTERIM REPORT TO THE MAYOR AND COMMON  
COUNCIL**

**May 17, 2019**

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**A. Background and Purpose**

The Common Council created the Task Force on the Structure of City Government (also known as the Task Force on Government Structure or “TFOGS”) (RES-17000714, Legistar File 47707) (“Resolution”) to consider issues related to governance and government structure, such as the powers and duties of the Common Council, the powers and duties of the Mayor’s Office, and the scope and nature of powers of the City’s Boards, Commissions, and Committees (“BCC”). The Common Council also charged the Task Force with considering the effects of the government structure on efforts to increase racial equity and social justice and create multiple avenues for resident participation in government without privileging decision-making based on the time and ability to attend meetings. Finally, the Common Council required that part of the TFOGS process include extensive public outreach to get resident input on issues the TFOGS considers. The Resolution creating the TFOGS and detailing the issues to be examined is attached to this Interim Report as **Exhibit A**.

**B. Composition<sup>1</sup> and Subcommittees**

The TFOGS is comprised of eleven (11) members:

- Alder Syed Abbas (4/30/19-Present)
- Justice M. Castañeda (2/1/18-Present)
- Alder Keith Furman (4/16/19-Present)
- Roger Goodwin (2/5/2019-Present)
- Eileen Harrington, Chair (2/1/18-Present)
- Alder Rebecca Kemble (2/1/18-Present)
- Maggie Northrop 2/1/2018-Present)
- John E. Rothschild (2/1/18-Present)
- Alder Paul Skidmore (2/1/18-Present)
- Ronald Trachtenberg (10/16/18-Present)
- Eric S. Upchurch (2/1/18-Present)

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<sup>1</sup> This is a list of current TFOGS members. The following individuals have also served as members of TFOGS: Alder David Ahrens (8/17/18-4/16/19), Alder Sheri Carter (2/1/18-4/16/19), Alder Sara Eskrich (2/1/19-8/18/18), Cathy Patton (2/1/18-10/16/18) and Jerry Vang (2/1/18-2/5/19).

To help it complete its work, the TFOGS created the following five subcommittees comprised of various members of the TFOGS.

- Executive Subcommittee
- Communications Subcommittee
- Common Council Subcommittee
- Boards, Commissions, and Committees Subcommittee
- Government Officials Subcommittee (disbanded after completion of the government officials survey and interviews)

### **C. Current Work Status**

The TFOGS has met twenty-three (23) times since February 22, 2018. It used the first several months of meetings to become familiar with issues raised by the Resolution. This involved several staff presentations. During this time, TFOGS also decided to seek input from current and former government officials, including former Mayors, Common Council Members, and Chairs of BCCs. To do so, the TFOGS created the Government Officials Subcommittee, which gathered information from government officials by distributing a written survey and inviting them to speak at meetings. They distributed the survey to current and former mayors, current and former alders elected on or after April 2003, and chairs of BCCs during the two-year period January 1, 2009-December 31, 2010 and the two-year period January 1, 2016-December 31, 2017. A number of current and former government officials agreed to attend meetings and provide their opinion on the issues facing the TFOGS, including Satya Rhodes-Conway, Lucas Dailey, Keith Furman, Scott Resnick, Chris Schmidt, and Nan Fey. Their opinions are documented in the Government Officials Subcommittee meetings they attended. In addition, former Mayors Bauman, Cieslewicz, Sensenbrenner, Skornicka, and then current Mayor Soglin also spoke to the TFOGS. City Channel recorded the meeting of former mayors:

<https://media.cityofmadison.com/Mediasite/Showcase/madison-city-channel/Presentation/af66d575d0f4487f917bbb6b44e9d47d1d>.

Mayor Bauman's testimony, provided at a separate meeting, was captured in the minutes attached as **Exhibit B**.

On October 26, 2018, near the end of its information gathering stage, the TFOGS discussed and voted on what, if any, recommendations to make to the Common Council regarding four of the issues raised by the Resolution. First, the TFOGS voted unanimously to recommend that the City retain the current mayoral form of government instead of switching to a city manager or commission form of government as allowed by state statute. Second, the TFOGS extensively

discussed whether city ordinances should be changed to have the president of the Common Council chair Common Council meetings instead of the Mayor. Noting that then Mayor Soglin had recently introduced an ordinance that would have created this change, the TFOGS voted unanimously not to make a recommendation at this time. Since then, the Common Council Executive Committee placed the proposed ordinance on file. Third, the TFOGS voted unanimously to retain the current form the mayor's veto power instead of expanding or restricting it. Finally, the TFOGS voted unanimously to recommend against pursuing first class city status but that the TFOGS should be mindful that there are certain aspects of first class cities that could benefit the City of Madison and that it could recommend exploring alternative ways to achieve the positive aspects of being a first class city. Minutes from this meeting are attached as **Exhibit C**. Importantly, in discussing and voting on these issues, the TFOGS noted that these decisions were not necessarily final and that TFOGS could revisit them prior to issuance of a final report to the Common Council.

Around this same time, the TFOGS recognized that the issues raised by the Resolution with regard to the structure of the Common Council and the City's BCCs required and deserved a significant amount of time and exploration. Therefore, the TFOGS created two subcommittees consisting of five members each to explore these issues. The Common Council Subcommittee and the BCC Subcommittee then met extensively between November 2018 and March 2019, with their work culminating in Final Reports submitted to the TFOGS on March 12, 2019. Those Reports are attached as **Exhibits D and E**.

After receiving the Subcommittee Reports, the TFOGS discussed the reports and then set a meeting for purposes of formerly discussing and voting on issues related to the Common Council and Boards, Commissions, and Committees. At that meeting, members raised concern regarding whether the TFOGS was ready to make these decisions, noting that the TFOGS had not yet conducted public engagement and that the make-up of the TFOGS itself, due to resignations and replacements, was becoming less and less diverse. At that meeting, the TFOGS decided not to vote on these issues until after conducting an extensive public engagement process. Having previously assigned public outreach to the Communications Subcommittee, the TFOGS asked that the Communications Subcommittee discuss its ideas and plans for public outreach at the next TFOGS meeting. While the TFOGS decided not to discuss and vote on possible recommendations at this meeting, it has recognized there is general consensus regarding five issues raised by the Resolution and Subcommittee Reports:

- Common Council members should have 4-year terms.
- Common Council members should not have term limits.

- Common Council members should not chair BCCs.
- The City should pursue the creation of some form of Office of Resident Engagement and Neighborhood Services (“ORENS”).
- The City should consider restructuring the City’s BCC structure to include some form of “lead committees” as discussed in the BCC Subcommittee Report.

See **Exhibit F**.

Since then, the Communications Subcommittee, with some delay due to the mayoral and Common Council president transition, has been working on a public engagement process that is likely to last until August 2019. The current public engagement work plan is attached at **Exhibit G**.

The Communications Subcommittee also recently created and issued a brief staff survey to get staffs’ perspective on what it is like to work with the City’s Boards, Commissions, and Committees. The Subcommittee sent the survey to Department Heads (with a request to forward the survey to all members of their Department who have contact with City BCCs) and to the Committee Staff List (maintained by the mayor’s office). In total, 90 of the 239 staff members who received the survey provided responses (38%). The TFOGS will continue discuss the survey results upcoming meetings. In addition, it intends to invite interested staff to future meetings to share their experiences in person.

#### **D. Future Work and Final Report**

Currently, the TFOGS has meetings set through the end of June and is in the process of scheduling meetings through the middle of October, including those for the purpose of public engagement. The Resolution currently requires that the TFOGS submit a final report to the Common Council by December 31, 2019. The TFOGS current work plan for completion of its work is attached at **Exhibit H**.

**This Interim Report was approved by the Task Force on Government Structure on May 15, 2019.**

# EXHIBIT A



# City of Madison

City of Madison  
Madison, WI 53703  
www.cityofmadison.com

## Legislation Text

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File #: 47707, Version: 5

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The proposed resolution authorizes the creation of a Task Force to examine the City of Madison's governance structure. The work of the Task Force will culminate with their recommendations by December 31<sup>st</sup>, 2018. Operating costs associated with the Task Force are anticipated to be \$30,000; these costs may include public engagement, language interpretation and translation, facilities rental and any other research-related costs. Funding for these costs are subject to appropriation in the 2018 Operating Budget.

AMENDED 3rd SUBSTITUTE - Creating a special task force on city governance to examine and make recommendations on elected officials; the structure and powers of the Common Council and its committees and the structure and powers of the Mayor's office.

WHEREAS, increases in the size and diversity of Madison's population over the past three decades have brought new challenges and opportunities for the City; and,

WHEREAS, the City of Madison places a high value on democratic civic engagement with a long tradition of resident participation in City government through its committees, commissions, and boards as well as planning councils, neighborhood and business associations; and,

WHEREAS, the City of Madison has made a commitment to and has invested resources in the Racial Equity and Social Justice Initiative, which aims to eliminate racial and social inequities in municipal government; and,

WHEREAS, the City of Madison has not had a formal committee to examine and report on the best structure of City government since the 1980's when the population of Madison was much lower and less diverse; and,

WHEREAS, the impending challenges of legislative redistricting based on the upcoming 2020 census and the annexation of the Town of Madison in 2022 provide further impetus to review the structure of City government,

NOW, THEREFORE, BE IT RESOLVED, that the Common Council create a Task Force on Structure of City Government with a total of 44 ~~eleven (11)~~ eleven (11) members, ~~made up of Five (5) members, including two (2)~~ made up of five (5) members, including two (2) Council members, ~~are to be appointed by the Mayor and confirmed by the Common Council, five (5) members~~ are to be appointed by the Mayor and confirmed by the Common Council, five (5) members, ~~including two (2) Common Council members, are to be appointed by the President of the Common Council,~~ including two (2) Common Council members, are to be appointed by the President of the Common Council, ~~to include 2 Council members and confirmed by the Common Council,~~ to include 2 Council members and confirmed by the Common Council, and a Chair ~~is~~ is to be jointly appointed by the Mayor and the President of the Common Council. ~~All appointments are subject to confirmation and confirmed by the Common Council, and the Mayor or a Deputy Mayor as an ex-officio, non-voting member;~~ All appointments are subject to confirmation and confirmed by the Common Council, and the Mayor or a Deputy Mayor as an ex-officio, non-voting member; and,

BE IT FURTHER RESOLVED, that the Task Force appointments, as much as practicable, represent the City based on geographic interests, and reflect the ethnic and racial makeup of the population of the City as well as varying business, social, and economic viewpoints; and,

BE IT FURTHER RESOLVED that the Task Force be staffed by the City Attorney's office with the assistance of other city staff as determined by the City Attorney's office and the Council President; and,

BE IT FURTHER RESOLVED that the Task Force examine and report on the following issues, and such other relevant topics that become visible in the course of the review as they relate to our current form of governance and models for reform:

BE IT STILL FURTHER RESOLVED that the Task Force examine and report on the following issues and such relevant topics that become visible in the course of the review as they relate to our current form of governance and models for reform:

General:

- The state statutes that impact the operation of local government, as they may affect including the function of the charter, ordinances and rules for program operations;
- Governance models and practices of similar cities in the population range of 250,000-500,000 from states with similar statutory municipal requirements as Wisconsin and the efficacy of such models;
- ~~The ways in which equity and accountability factor into different governance models;~~ Effects of governance models on efforts to increase racial equity and social justice;
- ~~Optimal methods~~ Best practices for ensuring municipal decision makers are representative of, connected to and accountable to all members of the community;
- Other systems/methods for creating multiple avenues for resident participation in government without privileging decision-making based on the time and ability to attend meetings.

Common Council:

- The powers and duties of the Common Council;
- Powers of Council members to chair meetings of the Common Council, Finance Committee and other committees, commissions and boards;
- The attributes of councils with full-time members, part-time members, and those considered to be volunteer councils performing duties for a nominal salary or honorarium;
- Number of Council members and the impact on effective representation of residents in general and people of color and those living with lower incomes in particular, functionality of the body, and city governmental services;
- District vs. at large elections for Council members;
- Remuneration of Council members including a process for a change in pay;
- The size and cost of Council staff.

Mayor:

- The powers and duties of the mayor including the hiring and firing of department and division heads, veto, line item veto and emergency management powers;
- The size and cost of Mayoral staff;
- Powers of the Mayor to chair meetings of the Common Council and Finance committee;
- Powers of the Mayor to appoint members of the Common Council to Council committees;
- Powers of the Mayor to appoint members to City Committees.

Committees, Commissions and Boards:

- The committee system, and the use of resident, Common Council and staff members;
- The scope and nature of the powers of committees, commissions and boards, including how they report to the Common Council and how their recommendations are received;
- ~~Powers to appoint Council members and residents to City committees, commissions and boards;~~
- The frequency and time of day of both Council and committee meetings.

BE IT FURTHER RESOLVED that the Task Force shall hold public hearings, obtain written reports, and conduct research as the Task Force determines to be useful and necessary to prepare its report to the Mayor and the Common Council; and

BE IT FURTHER RESOLVED that the Task Force cooperate with the City's RESJI Core Team to design and implement an innovative public input process to learn about residents' perceptions of and experiences with governance in Madison, and their opinions about different structural options, including results in the final



report; and,

BE IT FURTHER RESOLVED that in addition to the public engagement process developed by the Task Force as described above, the Task Force intentionally seek input from the following stakeholder groups:

- Members of the Effective Government Guidance Team;
- Current and former Committee, Commission and Board members and Chairs;
- Neighborhood Associations;
- Current and former Alders;
- Current and former Mayors.

BE IT FURTHER RESOLVED that the final report describe the impact on people of color and those living with lower incomes of any potential changes as well as the optimal opportunities for the timing of such changes; and,

BE IT FURTHER RESOLVED funding for Task Force will be considered for inclusion in the 2018 Operating Budget; potential uses for this funding may include public engagement, language interpretation and translation, facilities rental and any other research-related costs; and,

BE IT FINALLY RESOLVED that the Task Force dissolves upon the issuance of its recommendations on any potential structural changes to city government and the presentation of recommendations to the Mayor and Common Council by December 31, 2018.

## EXHIBIT B



**City of Madison**  
**Minutes – Approved**  
**Task Force on Structure of City Government**  
**Executive Subcommittee**

City of Madison  
Madison, WI 53703  
www.cityofmadison.com

Monday, October 8, 2018

2:00 p.m.

City-County Building, Room GR-27  
210 Martin Luther King, Jr. Blvd.

**NOTE: POSSIBLE QUORUM OF THE COMMON COUNCIL  
EXISTS AT THIS MEETING.**

If you need an interpreter, translator, materials in alternate formats or other accommodations to access this service, activity or program, please call the phone number below at least three business days prior to the meeting.

Si necesita un intérprete, un traductor, materiales en formatos alternativos u otros arreglos para acceder a este servicio, actividad o programa, comuníquese al número de teléfono que figura a continuación tres días hábiles como mínimo antes de la reunión.

Yog hais tias koj xav tau ib tug neeg txhais lus, ib tug neeg txhais ntawv, cov ntawv ua lwm hom ntawv los sis lwm cov kev pab kom siv tau cov kev pab, cov kev ua ub no (activity) los sis qhov kev pab cuam, thov hu rau tus xov tooj hauv qab yam tsawg peb hnuv ua hauj lwm ua ntej yuav tuaj sib tham.

Office of the City Attorney (608) 266-4511

Legislative File No. 50732 - DOCUMENTS RELATED TO THE TASK FORCE

**1. CALL TO ORDER / ROLL CALL**

Meeting Called to Order at 2:00 p.m.

Present: Harrington, Rothschild, Castañeda, Northrop

Absent: Upchurch (arrived at 2:08 p.m.)

Also Present: Alder Carter, City Attorney May, Council Chief of Staff Obeng, Assistant City Attorney Strange

**2. APPROVAL OF MINUTES**

Motion by Rothschild, second by Castañeda, to approve minutes of July 27, 2018 meeting.

Approved by voice vote.

**3. PUBLIC COMMENT**

There was no public comment at this meeting.

**4. DISCLOSURES AND RECUSALS**

There were no disclosures or recusals from the members present.

**5. TESTIMONY FROM FORMER MAYOR SUE BAUMAN**

Former Mayor Sue Bauman provided comments to the Subcommittee. Among her topics were:

First, Mayor Bauman stated that she supported making the council smaller, but not making it a full-time professional council. She suggested that when the council was reduced from 22 to 20

members the idea was that several years later it would be reduced again to 16-18 members. She believes a 16-18 members, while still large, would be more manageable, and not keep Madison out of line compared with the Councils in other cities of comparable size. Mayor Bauman also voiced her support for reducing the overall number of Boards, Commissions, and Committees and creating a structure that consisted of aldermanic committees and citizen subcommittees that reported to the aldermanic committees. She emphasized the importance of making Board, Commission, and Committee service more accessible to the average resident, noting that it is a tremendous challenge for a single mother of three children to make the time necessary to serve within the current Board, Commission, Committee structure. As a result, she noted, public participation on Boards, Commissions, and Committees tends to come from individuals who have the time and resources to participate, and that this often means the same or similar voices are heard over and over again.

Finally, Mayor Bauman noted that the City has a tendency to plan too much and implement too little. She suggested that the City take a look at its planning process so that it is positioned to plan and implement those plans, rather than plan and let them then sit on the shelf.

**6. QUESTIONS FROM THE TASK FORCE**

After her initial comments, Mayor Bauman answered numerous questions from the Task Force, including questions related to the challenges of school and city boundaries not being coterminous, historical housing segregation, the pros and cons of neighborhood vs. SAGE schools, and the challenge and opportunities associated with rethinking the way the City engages residents for purposes of public participation.

A recording of Mayor Bauman's comments and answers to Subcommittee questions will be available soon on the Task Force website:

<https://www.cityofmadison.com/task-force-on-government-structure>

**7. DISCUSSION OR ORGANIZATION AND PLAN FOR FUTURE MEETINGS OF THE FULL TASK FORCE ON STRUCTURE OF CITY GOVERNMENT AND ITS SUBCOMMITTEES**

Chair Harrington noted that this item is on the agenda for the full Task Force meeting on October 12 and therefore the subcommittee did not discuss this item.

**8. FUTURE AGENDA ITEMS**

No Discussion.

**9. ADJOURNMENT**

Motion by Castañeda, second by Rothschild, to adjourn. Passed on voice vote. The meeting adjourned at 3:00 p.m.

# EXHIBIT C



# City of Madison

City of Madison  
Madison, WI 53703  
www.cityofmadison.com

## Meeting Minutes - Approved TASK FORCE ON STRUCTURE OF CITY GOVERNMENT

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Friday, October 26, 2018

6:00 PM

Urban League of Greater Madison  
2222 S. Park Street, Room Evjue A (101)

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**NOTE: POSSIBLE QUORUM OF THE COMMON COUNCIL EXISTS AT THIS MEETING**

50732 Documents related to the Task Force on the Structure of City Government.

**THE TASK FORCE MAY SUSPEND THE RULES TO STAND INFORMALLY AND ALLOW FOR PUBLIC DISCUSSION AND ENGAGEMENT OF ANY AGENDA ITEM**

**1 CALL TO ORDER / ROLL CALL**

The Chair called the meeting to order at 6:00 p.m.

**Present:** 7 - Paul E. Skidmore; David Ahrens; Ronald M. Trachtenberg; John E. Rothschild; Maggie Northrop; Eric S. Upchurch and Eileen Harrington

**Absent:** 3 - Sheri Carter; Rebecca Kemble and Justice M. Castañeda

Kemble arrived at 6:02 p.m.; Carter arrived at 6:09 p.m.

Also present: City Attorney Michael May and Assistant City Attorney John Strange

**2 APPROVAL OF MINUTES**

Motion by Rothschild, second by Ahrens to approve the minutes of October 12, 2018. Motion passed by unanimous voice vote.

**3 APPROVE GOVERNMENT OFFICIALS SUBCOMMITTEE MINUTES FROM OCTOBER 11, 2018 AND DISBAND THE GOVERNMENT OFFICIAL SUBCOMMITTEE**

This item was referred to the next agenda because staff did not provide the Task Force with the minutes from the last government officials subcommittee meeting.

**4 PUBLIC COMMENT**

There was no public comment at this meeting.

**5 DISCLOSURES AND RECUSALS**

There were no Disclosures or Recusals at this meeting.

6      **CONSIDERATION OF POSSIBLE RECOMMENDATIONS TO BE MADE TO THE  
COMMON COUNCIL**

a. The Task Force first discussed whether it should recommend that the City retain the mayoral form of executive or switch to the city manager or commission form of government. Member Trachtenberg stated his support for retaining the mayoral form of executive power because, among other things, it is appropriate for the executive of the city to be elected at large by the people. Member Northrop stated that she has seen nothing in the information received from the Task Force thus far indicating a need to change the current structure of executive power. Member Skidmore agreed that he saw no reason to change and noted that vesting executive power in an elected mayor helps to ensure an appropriate balance of power between the executive and legislative branches of local government. Member Skidmore made a motion, seconded by Rothschild, to recommend retaining the current form of mayoral executive power. The chair took a roll call vote, which resulted in the unanimous approval of the motion.

b. The Task Force next discussed what, if any, recommendations it should make regarding whether the mayor or the president of the Common Council should chair meetings of the Common Council. Member Kemble noted that the mayor recently sponsored an ordinance that, if enacted, would allow the mayor to delegate the responsibility of chairing Common Council meetings to the president of the Common Council. The Task Force discussed at length how such a delegation would impact the relative powers of the mayor and president, including who would vote in the event of a tie and who could participate in discussion. Member Upchurch suggested that any recommendation the Task Force make on this topic be accompanied by an explanation of how power might shift depending on who is chairing the meeting, including how this might affect the Mayor's ability to vote in the event of a tie. A motion was made by Member Kemble, seconded by Rothschild, for the Task Force to make no recommendation on this topic but to include in its report to the Common Council the concerns expressed about how power shifts if the mayor delegates the duty of presiding over the common council to the council president. The Chair took a roll call vote, which resulted in the unanimous approval of the motion.

c. Third, the Task Force discussed what, if any, recommendations it should make to the Common Council regarding whether the mayor's veto power should be expanded, restricted, or remain the same. Member Trachtenberg stated his opinion that the mayor's veto power should not be expanded or restricted. Member Rothschild and Carter agreed. Member Skidmore noted that the Task Force had thus far received no indication from former government officials or the public that the mayor's veto power should be changed. A motion was made by Upchurch, seconded by Carter, for the Task Force to recommend to the Common Council that the mayor's current form of veto power be retained. The Chair took a roll call vote, which resulted in the unanimous approval of the motion.

d. Finally, the Task Force discussed what, if any recommendations the Task Force should make to the Common Council regarding whether Madison should pursue becoming a first-class city. Members Trachtenberg and Skidmore agreed that, given the challenges of becoming a first-class city as outlined by

the information received by the Task Force, Madison should not pursue first-class city status. However, Member Kemble and others noted that while they agree Madison should not pursue first-class status as currently defined in the state statutes, there are some characteristics of first-class cities that would be helpful to the city of Madison. Member Kemble suggested that the Task Force Report should note those characteristics of first-class cities that would be beneficial to the city. Thus, a motion was made by Member Trachtenberg, seconded by Member Upchurch, to recommend that Madison not pursue first-class city status but that the Task Force Report should reflect the characteristics of first-class cities that could be helpful to Madison. The Chair took a roll call vote, which resulted in the unanimous approval of the motion.

**7 UPDATE ON STATUS OF EXECUTIVE SUBCOMMITTEE, COMMUNICATIONS  
SUBCOMMITTEE, AND BOARD, COMMISSIONS, AND COMMITTEES  
SUBCOMMITTEE**

The Task Force received an update on the work of each subcommittee.

**8 UPDATE ON TASK FORCE FUTURE MEETINGS, SCHEDULES, AND MEETING  
LOCATIONS**

Staff noted that the November 19, 2018 Task Force meeting will be held in Room 260 of the Madison Municipal Building.

**9 OUTSTANDING QUESTIONS FOR FUTURE CONSIDERATION**

No discussion.

**10 ITEMS FOR FUTURE AGENDAS**

No discussion.

**11 ADJOURNMENT**

Motion by Rothschild, seconded by Carter, to adjourn. Passed on voice vote. The meeting was adjourned at 7:25 p.m.



## EXHIBIT D

# Common Council Subcommittee Report to the Task Force on Government Structure

March 12, 2019

## I. Introduction

The Resolution (**RES-17-00714**; **Legistar File 47707**) creating the Task Force on Government Structure (“TFOGS”) specifically charged the TFOGS with considering the following issues with regard to the structure of the Madison Common Council (“CC”):

- The powers and duties of the Common Council;
- The powers of Council members to chair meetings of the Common Council, Finance Committee, and other boards, commissions, and committees (“BCCs”);
- The attributes of councils with full-time members, part-time members, and those considered to be volunteer councils performing duties for a nominal salary or honorarium;
- The number of Council members and the impact on effective representation of residents in general and people of color and those living with lower incomes in particular, functional of the body, and city government services;
- District vs. at large elections for Council members;
- Remuneration of Council members include a process for a change in pay;
- The size and cost of Council staff;
- Best practices for ensuring municipal decision makers are representative of, connected to and accountable to all members of the community; and
- Other methods for creating multiple avenues for resident participation in government without privileging decision-making based on the time and ability to attend meetings.

The Task Force created the Common Council Subcommittee (“Subcommittee”) to help to assist in the consideration of these issues. The Subcommittee consisted of John Rothschild (chair), Justice Castañeda, Eric Upchurch, Alder David Ahrens, Ronald Trachtenberg, and Maggie Northrop (alternate). The Subcommittee met ten (10) times between November and the writing of this Report. Materials considered by the Subcommittee can be found in **Legistar file 50732**, including agendas, detailed minutes of each meeting, and copies of documents discussed by the Subcommittee.<sup>1</sup> Additionally, Madison resident and former alder Brenda Konkel attended,

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<sup>1</sup> <https://madison.legistar.com/LegislationDetail.aspx?ID=3712917&GUID=19073190-C3B4-42D1-BAB2-BA9442FDF39D&Options=ID|&Search=53673>

participated in, and recorded most of the Subcommittee's meetings. The recordings can be viewed on Ms. Konkel's website.<sup>2</sup>

This Report will describe the process used by the Subcommittee to consider the issues listed above, identify the key issues and themes that arose out of the Subcommittee's discussions, and highlight the positive and negative aspects of alternatives considered by the Subcommittee.

It is not the intent of this Report to recommend that the TFOGS take a specific course of action, but rather, to identify the key considerations of changing any one component of the Common Council structure. The Report also identifies some tangible actions the City could take to improve resident engagement and Common Council decision-making even if no structural changes are made to the Common Council.

**II. The Subcommittee created a detailed work plan to discuss each issue listed in the Resolution.**

The Subcommittee used the issues identified in the Resolution to inform the topics and issues it would discuss:

1. Full vs. part time alders or hybrid;
2. Alder terms (2 v 4 years);
3. Number of alders/districts;
4. Staggered terms;
5. At-large vs. geographic districts or hybrid or numbered districts;
6. Term limits;
7. Redistricting considerations including diversity representation;
8. Compensation levels;
9. Compensation and term of Council President and Vice President;
10. Support staffing levels and training for Council members;
11. Alders serving on BCCs;
12. Appointment of alders to BCCs;
13. Appointment of residents to BCCs;
14. Alders as chairs of BCCs; and
15. Structural and procedural issues relating to equity and meaningful engagement of residents in council decision-making, including time, place and length of Council meetings, budget development, barriers to resident participation and accountability.<sup>3</sup>

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<sup>2</sup> <https://www.youtube.com/user/BrendaKonkel/videos>. These recordings were not done by the City and are not part of the Official Record of the proceedings. However, they could be useful to anyone wishing to learn more about the Subcommittee and its work.

<sup>3</sup> In discussing these issues below, they are rearranged to group them by subject area.

The Subcommittee worked through this plan twice. In doing so, it observed that while the Resolution posed these issues separately, they are very much intertwined. For example, the Subcommittee noted that switching to a Common Council comprised of full-time alders (Topic Area 1) would require a reduction in the number of districts/alders (Topic Area 3) and, very likely, the provision of additional staff for alders (Topic 10).

Despite this interrelatedness, the Subcommittee believes that any overall recommendations the full Task Force makes should take into account the pros and cons of making changes to each specific issue or topic area so that the Task Force can be aware of the overall impact of any decision. Thus, for each issue, the Subcommittee compiled a list of pros and cons to making changes in each topic area.

When considering these issues, the Subcommittee urges the Task Force to also address underlying philosophical issues that relate to the purpose and function of city government. For example, when considering whether to have full-time alders or increase alder pay, the Task Force should consider more basic questions, such as whether membership on the Common Council should be viewed as a "government job" or a "volunteer public service."

**III. The Subcommittee identified the positive and negative aspects of the various issues raised by the Resolution and, in a few instances, reached consensus regarding which alternative may be best for the City.**

***a. Full-time vs. part-time alders.***

The choice between full-time or part-time alders is a critical decision that probably should be the first decision made. Some very significant issues are effectively decided by the choice made here.

The Subcommittee noted that moving to a Common Council with full-time alders could have the following positive effects:

- Having alders who are able to dedicate all of their professional time to the work of the city instead of balancing multiple jobs and responsibilities;
- Making the position of alder more attractive to candidates who may otherwise be unable to participate on a part-time council with part-time pay;
- Having alders who would likely have larger districts, making Madison's residents per council member closer to other cities, thus possibly changing the level of influence a small group of residents can have on a single alder (could also be viewed as a negative); and
- Having alders who may be better positioned to consider the best interest of the entire city and not necessarily just their individual districts.

The Subcommittee also noted possible negative effects of moving to a full-time council, including:

- Professionalizing the position of alder, resulting in bigger campaigns, more money, and more influence from moneyed interests;
- Creating alders who may be less connected to their constituents and more removed from local or district issues;
- Discouraging individuals from running for alder for fear of leaving a current job and then losing re-election two years later; and
- Risk losing the varied backgrounds and job experiences often found on a larger part-time Common Council.

In addition, the Subcommittee noted it was unsure whether moving to a full-time Council would have a tangible impact on representation or participation by communities of color and low income.

Ultimately, the Subcommittee did not reach consensus on whether the TFOGS should recommend moving to full-time alders. However, as noted above, any decision made by TFOGS on this issue would likely drive the decisions on other issues listed below. Accordingly, the Subcommittee recommends that TFOGS strongly consider deciding this issue first.

***b. 2-year vs. 4-year terms for alders.***

The Subcommittee noted that the current 2-year term requires more frequent campaigns and, thus, more direct alder-constituent contact. However, the more frequent campaigns also end up requiring new alders to run for reelection just as they are becoming familiar with the position and, potentially, has the effect of driving up overall campaign costs (for both the alder and the city) by requiring more frequent elections.

The Subcommittee noted that 4-year terms may also have some negative effects, including professionalizing campaigns, discouraging candidates who may not know whether they will be living in a district for longer than two years, and creating the possibility that vacancies would result in aldermanic seats being filled for longer periods of time by political appointees rather than by elected officials.

The Subcommittee reached consensus that moving to 4-year terms was likely in the best interest of the City and that some of the negatives associated with a 4-year term could be addressed by new rules such as, for example, requiring special elections (or, elections at the next general election) for vacant seats. The Subcommittee noted that this change would be especially critical if the TFOGS recommends moving to full-time alders, as discussed above.

***c. Term limits for alders.***

The Subcommittee noted that term limits may result in fresh candidates and new ideas. Moving to term limits may also result in more competitive elections and, perhaps, less influence from outside groups. At the same time, the Subcommittee noted that imposing term limits would deprive the Council of experienced leaders, infringe on the democratic process, increase the

influence outside professionals or staff may have on short-time alders, and impact the ability of alders to follow through on long term projects or funding.

The Subcommittee also noted that the part-time council tends to term limit itself, with most alders likely to spend 6-8 years or less on the Common Council. Thus, while term limits may be a good idea if the City moves to a full-time Council by discouraging "career" politicians, it likely is not necessary for the current part-time structure. Accordingly, the Subcommittee reached consensus that it is not in the best interest of the City to impose term limits unless, perhaps, the City moves to full-time alders.

***d. Length of Council president and vice-president terms.***

The current 1-year term of the Council president and vice-president results in frequent turnover of the positions. As a result, the Subcommittee noted that by the time the Council president becomes comfortable in the role of Council President their term is almost over. Increasing the term to two (2) years would alleviate this potential problem. However, increasing the term to 2 years (the length of a current Common Council term) would mean that some members only serve under one President. Moreover, it would reduce by half the number of members who are allowed to cycle through the position and become familiar with the role.

During the time period that the Subcommittee met, an ordinance was introduced and referred to the TFOGS that would increase the Council President's term to two years. The TFOGS noted that the Subcommittee had not reached consensus on the issue and the full TFOGS had not yet addressed it and, therefore, chose to recommend to place the ordinance on file without prejudice.

On Tuesday, March 5, 2019, the Common Council voted to place the proposed ordinance on file without prejudice.

***e. Total number of alders/districts.***

The Subcommittee noted that reducing the number of alders and districts was intertwined with the issue of whether to have full- or part-time alders. For example, if the TFOGS recommends moving to full-time alders, then it would likely, for financial reasons, need to reduce the number of alders and districts. Thus, many of the positive and negative effects noted for moving to full-time alders would apply to a potential reduction of alders and districts as well:

Positive Effects of Full-Time Council (and larger districts):

- Having alders who are able to dedicate all of their professional time to the work of the city instead of possibility balancing two jobs and any other responsibilities they may have;
- Making the position of alder more attractive to candidates who may have otherwise been unable to participate on a part-time council with part-time pay;

- Having alders who would likely have larger districts, making Madison’s residents per council member closer to other cities, thus possibly changing the level of influence a small group of residents can have on a single alder (could also be viewed as a negative); and
- Having alders who may be better positioned to consider the best interest of the entire city and not necessarily just their individual districts.

Negative Effects of Full-Time Council (and larger districts):

- Professionalizing the position of alder, resulting in bigger campaigns, more money, and more influence from moneyed interests;
- Creating alders who may be less connected to their constituents and more removed from local or district issues;
- Discouraging individuals from running for alder for fear of leaving a current job and then losing re-election two years later; and
- Risk losing the varied backgrounds and job experiences often found on a larger part-time Common Council.

The Subcommittee revisited this discussion in a later meeting. After much discussion, the consensus of the Subcommittee was that reducing the size of the council would not necessarily result in better representation. In fact, they noted that larger districts could reduce the likelihood of electing a person of color by eliminating districts (like District 14) that were drawn to give people of color a greater chance of being elected.

The Subcommittee also explored the philosophical underpinnings of the job of alder and indicated support for the resident-alder “volunteer” focused on service rather than professional politics. This could be impacted by moving to a smaller council with larger districts.

Finally, the Subcommittee discussed the possibility of increasing the size of the Council or keeping the size of the Council the same (20 alders) but having 10 larger districts (with two alders per district). Neither possible change gained much momentum.

Ultimately, the Subcommittee did not reach consensus that changing the size of the Council was the best way to address issues like representation. Furthermore, they noted that 70% of the Government Official survey and nearly all former Mayors opposed reducing the size of the Council. Subcommittee members noted, however, that such a response isn’t necessarily a reason to maintain the status quo, which has historically worked well for some, but not all, Madison residents.

***f. At-large vs. geographic districts.***

The Subcommittee noted that having geography in and of itself as a basis for district delineation can be an inherent problem that promotes parochialism and strengthens the impact a neighborhood association or other local interest group can have on a particular alder. Thus,

the Subcommittee noted that moving from geographic to at-large districts could have the positive effect of requiring alders to consider issues in relation to what is good for the entire city, not just their district or the individuals who are able to participate in the discussion. The Subcommittee noted that, though unknown for sure, moving to at-large districts may increase representation with more people of color being elected.

These potential positive effects of at-large districts could, the Subcommittee noted, come at the cost of forgoing some of the positive effects of geographic districts, including 1) promoting a greater awareness of district specific issues, 2) giving residents a direct connection to their geographic alder and making resident engagement easier, 3) making it easier for alders to directly interface with particular neighborhood groups or associations. Moreover, the Subcommittee noted that while moving to at-large districts could increase representation, it could also have the opposite effect, citing Janesville as an example of a city with at-large districts with all members hailing from the wealthy side of town.

The Subcommittee also discussed the possibility of moving to a hybrid system of both at-large and geographic districts. This would make it possible to combine some of the positive aspects of both. However, the Subcommittee noted that many cities using a hybrid system have a City-Manager form of government where the mayor is the only at-large member of the Common Council. The Subcommittee noted that were there more than one at-large member, this could result in an unequal power dynamic where the at-large members have (or at least claim) more influence than geographic members. It may also create a slate of potential contenders to the mayor because at-large alders are elected city-wide.

When the Subcommittee revisited this issue, some members grew more comfortable with the idea of moving to at-large districts, citing the long history of Madison having an under-representative Common Council (compared to the history of the Madison School Board), thus questioning whether there could be any real downside to trying an alternative form. Ultimately, the Subcommittee did not reach consensus whether the City should change the numbers of alders/districts.

*g. Compensation levels for alders.*

One of the core issues facing the Common Council is the amount of time required for service, which raises, among other issues, whether alders are being properly compensated for their time. The time alders spend on city business depends on the alder, with some working 10-20 hours per week and others upwards of 30-50 hours per week. Their time is spent attending BCC and Common Council meetings and completing the general work of an alder (addressing constituent concerns, pursuing policy objectives, and communicating with City staff). Thus, the Subcommittee considered whether increasing the compensation level for alders would 1) properly compensate alders for time spent on city business, 2) attract more candidates to run for alder, or 3) make it more feasible for low-income individuals to serve on the Common Council.



The Subcommittee agreed that they generally view the position of alder as being one of service, not profession -- thus affirming the traditional Madison view of the Council -- suggesting that pay should not be the primary feature of the position. Also, Subcommittee members questioned whether, as a matter of principle, alders should be paid more than the living wage set by the City unless and until the City raises the living wage. Other members noted, however, noted that the current salary (roughly \$13,000 per year) may discourage certain residents, including those of low income, from running for alder because of the significant time commitment and lack of compensation or other resources (childcare, parking, etc.) to make the job more feasible. Thus, the Subcommittee noted a quandary: pay alders too little and you risk discouraging participation and making the job of alder more difficult given the significant time requirements; pay alders too much and you risk professionalizing the position and using money for alder compensation that could be used for resident services. Brenda Konkel pointed out that, in addition, some low-income residents may actually be dissuaded from becoming an alder if the salary was too high that it risk other benefits, although, under state law, elected officials may decline all or part of their salary.

The Subcommittee did not reach consensus on whether the salary should be raised, but suggested the TFOGS should obtain rough estimates of what certain increases may cost. Further, and as detailed below, the Subcommittee noted that the TFOGS could recommend initiatives other than a bump in salary (such as providing child care, providing more staff assistance and reducing the level of required service to BCCs) that may help alleviate some of the stresses of being alder. These alternative initiatives may reduce the hours required of alders, effectively giving them an increase in pay.

***h. Support staff for alders.***

The Subcommittee noted that adding staff support for Common Council members, either through direct staffing in the Common Council office or through support provided by an Office of Resident Engagement and Neighborhood Services (ORENS), would reduce time pressure on alders and effectively be an increase in compensation.

***i. Alders service to BCCs.***

The Subcommittee deferred this issue to the BCC Subcommittee but noted that BCC services is one of the major draws on alder time, and, as noted above, reduction of time spent on BCCs related to alder compensation.

***j. Staggered alder terms.***

The Subcommittee reached consensus that the TFOGS should recommend against moving to staggered terms. It saw no real advantages to moving to staggered terms, even if the City were to increase Common the Common Council to 4-year terms, make it full-time, or change the characterize of district representation (i.e., at-large versus geographic). One specific negative

aspect of moving to staggered terms would be to potentially end up with low turnout for elections staggered opposite the mayoral election.

***k. Redistricting considerations and diversity representation after the 2020 Census.***

The Subcommittee does not believe the TFOGS is in a position to make any recommendation on this issue. It noted the limitations of the federal census in identifying all residents, the complex nature of Madison's historical housing patterns, and how these two combine to make "districting" a difficult marker for representation. The Subcommittee suggests that an expert be consulted after the 2020 census to consider this issue in a way that takes into account these two challenges.

***l. Power to appoint alders to BCCs.***

This power now resides with the Mayor, except for the Common Council Executive Committee (CCEC). Madison's decision to grant to the executive the authority to appoint alders as members of all committees, including legislative committees, is very unusual. For example, neither in Congress nor in the Wisconsin Legislature does the executive appoint members of the legislature to the legislative committees.

The doctrine of separation of powers suggests changing this process. A good argument can be made that the appointments of alders to committees ought to be made by the Council President, perhaps with input from the CCEC. The current system concentrates authority and power in the Mayor. Moving this power to the Council President would be more congruent with the separation of powers between the executive and legislative branches.

The Subcommittee noted that Madison (and perhaps other municipalities) differs from the state and federal models in that some of Madison's BCCs serve both administrative and legislative roles. As such, the Subcommittee suggested that this argument may have less force for those BCCs that are more administrative or operational in nature, compared to BCCs that are legislative or policy making.

***m. Power to appoint residents to BCCs.***

Many of the arguments about separation of powers for alder appointments could also be made for resident appointments, since the residents also serve on many legislative committees. However, the Subcommittee noted some key differences that may argue against transferring the power to appoint residents to the Council President. For example, the Mayor remains the only office elected citywide and, as such, the Mayor deserves the right to appoint those who are likely to understand Mayoral policy initiatives. Additionally, appointment of residents is not as invasive of separation of powers as appointment of members of the legislative body because it does not involve the executive branch exercising power over the legislative branch. Finally, there is a very practical problem with the Council President having the time, even assuming some expanded staff assistance, to make and maintain some 700 BCC appointments.

The Subcommittee discussed an alternative where the Mayor would retain the appointive authority, but the City would codify a consultative process with the Council President on appointments. The Council participation might provide a broader perspective of potential appointees, with a wider range of potential appointees. A similar idea is discussed in Section VI. c. of the BCC Subcommittee Report.

The Subcommittee suggested that if the City moves to full-time alders, the above analysis could change.

*n. Alders serving as chairs of BCCs.*

The Subcommittee deferred this issue to the BCC Subcommittee.

*o. Structural and procedural issues relating to equity and meaningful engagement of residents in council decision-making.*

The Subcommittee noted several structural and procedural aspects of the current Common Council structure that discourage or inhibit resident engagement. Currently, Common Council meetings are held at 6:30 p.m. every other Tuesday. Members of the public are allowed to speak at Common Council meetings for five (5) minutes at public hearings and three (3) minutes for other agenda items. Meetings are run according to Robert's Rules, which assist the Common Council to run an orderly meeting. Finally, the Common Council utilizes the consent agenda to quickly move through non-controversial items.

Despite these known characteristics, the Subcommittee noted many challenges to the current structure of Common Council meetings, including:

- Meetings continue into the night and sometimes into the early morning because there is no time limit for debate. Also, meetings often begin with lengthy proclamations that delay the more substantive work of the Common Council. Finally, Madison is, relatively speaking, unique in that it allows extensive public input at each meeting. Meetings may become lengthy because there is no limit to the number of public attendees who may testify. The Subcommittee noted that late meetings can be a major barrier to residents who work early the next day, take public transportation that stops operating after a certain hour, or have other evening commitments. Furthermore, late meetings tax older members and residents as well as anyone who tends not to function well late at night or on little sleep. Yet, many very important decisions are made late at night or early in the morning, such as the budget.
- It is good to allow public comment, but this may be less impactful than it should be because the current structure requires physical presence at a downtown location, a limited amount of time to speak, and the uncertainty of knowing when a specific item will be called to the floor. Thus, public engagement in this form tends to be anecdotal rather than empirical and objective, and policy decisions can be manifestation of input received by those few who are able to attend and express their personal opinions.

- It is good to have a known time and place for meetings, but this may serve as a permanent barrier to entry to those who cannot travel downtown or work at night. Moreover, a lack of parking downtown and lack of childcare may further inhibit participation by privileging those who can afford to pay for childcare and parking so that they can attend a Council meeting.
- Robert's Rules provide some structure, but other rules are often enforced unevenly or not at all. For example, there is a rule regarding how long alders can talk on any one item, but it is not enforced.
- Robert's Rules themselves can be problematic because few know and understand them and they may be intimidating or confusing to anyone who is not familiar with them.
- The physical set up of the Council chambers is, in and of itself, not conducive to public engagement because the public is pushed off to the side.

The Subcommittee also noted many challenges surrounding other aspects of the Common Council decision-making process, including primarily that Legistar is very difficult to use and, therefore, information regarding upcoming Council decisions is difficult to obtain.

**IV. The Subcommittee identified a range of possible solutions to address any negative aspects of the current structure of the Common Council.**

The Subcommittee generally agreed on a range of possible actions the City could take could improve resident engagement even if not changes are made to government structure:

- Provide day care for people attending meetings.
- Validate parking for people attending meetings.
- Do proclamations at another time, possibly at 5:30 p.m. before the legislative business begins at 6:30 p.m.
- Allow videos to be submitted for testimony.
- Allow live public participation at Council meetings by electronic means such as the internet or from remote centers of the city.
- Allow public comments on agenda items to be considered in advance of a meeting by allowing individuals to register in favor or opposed through a system that notifies residents of decisions to be made and asks for input.
- 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 taken up by the Council. This may prevent residents from leaving the meeting when their item is not taken up until late at night.
- Vary meeting locations.
- Make written comments available to the public and Council members at the time of the meeting.
- Avoid late-night meetings. Reduce overall length of meetings.

- Adhere to and/or change current rules regarding the length of alder statements at Common Council meetings.
- Improve accessibility of Legistar.
- Create way for people to provide input in Legistar or some other appropriate platform.
- Provide classes for the public to learn how to use Legistar.
- On 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.
- Continue working towards having 311 number for city services.
- Maintain subscription lists for Common Council and BCC items so that residents can be made aware of issues coming before a body through an email blast or text message.
- Review customer relation software options that may create better processes for residents to navigate city services, such as through ticketing system where issues are ticketed, followed up on my staff, and then the results reported back to the person requesting the service.
- Consider the option of bifurcating public testimony and legislative sessions.
- Add more than just the name of meetings to the city calendar so that more information can be obtained with 1 click, instead of requiring multiple clicks to get relevant and substantive information about a meeting.
- Consider the possibility of creating an Office of Resident Engagement and Neighborhood Support (ORENS).
- Consider incorporating specific recommendations from the Austin (TX) 2016 Engagement Study, which focuses on five major themes: 1) Make information clear, relevant and easily accessible; 2) Make it easier for people to give input in ways that are convenient, accessible and appropriate for them; 3) Explain how input will be used and show how that input had an impact on the decision made; 4) Ensure that everyone who cares about an issue or is impacted has an opportunity to engage; and 5) Ensure that City staff has the support, training, tools and resources to do engagement well. For a complete list of specific recommendations consider reviewing Austin's engagement report.<sup>4</sup>

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<sup>4</sup> <https://madison.legistar.com/View.ashx?M=F&ID=6955161&GUID=A177A6EB-EE87-4A04-9F61-627040D223BF>

**V. The Subcommittee further explored the current state of City Technology and what changes are necessary to increase resident engagement through technology.**

As noted above, one of the major challenges facing the Common Council, regardless of the structure it ultimately takes, is the inability to facilitate resident engagement and participation through technology. The Subcommittee received a presentation from City IT Director Sarah Edgerton and IT Media Leadworker Boyce Johnson to discuss the City's existing and future capabilities.

A memorandum prepared by City IT is attached to this Report summarizing their presentation. The Subcommittee came away from the presentation believing that the City needed to invest in and prioritize those technological advancements that would address this problem, including the ability to 1) broadcast or stream Common Council meetings from a variety of locations in the City, 2) facilitate remote resident and member engagement, and 3) facilitate other forms of resident engagement through the use of technology.

The Subcommittee acknowledged the City's current limitations, but noted that other City's have been doing some of these things for quite some time and questioned why the City has not invested the resources to do it as well. The Subcommittee thus requested that City IT to prepare an estimate of the cost of the technological advancements discussed that would allow the City greater ability to hold meetings in remote locations and allow residents to participate from remote locations. The Subcommittee will provide this Report to the TFOGS as soon as it is received.

**VI. Conclusion**

The individual structure issues addressed by the Subcommittee are, in most cases, very intertwined. Thus, the Subcommittee pointed out the positive and negative aspects of each changes so that the TFOGS can analyze to potential impact of any recommendation it makes.

The Subcommittee strongly believes that, even if no structural changes are made, the TFOGS can make recommendations about specific actions that could greatly improve resident participation and engagement and, hopefully, result a more inclusive and representative Common Council decision-making process.

**This Report was accepted and approved by the Common Council Subcommittee on March 8, 2019.**

CITY OF MADISON  
**INTER-DEPARTMENTAL**  
CORRESPONDENCE

 DATE: February 1, 2019 

TO: Task Force on the Structure of City Government ("TFOGS")

FROM: Sarah Edgerton, IT Director  
Boyce Johnson, Digital Media Manager

SUBJECT: **Information Technology Presentation to TFOGS Subcommittee** on existing and future capabilities to hold meetings or take public testimony from remote locations

### Background

One of the most significant deterrents to public participation in local government, identified by TFOGS, is attending meetings downtown. Therefore, TFOGS would like to pursue the idea of offering remote locations for meetings.

The TFOGS Task Force asked Information Technology (IT) staff to prepare a memo to discuss what it would take to hold meetings or take public testimony from remote locations. They also asked IT to discuss what capabilities the City currently has to do these things now, and what it would take in terms of investment, such as, the costs of such a system, staffing, and/or what alternatives might exist to provide these services to our residents.

### The Current State and Future State: Madison City Channel Coverage by the Media Team

The Media Team currently covers regular meetings of eight bodies for an average of just under 12 meetings a month. In addition to 137 such meetings covered in 2018, we covered 55 special meetings, including presentations before the Common Council, Department/Division Head Meetings, and meetings of bodies such as the Oscar Mayer Advisory Committee, Police Policy Review Committee, Work Group on Surveillance Policies, and Task Force on Government Structure. We also covered 56 non-meeting events including press conferences, award ceremonies, and panel discussions. Additionally, there were 77 studio productions, 85 field productions for video projects, and 56 Monona Terrace productions.

## Future State: Testimony Via Video Recording

Allowing public testimony via video recording could mean one of two things: It could mean submitting some kind of pre-recorded video file to a body or it could mean using some kind of videoconferencing technology to present live testimony to a body from a remote location.

If it's the former, the video recording could either be accepted by the body as a communication or correspondence or it could be treated as testimony. In either case, there would have to be rules about what formats are acceptable and submissions would have to be received with ample time allowed to be reviewed by staff and transcoded into a format that would be accessible to members of the body. This would likely mean publishing them as streaming files that could be accessed via a link. If it's treated as correspondence, a link could be provided along with other letters, email messages, etc. received by the body. Presumably, open records laws would apply in the same way for any of these formats. If it's treated as testimony, the meeting would have to be held in a room with video playback equipment that would allow it to be seen and heard by members of the body and any staff or members of the public in attendance. If the meeting was covered for Madison City Channel, it would need to be in a room in which that content can be captured so that it can be seen and heard by the television and/or streaming audience. People who testify in person have to fill out a form to verify their identification and address and identify affiliations or lobbying activity. There would have to be an online process to gather that information and match it to submitted video testimony. Video correspondence or testimony has the same drawback as written correspondence in that it affords no opportunity for members of the body to ask questions. It's also potentially problematic in that not everybody has access to technology to record testimony, and there could be a large range in quality among submissions based on the kind of technology and expertise accessible to various users.

If it's the latter, videoconferencing methods identified for use by members of the body could also be employed by the public. In either case, equipment would need to be available in the room to ensure that members of the body could see and hear the person on the far end of the conference, and that the person on the far end of the conference could see and hear all members of the body and any presentation materials that are visible and audible in the room. Madison City Channel coverage would require the person on the far end of the conference to be seen and heard by the television and/or streaming audience, as well. There are currently no rooms that allow this functionality. One of the rooms in the remodeled Madison Municipal Building was designed for integrated videoconferencing and Madison City Channel coverage, but the videoconferencing features have not been added yet.



# EXHIBIT E

# Boards, Commissions, and Committees Subcommittee Report to the Task Force on Government Structure

March 12, 2019

## I. Introduction

The Resolution (RES-17-00714; **Legistar File 47707**) creating the Task Force on Government Structure (“TFOGS”) specifically charged the TFOGS with considering the following issues with regard to the City’s Boards, Commissions, and Committees (“BCC”) Structure:

- The use of resident, Common Council and staff members in the City’s BCC System;
- The scope and nature of the powers of the City’s BCCs, including how they report to the Common Council and how their recommendations are received;
- The frequency and time of day of both Council and BCC meetings;
- The extent to which state statutes impact the City’s BCC structure;
- The efficacy of BCC models and practices of cities similar to Madison;
- The effects of the City’s BCC structure on efforts to increase racial equity and social justice;
- Best practices for ensuring municipal decision makers are representative of, connected to and accountable to all members of the community; and
- Other methods for creating multiple avenues for resident participation in government without privileging decision-making based on the time and ability to attend meetings.

The Task Force created the Boards, Commissions, and Committees Subcommittee (“Subcommittee”) to help to assist in the consideration of these issues. The Subcommittee consisted of Justice Castañeda (Chair), Eric Upchurch, Maggie Northrop, Alder Rebecca Kemble, and John Rothschild. The Subcommittee met eleven (11) times between October and the writing of this Report. Materials considered by the Subcommittee can be found in **Legistar file 50732**, including agendas, detailed minutes of each meeting, and copies of documents discussed by the Subcommittee.<sup>1</sup> Additionally, Madison resident and former alder Brenda Konkel attended, participated in, and recorded most of the Subcommittee’s meetings. The recordings can be viewed on Ms. Konkel’s website.<sup>2</sup>

This Report will describe the process used by the Subcommittee to consider the issues listed above, identify the key issues and themes that arose out of the Subcommittee’s discussions, and identify alternatives meriting further discussion by the full TFOGS. It is not the intent of this

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<sup>1</sup> <https://madison.legistar.com/LegislationDetail.aspx?ID=3712890&GUID=E0CF56D3-53AF-4C5B-B261-C88E7E0CE1AF&Options=ID|&Search=53672>

<sup>2</sup> <https://www.youtube.com/user/BrendaKonkel/videos>. These recordings were not done by the City and are not part of the Official Record of the proceedings. However, they could be useful to anyone wishing to learn more about the Subcommittee and its work.

Report to recommend that the TFOGS take a specific course of action, but rather, to lift up major issues for further discussion by the Task Force and highlight a range of possible actions that could address those issues.

**II. The Subcommittee created a work plan to discuss the issues identified in the Resolution.**

The Subcommittee developed a work plan that required it to: 1) discuss the current structure of the City's BCCs, 2) identify the strengths and potential of the current structure, 3) identify the challenges of and potential alternatives to the current structure; and 4) issues related to appointment to and service on BCCs. The Subcommittee discussed each of these items through the lens of equity, representation, accountability, and participation.

**III. The City's current BCC structure was intended to serve as a robust forum for resident participation.**

The Subcommittee began by discussing Madison's history as a progressive city that values resident input and a robust participatory democracy. It noted that the City's BCC structure was likely conceived to typify these notions. For example, the Subcommittee noted that the current BCC structure contains nearly 100 BCCs which create numerous avenues for resident participation on issues and decisions facing the City. In addition, the BCCs can serve as a way to educate residents about local government and the various ways they may be able to participate in it, thus encouraging future involvement, perhaps even inspiring some to chair a committee or run for elected office. Also, because the current structure requires alders to serve on the BCCs, the Subcommittee noted that the BCCs provide a forum in which residents can have direct and substantive interaction with their alders on issues facing the City.

The Subcommittee further recognized that residents aren't the only ones who potentially benefit from this large structure. As a city that has 20 part-time alders, the large BCC structure provides a tangible way for alders to gain resident perspective and analysis that supplement their own perspective and analysis and assist in Common Council deliberations.

Finally, the Subcommittee noted that the current BCC structure could benefit the structure as a whole by diluting the influence of any one alder or BCC by spreading alders and issues out of over many BCCs.

**IV. Though well intended, the City's BCC structure is challenged by inadequate representation, lack of defined purpose and accountability, low levels of resident participation, and inequitable distribution of staffing and resources.**

Despite these potential positive characteristics, the Subcommittee discussed how, in practice, the current BCC structure faces serious challenges with respect to core issues of accountability, effectiveness, representation, and resident participation. Thus, the Subcommittee fears that the current BCC structure, though perhaps initially intended to serve as

a robust forum for resident democracy, may, in fact, serve as little more than a veneer of representation and participation.

The Subcommittee noted these key challenges:

***a. The high number of BCCs results in a drain on resident, staff, and alder time.***

The Subcommittee noted it is very likely there are simply too many BCCs and that, as a result, they create a significant drain on city resources.

The City's current BCC structure includes nearly 100 separate BCCs<sup>3</sup> with approximately 700 membership positions. Of those 700 membership positions, approximately 126 of them must be filled by alders. Additionally, city staff provides support to all of these BCCs. Each BCC has city staff dedicated to administrative matters such as arranging meetings, creating agendas, taking notes, generating minutes, and acting as liaison between the BCC, chair, staff, and alders. Additionally, other city staff often must attend BCC meetings to provide substantive information relative to issues or topics that come before the BCC. Finally, the City must provide the infrastructure for these meetings, which comes at a financial cost.

The Subcommittee noted that all of this (many BCCs requiring much time and resources) is not, in and of itself, a bad thing, unless it fails to produce a quality product that is representative of the entire city. Other indicators suggest the current BCC structure lacks effectiveness and is not representative of the entire city.

***b. The current BCC structure appears to lack diversity.***

The current BCC structure appears to lack diversity of members with respect to the aldermanic districts in which members live, the number of BCCs on which each alder serves, and race. For example, 38% of members (268/699) come from Aldermanic Districts 4, 6, 11, 13, and 19 while 12.5% of members (88/699) come from Aldermanic Districts 1, 7, 8, 9, and 16. Also, the number of BCCs served by each alder varies depending on the alder. Of the twenty (20) alders, six (6) alders serve on as many as 9-14 BCCs while five (5) alders serve on as few as 2-4 BCCs. Finally, of the current BCC members, 21% are people of color. Although the Subcommittee does not have data pertaining to the socioeconomic status (SES) levels of BCC members, it also noted the possibility that individuals with lower SES levels are underrepresented on the City's BCCs.

The Subcommittee noted that this suggests the current composition of the City's BCCs lack diversity in a number of ways, potentially making it unrepresentative of the entire City. Thus, while the BCC system is supposed to create a robust forum for resident democracy, the

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<sup>3</sup> City staff conducted a survey of cities similar to Madison. Most cities of similar size (~250,000) generally have between 25 and 50 BCCs. Other state capital cities with flagship universities have between 12 and 33 BCCs, except Salt Lake City, which has 77. Other Big ten cities have between 11 and 50 BCCs. Moreover, the nearly 100 BCCs cited in this Report are only those BCCs that are listed in Legistar. Other BCCs, like Subcommittees and some ad hoc committees, are not listed in Legistar. Therefore, the true number of BCCs in the City likely exceeds 100.

opposite may well be true, providing only a forum for those with the time and resources to work within it. As a result, the decisions and recommendations made by the BCCs are likely being informed by just a subset of the city's population.

*c. The current BCC structure lacks consistent accountability.*

The Subcommittee noted that the current BCC structure does not promote accountability. Some BCCs appear to operate on their own with little or no accountability to another BCC or the Common Council. For example, some BCCs appear to take on issues that are not within their stated purpose or jurisdiction. Moreover, there is no system in place for the City to periodically evaluate whether a BCC remains necessary. Finally, there is no formal system in place to ensure that BCC members and chairs are educated on the purview of their BCC and trained on matters related to BCC work. This lack of accountability results in an unevenness in how BCCs function within the BCC structure.

*d. BCCs vary in levels of authority and influence.*

The Subcommittee noted that the level of authority of BCCs varies widely. Some BCCs are required by state statute and have final authority on certain decisions. Other BCCs are creatures of city ordinance or resolution. These BCCs have varying levels of authority ranging from final authority subject to appeal to the Common Council to strictly advisory recommendations to the Common Council. While the Subcommittee recognizes the need for BCCs to have varying levels of authority, it does not believe that these levels necessarily indicate the level of influence the BCCs have on City decision making. In other words, some BCCs with only advisory authority may have varying levels of influence on the Common Council. This disparity in authority may also have an impact on a resident's desire to serve on a BCC if they believe their time will be wasted because the BCC on which they serve has little to no authority or influence.

*e. Some BCCs lack a well-defined purpose, have appeared to outlive their stated purpose, or have a purpose that overlaps the purpose of other BCCs or city staff.*

The Subcommittee noted that some BCCs lack a well-defined purpose in the ordinance or resolution creating them. These BCCs are more likely to venture into areas or considerations that are outside of their topic area. Moreover, these BCCs tend to become more akin to discussion groups with, perhaps, agendas that contain few, if any, action items. As a result, the work of these BCCs may or may not end up having any discernable effect on City government yet remain a significant draw down of resident, staff, and alder time.

The Subcommittee also noted that some BCCs may have outlived the stated purpose. As a result, there may be some BCCs that could be eliminated with little or no impact on city decision-making, thus making the overall BCC structure more streamlined and easier to support.

Finally, the Subcommittee noted that numerous BCCs appear to have a purpose that either overlaps with other BCCs or are topics or issues that are or could be handled by staff or Non-

Governmental Organizations (NGOs). Again, the Subcommittee noted that eliminating or combining some of these BCCs could further serve the purpose of streamlining the BCC structure.

The Subcommittee thinks it is beyond the capability of the Subcommittee to identify individual BCCs that should be recreated with a more defined purpose, eliminated because no longer necessary, or combined because of redundancy, the TFOGS may be able to do so or to at least recommend that the Common Council consider reducing the size of the BCC structure, in part, by looking at these three recurring factors among current BCCs. The Subcommittee noted that one of the alternative organizational structures discussed in Section VI.a. of this Report and developed by the Office of the City Attorney does attempt to eliminate and/or combine certain BCCs using this method.

***f. The high number of BCCs with varying and sometimes overlapping purposes can result in multiple referrals that slow down City processes and frustrate residents.***

The Subcommittee noted that it is not the role of government to be “efficient.” At the same time, the Subcommittee noted that the current BCC structure can result in a single action item being referred to multiple BCCs with overlapping jurisdiction. At times this not only slows down City processes but makes processes unclear and decisions elusive.

***g. The logistical processes (meeting times, locations, rules, and infrastructure) used by the current BCC structure may not facilitate member or resident participation.***

The Subcommittee noted that as public bodies the City’s BCCs are subject to state open meetings and public records rules and Robert’s Rules of Order. With these rules as a foundation, the City’s BCC system encourages (and in many ways requires) an individual’s physical presence in order to participate in a meeting, either as a member of the BCC or an interested resident. Moreover, the BCC meetings are often held at night in a downtown location where parking is limited. Meetings tend to run long and the public is generally restricted, by rule, from speaking longer than three (3) or five (5) minutes.

The Subcommittee also noted that the City’s legislative information system (Legistar) is difficult to use, thus inhibiting the public’s ability to learn about meetings, find agendas, review minutes, or look at documents related to decision making.

Finally, the Subcommittee believes that the City lacks the technology and resources to record or livestream all BCC meetings or to facilitate any remote participation by BCC members or the general public.

The Subcommittee noted that these logistical processes and infrastructure challenges inherent in BCC meetings make the current structure uninviting and, therefore, difficult for all residents to access. In one meeting, the Subcommittee noted the reluctance of people to serve on BCCs either because it is a “waste of time” or that they had a more valuable use for their time, such as working or caring for their children. The Subcommittee suspected this may be particularly true for those with a lower socioeconomic status (SES).

***h. Staffing, training, and resources provided within the current BCC structure tends to be inadequate and uneven.***

The Subcommittee noted that the level of support for BCCs in the current structure varies widely. Some BCCs are supported by highly trained and knowledgeable staff, some are not. Some BCCs are run by highly trained and experienced chairs, some are not. Some BCCs are comprised of members who have been trained on or otherwise understand the purview of the BCC on which they serve, some are not. Some BCCs are afforded and or demand more city resources, some struggle to get staff input or resources.

The Subcommittee noted that this is not necessarily the fault of the BCC or individuals involved, but is likely a symptom of trying to support such a large BCC structure. Nevertheless, it tends to have the result of producing mixed results depending on which BCC is involved.

***i. The appointment process within the current structure could contribute to the lack of diversity and high vacancy rate on BCCs.***

In addition to the possible lack of diversity of members noted above, the Subcommittee also noted the high vacancy rate. Of the almost 700 BCC positions, there are currently approximately 200 vacancies.

Under the current structure, the Mayor appoints all members (alder and resident) to BCCs subject to confirmation by the Common Council. This system affords power to the chief executive to determine the policy direction of the BCCs. Yet, it also rests all of the responsibility for supporting the BCC members in one office. The Subcommittee noted that other cities split the appointment powers up between the executive and legislative branches and that, while some of Madison's BCCs serve dual executive and legislative functions, dividing up appointment powers could impact the City's ability to fill the BCCs with more diverse candidates.

In discussing this issue the Subcommittee noted the pros and cons of allocating some appointment power away from the mayor's office. Pros included having more hands on deck to address vacancies and find more diverse applicants. Cons included shifting the power of the Mayor, the city's chief executive elected city-wide, to a Council that is elected by geographic district. The Subcommittee noted that similar issues were addressed and discussed in Sections IV. i. and VI. c. and in Sections IV.i. and IV.d. of the Report. Additionally, further discussion of appointment powers and potential issues involving the separation of powers doctrine is contained in the Common Council Subcommittee Report.

***j. Alder service on BCCs and as chairs of BCCs***

The Subcommittee noted several times in this Report that service on BCCs is one of the major duties that consumes alder time. The Subcommittee also noted how some individual alders serve on significantly more BCCs than other alders. These issues could be addressed by reducing the

overall number of BCCs in the structure, reducing the obligation of alders to serve on current BCCs, and/or limiting the number of BCCs on which one alder could serve.

Additionally, the Subcommittee discussed whether alders should be allowed to serve as chairs of BCCs, something that is currently prohibited by City ordinance. The Subcommittee saw no reason to change this rule.

**V. The Subcommittee identified potential actions that could address some of the issues listed above.**

After discussing the above challenges to the City's current BCC system, the Subcommittee identified some actions that could address them:

- Reorganize the BCC structure to increase accountability and require annual review of BCCs relevance and usefulness.
- Combine BCCs that work on the same or similar subject areas.
- Eliminate BCCs that have outlived their usefulness.
- Eliminate BCCs that perform work that would better be performed by staff or a non-government organization.
- Provide better clarity of purpose for BCCs either through ordinance amendments or otherwise.
- Provide better training for chairs, members, and staff on the role of each BCC and the rules and procedures for running an effective meeting and achieving a meaningful result.
- Change the time, place, rules, and procedures of BCC meetings to create a greater likelihood of achieving diversity in participation and representation.
- Explore alternative forums of resident participation that may or may not take the form of a traditional BCC, including greater use of technology.
- Consider creating an Office of Resident Engagement and Neighborhood Support that would be responsible for, among other things, staffing, training, minutes/reporting for BCC meetings and for engaging residents on key issues coming before the City's BCCs.
- Employ a greater use of ad-hoc committees, with clearly defined mission, authorities, oversight, staffing and reporting requirements. Dissolve the ad-hoc committee once it completed its task.
- Increase representation and participation by conducting impact analysis for city decisions to determine which residents will be most highly impacted by a decision and put processes in place to reach out to those residents.
- Consider alternatives to the current BCC member appointment process such as splitting up appointment responsibilities between the Mayor and Common Council.



**VI. The Subcommittee further developed some of these potential actions.**

The Subcommittee further developed some of the potential action items it identified above for the TFOGS consideration.

- a. Reorganize current BCC structure around "lead committees," require alders to only serve on those committees, and have all other resident committees organized to report to one lead committee.*

Throughout its discussions, the Subcommittee consider alternative ways to organize the current BCC system that may alleviate the time required by alders to serve on committees and to increase the usefulness and accountability of all BCCs.

Possible alternatives centered on the idea of designating lead committees and resident committees. Alders would serve on lead committees which would oversee the resident committees grouped beneath it. The resident committees would be grouped, generally by topic area, under each lead committee and would be required to report to the lead committees.

Each year, all committees would be responsible for conducting a self-evaluation to consider its continued relevance and usefulness. These ideas are represented in both Option A developed by John Rothschild and B developed by the Office of the City Attorney, attached. Further, Option B considers the possibility of eliminating or combining some existing BCCs that have perhaps outlived their usefulness or have jurisdictions overlapping other BCCs. The Subcommittee noted that these are just two examples of possible structures that could be considered. Other possibilities were also suggested, including organizing the BCCs around the key components identified in the Comprehensive Plan and by Department/Topic area. The Subcommittee encourages the Task Force to discuss and consider various alternatives and concepts.

- b. Consider the creation of an Office of Resident Engagement and Neighborhood Support (ORENS).*

The Subcommittee noted that some of its concerns related to diversity, representation, staffing, resident engagement, and logistics could be addressed by a new office of staff dedicated to resident engagement and neighborhood support. The mission of this department would be to work toward better representation on BCCs and the Common Council of people of color and those living with low income.

The Subcommittee discussed that such an office could be responsible for the conducting the administrative functions associated with BCCs (agendas, minutes, etc.), assist with membership staffing of BCCs, the degree of resident engagement, representation, as well as many other functions.

The Subcommittee reviewed a draft proposal, which is attached to this report. As noted on the proposal, the Subcommittee recognizes that existing city staff could not be moved into this

new department without considering replacing that staff in their former department or reconsidering the duties of the impacted departments.

***c. Consider options for changing appointment powers.***

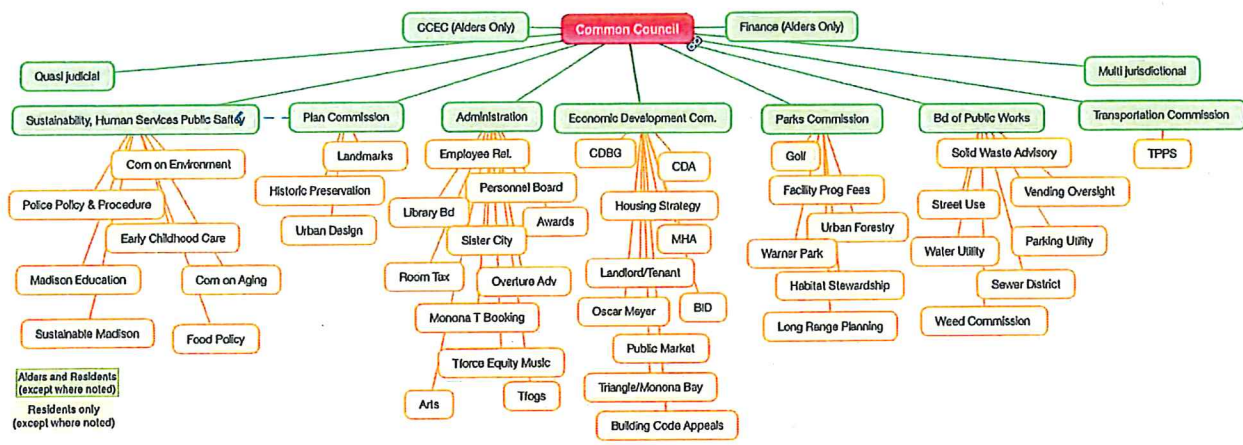
The Subcommittee identified three options for how to handle appointments to BCCs other than how they are currently handled. First, the mayor appoints all resident members and the CCEC appoints all alder members. Second, the CCEC appoints all members to policy-related BCCs and the mayor appoints all members to administration-related BCCs. And third, either the mayor or CCEC appoints all members but ordinance changes are made to allow the non-appointing entity have some identified right of refusal of appointees.

***d. Creating a technology plan that will improve resident engagement.***

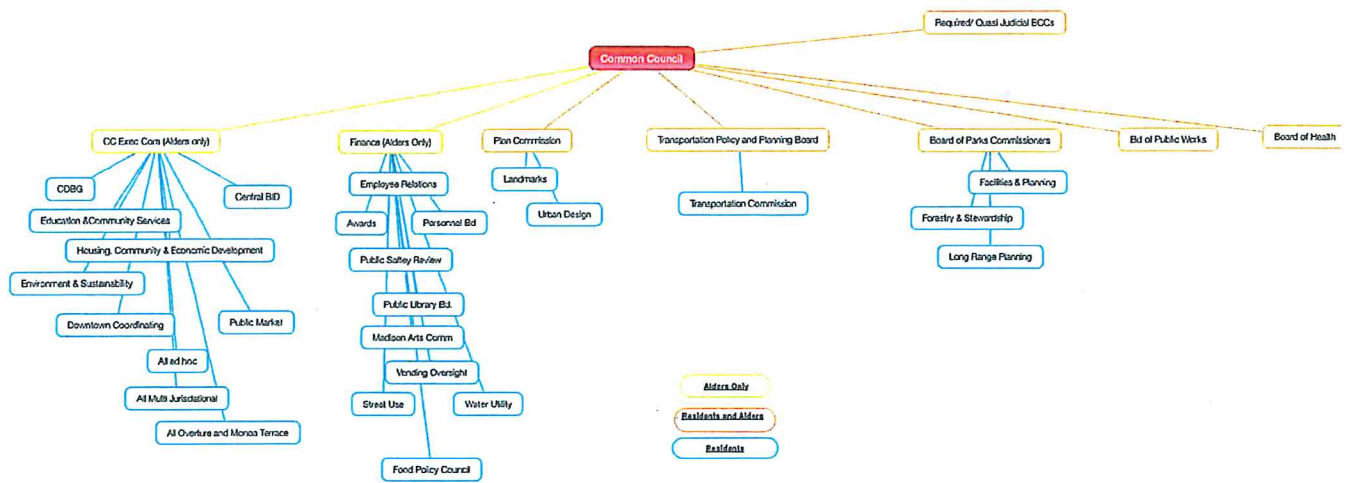
The Subcommittee believes a key component to increasing representation and resident engagement is to create a robust technology plan that will create new avenues for resident engagement. These include but would not be limited to 1) remote participation of BCC members and the public in BCC meetings, 2) notification or alerts of issues coming before BCCs, 3) platforms on which to submit feedback to certain items under consideration, and 4) a ticketing system that would allow residents to follow items of interest and see how they are resolved.

This Report was approved by the TFOGS BCC Subcommittee on March 8, 2019.

Proposed BCC Org Chart



City Alliance Proposed Alternative  
Committee Structure



Office of Resident Engagement and Neighborhood Support

DRAFT PROPOSAL (Changes after 2-5 BCC Sub meeting)

{DISCLAIMER: The subcommittee recognized that staff from existing departments could not be moved into a new department without considering replacing the staff that move or reconsidering the duties expected of the department from which they moved}

A recurring theme arising from the work of the Task Force on the Structure of City Government has been the need for better representation on Common Council and on City of Madison boards, commissions and committees from people of color and those living with low incomes. TFOGS has identified many barriers to participation, including:

- times and places of city meetings
- requirements for in-person participation
- lack of child care and adequate transportation
- uneven quality of training and support for members
- uneven level of staff support and resources amongst boards, commissions and committees
- unclear purpose of some boards, commissions and committees
- unclear expectations of board, commission and committee members
- difficulty in understanding and using Legistar
- general lack of civic education/knowledge about city government
- heavy workload of Alders
- historical housing patterns and current landlord practices that result in high mobility of people earning low incomes, many of whom are people of color and women raising their children without a partner

Additionally, in considering the current work-load of Alders, TFOGS subcommittees have noted that the time and work commitments for membership on boards, commissions and committees are significant, leading to questions about compensation levels and whether or not the position should be considered a full time job. TFOGS subcommittees also heard that city staff are overburdened with the work of supporting boards, commissions and committees and public engagement, pulling them away from other work commitments.

This proposal seeks to address these concerns through the establishment of an Office of Resident Engagement and Neighborhood Support (ORENS). The ORENS would be jointly supervised by the Mayor and the Common Council Executive Committee, since both offices have strong, practical interests in constituent engagement and community direction for city initiatives. This new structure of shared responsibility would be an innovation in city government that strongly

promotes cooperation between the Mayor and the Council while maintaining the integrity, distinctive character and powers of each branch of government.

The Office would be an independent office of the City, to be headed by one director who would be a CG-21 employee chosen by the process for Department and Division Heads.

While the City of Madison purports to place a high value on resident participation, racial equity and social justice in government, there is much room for improvement in how these values are actualized. The ORENS would combine many already-existing staff positions into one office that is singularly focused on creating racial equity and social justice through training, support, facilitation and outreach to enable residents to engage at various levels of policy development and project implementation while removing barriers to participation.

ORENS functions would include:

- Recruitment of and communication with potential board, commission and committee members
- Orientation, training and support of board, commission and committee chairs and members
- Administrative support for boards, commissions and committees
- Training of staff, Alders, and board, commission and committee members in Legistar
- City-wide and District-specific communications on behalf of Council, Mayor and other city departments with no communication staff, including coordinating responses by the City-wide public information officer
- Organization and facilitation of neighborhood and community meetings
- Outreach and education about city initiatives in collaboration with other city agencies
- Organizational support for community-led initiatives
- Engage and advocate for new ways for residents to participate in decision making and give prompt and direct feedback on issues that people have expressed interest in
- Facilitate annual evaluation of boards, commissions and committees
- Provide Language access services

Already-existing staff positions that might be brought under the umbrella of ORENS include:

- Constituent Service staff – Common Council office
- Neighborhood Resource Officer – Mayor's office
- Administrative Coordinator in charge of boards, commissions and committees – Mayor's office
- Racial Equity and Social Justice Coordinator – Department of Civil Rights

- Neighborhood Planner (x2?) – Planning
- Community Building & Engagement staff (x2?) – Community Development
- Organizational Development staff (x2?) – Human Resources
- City-wide Public Information Officer – proposed new position
- Other administrative support staff (3-4) – TBD
- IT staff?
- Language access staff
- City Channel?

DRAFT

# EXHIBIT F





# City of Madison

City of Madison  
Madison, WI 53703  
www.cityofmadison.com

## Meeting Minutes - Approved TASK FORCE ON STRUCTURE OF CITY GOVERNMENT

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Tuesday, March 12, 2019

6:00 PM

Madison Municipal Building, Room 153  
215 Martin Luther King, Jr. Blvd.

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### POSSIBLE QUORUM OF THE COMMON COUNCIL EXISTS AT THIS MEETING

50732 Documents related to the Task Force on the Structure of City Government

### THE TASK FORCE MAY SUSPEND THE RULES TO STAND INFORMALLY AND ALLOW FOR PUBLIC DISCUSSION AND ENGAGEMENT OF ANY AGENDA ITEM

Called to order at 6:00 p.m.

#### 1. CALL TO ORDER / ROLL CALL

**Present:** 9 - Paul E. Skidmore; David Ahrens; Rebecca Kemble; Ronald M. Trachtenberg; John E. Rothschild; Roger Goodwin; Justice M. Castañeda; Maggie Northrop and Eileen Harrington  
**Absent:** 2 - Sheri Carter and Eric S. Upchurch

Also Present: Brenda Konkel, Grant Foster, Karen Kapusta-Pofahl, Karl Van Lith, Linette Rhodes and Keith Furman

#### 2. APPROVAL OF MINUTES

Motion by Rothschild, second by Goodwin, to approve minutes of February 6, 2019. Motion passed on voice vote.

#### 3. PUBLIC COMMENT

Motion by Kemble, seconded by Northrop to suspend the rules and stand informally on items 6 and 8 to allow for public discussion and engagement of those items. Motion passed on voice vote with Skidmore voting nay.

#### 4. DISCLOSURES AND RECUSALS

There were no disclosures or recusals for this meeting.

Note: At this point, the Chair took Items 9, 7 and 8 out of order

5. REPORT OF THE SUBCOMMITTEE ON BOARDS, COMMISSIONS AND COMMITTEES,  
INCLUDING:

Prior to item 5, the chair asked that the vice chair take over chairing the meeting. At this point, Justice Castañeda, provided a summary of the Boards, Commissions, and Committees Subcommittee Report and lifted up issues the Subcommittee thought important to the TFOGS consideration of issues raised by the authorizing Resolution. He also discussed some possible recommendations to address these issues that were identified in the report.

6. INITIAL DISCUSSION OF POSSIBLE RECOMMENDATIONS FOR THE FULL TFOGS  
TO DECIDE REGARDING BOARDS, COMMISSIONS AND COMMITTEES

After giving the summary of the Boards, Commissions, and Committee written report, a straw poll was taken regarding several key questions related to the Common Council.

A. Should the City move to some form of "lead committee" structure?

Yes – 8  
No – None  
Don't know – none

B. Does the TFOGS support the concept of an Office of Resident Engagement and Neighborhood Support as a separate department.

Yes – 7  
No - None  
Don't know – one

7. REPORT OF THE SUBCOMMITTEE ON THE COMMON COUNCIL INCLUDING:

The Chair asked that the Chair of the Common Council Subcommittee give that Subcommittee's Report First. John Rothschild provided a summary of the Subcommittee's written report and noted areas where the subcommittee reach consensus and where it did not. He also pointed out one source not mentioned in the report, which was a summary he prepared of overall costs associated with Madison's Common Council compared to costs of other Cities' Councils.

8. INITIAL DISCUSSION OF SUBCOMMITTEE REPORTS AND POSSIBLE  
RECOMMENDATIONS

After giving the summary of the Common Council Subcommittee's written report, a straw poll was taken regarding several key questions related to the Common Council.

A. Should the City switch to a full-time Council?

Yes - None  
No - 5  
Don't know - 3

B. Should the City continue with geographic districts, move to at-large districts, or use a hybrid form of representation?

Geographic districts - 6  
At Large - 0  
Hybrid - 2

9. **DISCUSSION OF PLAN FOR FORMULATING REPORT TO THE COMMON COUNCIL  
AND CONCLUDING THE WORK OF THE TASK FORCE BY JULY 1, 2019, INCLUDING:**

The Chair discussed the plan for formulating a report to the Common Council and concluding the work of the Task Force by July 1, 2019, including that on March 27 the Task Force would begin making decisions on certain recommendations, with more decisions to follow on April 9. The Chair hopes to begin drafting the TFOGS Report to the Common Council after the April 9 meeting with an initial draft ready by May 1. Engagement would take place in May with a finalization of the TFOGS Report at its June 11 meeting. During this Discussion, the chair of the Communications Subcommittee discussed the status of public engagement ideas the subcommittee is discussing.

10. **DISCUSSION OF POTENTIAL TFOGS DISTRICT REPORTS INTERVIEW**

The TFOGS approved of having Rebecca Kemble and Justice Castañeda appear on the District Reports show to discuss the TFOGS.

11. **FUTURE MEETING AND AGENDA ITEMS**

Discussed above in Item 9.

12. **ADJOURNMENT**

Motion by Castaneda, second by Trachtenberg to adjourn. The meeting adjourned at 7:45 p.m.



# City of Madison

City of Madison  
Madison, WI 53703  
www.cityofmadison.com

## Meeting Minutes - Approved TASK FORCE ON STRUCTURE OF CITY GOVERNMENT

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Wednesday, March 27, 2019

6:30 PM

215 Martin Luther King, Jr. Blvd.  
Madison Municipal Building, Room 215

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### POSSIBLE QUORUM OF THE COMMON COUNCIL EXISTS AT THIS MEETING

50732 Documents related to the Task Force on the Structure of City Government

### THE TASK FORCE MAY SUSPEND THE RULES TO STAND INFORMALLY AND ALLOW FOR PUBLIC DISCUSSION AND ENGAGEMENT OF ANY AGENDA ITEM

#### 1. CALL TO ORDER / ROLL CALL

**Present:** 10 - Paul E. Skidmore; David Ahrens; Rebecca Kemble; Ronald M. Trachtenberg; John E. Rothschild; Roger Goodwin; Justice M. Castañeda; Maggie Northrop; Eric S. Upchurch and Eileen Harrington

**Absent:** 1 - Sheri Carter

Eileen Harrington and Ron Trachtenberg appeared by telephone.

Others present: Keith Furman, Karl van Lith, Peter Cannon, Nick Zavos, Michael May and John Strange

#### 2. APPROVAL OF MINUTES

Motion by Northrop and second by Kemble to approve the minutes of the March 12, 2019 meeting. Approved on a voice vote.

#### 3. PUBLIC COMMENT

Peter Cannon, formerly of the Legislative Reference Bureau, made a presentation urging the Task Force not to decrease the size of the Common Council. His presentation will be part of the record.

#### 4. DISCLOSURES AND RECUSALS

There were no disclosures or recusals at this meeting.

#### 5. CONSIDERATION OF POSSIBLE RECOMMENDATION TO INCLUDE IN TFOGS REPORT TO COMMON COUNCIL REGARDING THE STRUCTURE OF THE COMMON COUNCIL

Chair Harrington turned the conduct of the meeting over to vice-chair John Rothschild. On the issue under item A., Ahrens moved and Castañeda

seconded to recommend that the Council become a full-time body. There was no discussion. The motion failed on a vote of 6 noes and 3 abstentions.

At this point, Justice Castañeda raised a point of order on the procedure being followed. He objected to the process being used by the TFOGS, and to the lack of adequate representation by people of color on TFOGS. A lengthy discussion ensued on the process to be followed and the nature of the draft report to be prepared by the TFOGS. One suggestion was to use the Subcommittee reports as the Draft Report to take for public engagement and participation. Others suggested taking preliminary votes, but including the pros and cons as set out in the Subcommittee reports.

John Rothschild moved and Justice Castañeda seconded that the Task Force take up item 8, the Communications Subcommittee Report and to discuss the type of public participation that the TFOGS wished to engage in. That motion failed on a voice vote.

The Task Force engaged in further discussion on the nature of the draft report and whether it should include draft recommendations or not, before full public participation. Eventually, Eric Upchurch moved to defer voting on items 5, 6, and 7 of the Agenda until the Task Force conducted public engagement and participation. He modified the motion to allow discussion of those items, if desired, but defer any voting until after the public participation phase. The motion was seconded by Justice Castañeda. Motion approved on a vote of 6 Ayes, 3 Noes.

Rebecca Kemble asked the City Attorney about a Council with some or all at large alders. The City Attorney responded that it was possible but would take a charter ordinance, requiring a 2/3 vote.

The TFOGS moved back to a discussion of Item 5. There were no more comments on 5A. On 5B, the question of at large or a hybrid council, Justice Castañeda noted that this structural change might or might not increase representation of underrepresented communities. He then reiterated a point made in the Common Council Subcommittee Report that given the long history of Madison having an under-representative Common Council (compared to the history of the Madison School Board), there really may be no downside to trying an alternative form versus maintaining the status quo, which has historically not worked well for people of color and low income. There was further discussion on increasing such representation.

**6. CONSIDERATION OF POSSIBLE RECOMMENDATIONS TO INCLUDE IN TFOGS REPORT TO COMMON COUNCIL REGARDING THE STRUCTURE OF THE BOARDS, COMMISSIONS AND COMMITTEES (BCCs)**

There was no discussion of agenda item 6 other than to note a majority of the TFOGS looked positively on a BCC restructuring at the last meeting.

**7. CONSIDERATION OF OTHER POSSIBLE RECOMMENDATIONS TO INCLUDE IN THE TFOGS REPORT TO THE COMMON COUNCIL, INCLUDING:**

The TFOGS noted that there was relative consensus on item B (4 year terms for alders), item C (no term limits needed for alders) and item I (alders should not

chair committees). There also had been a general consensus on item A (creation of the ORENS department) in theory, although not on the details.

Roger Goodwin asked if the ORENS would be a separate department and was advised it would. He also commented on item G (Mayoral appointment to BCCs) and warned that if the Council president were given the power to appoint members of BCCs, it might be an overwhelming task. He thought it should stay with the Mayor. Justice Castañeda agreed that most appointments should stay with the Mayor, but the President of the Council could do more. Rebecca Kemble said that she liked the idea of collaboration between the Mayor and the President on appointments.

Eric Upchurch noted that the ORENS proposal should have included the need to address the impacts on various communities when considering proposals. Rebecca Kemble said she had heard from city staff who were concerned with this proposal.

The TFOGS decided that if any of them had comments on the draft Staff Survey, they should be given to Mike May or John Strange by Friday. The survey would then either go out or be revisited at the next TFOGS meeting on April 9.

8. UPDATE FROM THE COMMUNICATIONS SUBCOMMITTEE

As its last order of business, the TFOGS decided that item 8, the Communications Subcommittee report and proposals for participation should be the first agenda item on April 9.

9. FUTURE MEETINGS AND AGENDA ITEMS

Nothing to report on Agenda Item No. 9.

10. ADJOURNMENT

John Rothschild moved to adjourn. Justice Castañeda seconded the motion. It was approved on a voice vote and the TFOGS adjourned at 8:45 pm.

# EXHIBIT G





\* The Comms subcommittee envisioned one open house vent. Additional opportunities for feedback/input and community engagement could be provided at regular TFOGS meetings in August and September (TFOGS regular meetings can be publicized as listening sessions).

### Survey effort details

**Goal:** To receive a minimum of 750 survey responses. The survey version that includes incentives will be capped at 1,200 responses and will remain open for 3-4 weeks. Expected closing date will be July 31.

**Target audience:** Individuals, groups, populations and neighborhoods underrepresented in city processes, public input and feedback collection; underserved neighborhoods and persons (e.g. low-income people, highly mobile individuals/groups; wards and districts with low voter turnout and low levels of representation on BCCs).

#### **Role of the liaisons:**

- Review subcommittee reports.
- Provide feedback on pertinence of issues to their community, impact of potential recommendations, any gaps/missing information or considerations.
- Provide input into messaging, survey questions, and video, plus other materials we may need to create to communicate with communities.
- Disseminate survey and ensure community members are aware of it and able to submit responses through a mode most convenient/appropriate for the target audience (paper, electronic, over phone, etc.).

**Suggested number of liaisons based on goal:** Approximately 10 liaison organizations/individuals (appx. 100 survey responses/liaison).

#### **Incentives for liaison organizations/individuals and survey respondents:**

Provide a baseline of \$500 for input into survey and video, messaging and process (first three bullet points under responsibilities). \$10/survey response to be split evenly between the liaison (\$5) and the survey respondent (\$5).

#### **Estimated cost:**

We anticipate that each liaison/organization will receive a total of around \$1,500 (based on 100 survey responses estimate). It is very likely that some larger organizations or more connected liaisons may be able to surpass the 100 responses target while others may be well below it. Estimated total cost will be around \$15,000-\$18,000. The survey version involving incentives will be capped at 1,200 responses.

# EXHIBIT H

