



MEMORANDUM

To: CMAP Housing Committee

From: CMAP staff

Date: March 8, 2018

Re: Outline of the proposed recommendations of the ON TO 2050 governance element

This memo contains the proposed recommendations of the ON TO 2050 chapter on Governance. Since 2016, CMAP staff have conducted extensive research and collaborated with partners to develop ON TO 2050. The recommendations described in this memo were refined through numerous [strategy papers](#) and [snapshots](#), including the [Municipal Capacity, Highway Operations](#), and [Tax Policies and Land Use](#) strategy papers. These proposals build on GO TO 2040's focus on efficient governance, tax policy reform, and coordinated investment to explore new policies and strategies and provide implementers with more specific direction. This memorandum introduces the core concepts of ON TO 2050 and seek feedback from CMAP committees and stakeholders.

ON TO 2050 outline

ON TO 2050 will be conveyed primarily on the web. The structure assumes that readers will not approach the document linearly. The plan will be organized around five topical areas, each containing a set of recommendations that may repeat across chapters, as will some strategies within those recommendations. Each recommendation will describe its support for the three principles of the plan: Inclusive Growth, Resilience, and Prioritized Investment. The following lists the plan sections to provide context for governance chapter:

- Introduction
- Principles to move the region forward
 - State of the region
 - The three principles
- Engagement
- Land Use: *Proposed recommendations provided below*
- Environment



- Economy
- Governance: *proposed recommendations provided below*
- Mobility
- Indicators and Layers
- Moving Forward
- Appendices

Within each chapter, ON TO 2050 puts forth numerous policies and programs that will help to advance the region’s quality of life and economic vitality. The following outlines the structure in which these policies and programs are organized across ON TO 2050:

ON TO 2050

○ Chapter

▪ Goal

• **Recommendation**

○ *Strategy*

▪ Action

Proposed approach to governance

In addition to requiring significant leadership and investment at the federal, state and local levels, ON TO 2050 implementation will depend on government units collaborating across their jurisdictions, increasing their efficiency, and building their capacity to achieve local and regional goals. CMAP, local governments, the State of Illinois, and other partners will all need to coordinate actions for the region to meet planning goals, ensure sufficient local revenues, and improve outcomes for residents and businesses alike.

State legislative and administrative processes should be reformed to help the region plan more effectively. State funding plays a crucial -- yet quite uncertain -- role in the region’s ability to invest in infrastructure and fund local government budgets. A more modern tax system, a long-term plan to pay for obligations, and transparent, data-driven budgeting and programming can improve the state’s near-term fiscal condition and long-term outlook.

ON TO 2050 goals for building the region’s communities call for local governments to lead the way, but funding constraints impede municipalities' and counties' ability to serve the public. Without adequate resources, many have been forced to defer projects and eliminate staff. ON TO 2050 recommends that local governments have access to ample resources to meet the needs of communities and to implement ON TO 2050, a departure from To address these declining resources, ON TO 2050 recommends reform of state tax policies to support all communities while overcoming wide divergences of local revenues. By partnering across municipal borders,



communities can improve the ability to provide the services and infrastructure that residents and businesses require. Sharing or combining services, as well as consolidating governments in some cases, can further help them to improve public services and increase efficiencies.

State and local governments -- along with transit agencies -- need the fiscal, technical, and administrative capacity to function effectively. Technical assistance and training by CMAP and its partners will help municipal staff and officials advance ON TO 2050 implementation while building local expertise and systems to promote resilience and growth. With proper funding and support, the State of Illinois and local governments will be able to implement performance-based decision making, improve asset management, and leverage new technology for better services and infrastructure.

*The following outlines the initial recommendations and strategies proposed for ON TO 2050 regarding the governance chapter. Associated actions are also listed **under the first recommendation only**, as an example of the full detail that will be incorporated into ON TO 2050. Stakeholder feedback will inform revisions in preparation for the June release of the draft plan for public comment.*

Goal: Collaboration at all levels of government

Use collaborative leadership to address regional challenges

Summary: The region's governance challenges require collaboration among communities, leaders, local governments, and civic groups. As the region's MPO, CMAP will continue to convene its partners to lead efforts on applications for infrastructure funding, implement federal and state investments, and plan for the region's future. To overcome insufficient funding, economic stagnation, and other challenges will require innovation and cooperation across the entire region. Economic growth is one area where governments across northeastern Illinois can be more successful by partnering to leverage shared assets by, for example, supporting collaborations such as the Chicago Regional Growth Corporation.

The following outlines strategies to implement this recommendation as well as associated actions as an example of the full detail that will be incorporated into ON TO 2050.

Take a leadership role in implementing federal and state investments

- CMAP should continue to lead in pursuing federal and state investments where appropriate.
- CMAP should collaborate with regional partners to drive more efficient, effective, and cooperative programming decisions.
- CMAP and partners should develop a process to develop coordinate and prioritize responses to federal freight funding opportunities such as INFRA.



Support formation of an entity with the mandate and resources to implement a regional growth strategy

- *County and municipal EDOs* should develop a shared vision for the regional economy, including to identify resource requirements for support of marketing and branding.
- *CRGC or similar entity* should help county and municipal officials pursue shared goals across jurisdictional boundaries that complement their respective strengths and competitive advantages.
- *CMAP* should continue to research and articulate the benefits of intergovernmental collaboration through responsive data and analysis on the regional economy's performance.

Collaborate for inclusive growth

- *Government, business and civic leaders, and other regional actors* should develop and implement a shared vision for inclusive growth in northeastern Illinois, as well as define a shared measurement system to track regional progress towards inclusive growth goals.
- *CMAP* should establish or enhance partnerships with local, regional, and state entities across sectors in developing and implementing inclusive growth strategies for the Chicago region.
- *CMAP* should continue to share its expertise and knowledge of the region and its communities within larger efforts to decrease economic inequality.

Secure funding for CMAP to pursue all ON TO 2050 goals

- *CMAP* should seek funding opportunities to plan for water resource management, climate resilience, economic development, local capacity, and other ON TO 2050 priorities.
- *CMAP* should pursue reliable access to state funds that support all of its planning work.

Encourage sharing or consolidating services and consolidating local government units

Summary: Sharing or consolidating services, as well as consolidation of government units in some cases, can further help them to improve public services and increase efficiencies. As local governments seek to make the best use of increasingly limited resources, many have found ways to share the cost of services or purchases where it makes sense. Many innovative partnerships exist in the region, including service sharing, shared staff, joint purchase cooperatives, and consolidated services. These mechanisms provide similar benefits, including improved efficiency, enhanced service quality, and cost savings. ON TO 2050 encourages local governments to explore these and other means of partnership to improve services and lower costs. Where there is interest by local residents and civic leaders, local governments with extensive existing partnerships should consider the benefits and costs of consolidating.



The following outlines strategies to implement this recommendation.

Facilitate partnerships between local governments interested in service sharing, joint procurement agreements, or consolidating services or local governments

Provide funding for sharing or consolidating services and consolidating units of local government

Implement data sharing to streamline collaboration

Local governments should proactively explore sharing procurement, services, and staff through their long-term planning efforts

Highway system operators should share traffic management resources

Local governments should explore consolidation of services

Pursue annexation of developed unincorporated areas

Local governments with extensive existing partnerships should explore opportunities to consolidate

Coordinate infrastructure operations and maintenance

Summary: Improved coordination across the agencies that operate and maintain the region's infrastructure will improve project delivery and system reliability. Coordination across infrastructure providers allows a single project to provide multiple benefits, such as replacing water pipes and enhancing stormwater infrastructure while reconstructing a roadway, as opposed to three separate projects. Neighboring transportation departments working together can deliver joint projects that better leverage funding and provide cost efficiencies, while also minimizing construction inconveniences for residents and businesses. System reliability is also enhanced when, for example, roadway operators and emergency response agencies share information and cooperate to improve incident responses.

The following outlines strategies to implement this recommendation.

Partner with other units of government to deliver infrastructure projects

Improve utility coordination

Enhance cooperation to improve roadway operations

Integrate local goals with roadway regulations



Goal: Improved capacity to achieve local and regional goals

Develop tax policies that support successful communities and regionally beneficial land uses

Tax policies have a broad impact on the ability of local jurisdictions to provide services and keep infrastructure in a state of good repair. Municipalities with a long history of disinvestment often have a severe mismatch between local revenues and potential tax base, creating prohibitively high tax rates and furthering the cycle of disinvestment. The region requires a tax system that provides ample opportunity for municipalities to raise revenues that support their plans, goals, and desired development patterns. Particularly, criteria for state revenue disbursements to municipalities should ensure that communities can support services and infrastructure for their desired land use mix, whether that includes residential, retail, office, or industrial development. The tax structure must also be modernized to ensure sufficient public revenues continue to be available to the state, the region, local governments, and other entities supported by tax revenue. To build and improve local infrastructure like stormwater facilities, local governments should pursue revenue sources raised from those who benefit from their use.

The following outlines strategies to implement this recommendation.

Develop new funding solutions to support the multijurisdictional nature of development and infrastructure

Reform tax policies to sustain economically beneficial land uses and support local infrastructure

Local governments should implement user fees

Increase the MFT and replace with a VMT fee

Provide technical assistance to build communities' capacity

Summary: Providing technical assistance and resources that help communities build their capacity advances implementation of our region's goals. CMAP's LTA program has had success helping municipalities, other local governments, and nonprofit organizations to create plans, but implementation has been inconsistent. CMAP and other assistance providers will build on the success LTA and reorient assistance offerings to better prepare communities of various capacity levels to implement ON TO 2050. Particular attention is required for addressing the challenges of lower capacity communities and disinvested areas through assistance that builds local capacity and strengthens connections to resources.

The following outlines strategies to implement this recommendation.



Build on successes of the Local Technical Assistance (LTA) program

CMAP should arrange supplemental staffing to help selected municipalities identify resources for increasing capacity

Build municipal, non-profit, and private sector capacity in disinvested areas

Prioritize training for local government officials and staff

Summary: Proficient staff and knowledgeable officials equip local governments with the skills needed to undertake important initiatives and complete projects. Local governments that prioritize professional development are better prepared to take action on local and regional goals. In addition to continuing education, ON TO 2050 recommends networking with peers as a valuable opportunity to share successful strategies, strengthen relationships, and build new partnerships. Many informal networks that have formed in the region -- among economic development professionals and public works officials, for example -- allow staff and officials to leverage conversations with peers to improve their communities. CMAP and its partners will help ensure the region has access to good professional development in convenient formats for local government officials and staff.

The following outlines strategies to implement this recommendation.

Provide guidance on how local governments can implement ON TO 2050

Provide professional development opportunities that efficiently meet the needs of staff and officials

Local government staff should network to share experiences, develop solutions, and promote best practices

Goal: Data driven and transparent investment decisions

Base investment decisions on data and performance

Summary: Governments can increase efficiency by using data-driven goals and targets to decide investments, rather than arbitrary formulas that do not reflect public needs. These performance-based approaches, such as asset management systems, must inform service and infrastructure investments at all levels of government. State and local governments must integrate these practices into their budgeting processes, along with policies to govern economic development incentives and tax expenditures. Because performance-based approaches depend on access to the right data, the region will work toward filling information gaps and building robust systems for asset and performance management.

The following outlines strategies to implement this recommendation.



Use a data-driven, performance-based approach to making public infrastructure and service investments

Support a modern census and other economic data collection activities

State and local governments should improve budget and financial administration practices

Promulgate stronger standards for the transparency and accountability of tax incentives for economic development

Make the collection, sharing, and analysis of public and private sector transportation data a regional priority

Modernize data collection, management, and technology to improve transparency

Summary: Effective discourse and accountable decision making requires governments on the state, regional, and local levels to be transparent. All units of government should increase access to data and provide information in user-friendly formats. Because technology plays a key role in both increasing transparency and improving public services, state and local governments should increase efforts to keep up with technological advancements.

The following outlines strategies to implement this recommendation.

Commit to increasing access to budgetary information and relevant analysis

Leverage technological improvements to improve efficiency, service quality, and transparency

Aggregate data from local governments and make accessible in a singular location

RECOMMENDED ACTION: Discussion

