Commission for the Study of Administrative Value and Efficiency

The Honorable Tommy G. Thompson
Governor of Wisconsin, Madison
James E. Burgess, Chairman, Madison

Recognition for outstanding corporate leadership
Dale F. Mathwich, Chairman and Chief Executive Officer
American Family Insurance, Madison

Special appreciation goes to Dale F. Mathwich, chairman and chief executive officer of American Family Insurance, Madison. American Family Insurance provided the full-time services of one of its executives, Nancy Johnson, vice president, corporate research. Ms. Johnson served as deputy director of the SAVE Commission project from January 11, 1994, until January 10, 1995.
About the cover: As Wisconsin approaches the 21st Century, it takes with it the best of its past. The cover's Art Deco style echoes the Progressive era, when Wisconsin redefined governance. At the same time the cover's electronic production suggests futuristic possibilities. The centerpiece represents Wisconsin's distinctive Capitol. Above it, rays of this Century's setting sun and the new millennium's rising sun illuminate the potential of citizen, community and government. The three triangles—symbols of strength—behind the Capitol, remind us that Wisconsin is strong economically, environmentally and culturally. All these images are contained within a shape that suggests rebirth and potential. This collage takes us from the richness of our past to the strength of the present and the potential of the future. As Washington looks to the states for leadership in charting a new future for our nation, Wisconsin already is moving Forward.

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**TABLE OF CONTENTS**

**INTRODUCTION AND OVERVIEW**

<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Acknowledgements</td>
<td>2</td>
</tr>
<tr>
<td>Mission Statement</td>
<td>3</td>
</tr>
<tr>
<td>Executive Summary</td>
<td>4</td>
</tr>
<tr>
<td>Citizens and Public Employees Offer Advice</td>
<td>8</td>
</tr>
<tr>
<td>Report in a Snapshot</td>
<td>10</td>
</tr>
</tbody>
</table>

**CHAPTER 1: CITIZENS WITH GREAT CAPACITY**

<table>
<thead>
<tr>
<th>Goal</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Goal 1 (Preamble) Committed Citizenship</td>
<td>12</td>
</tr>
<tr>
<td>Goal 2 Effective Leaders</td>
<td>14</td>
</tr>
<tr>
<td>Goal 3 New Wisconsin Idea</td>
<td>16</td>
</tr>
<tr>
<td>Goal 4 Taking Responsibility</td>
<td>18</td>
</tr>
</tbody>
</table>

**CHAPTER 2: A 21ST CENTURY COMMUNITY THAT WORKS**

<table>
<thead>
<tr>
<th>Goal</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Goal 5 Cooperating Communities</td>
<td>20</td>
</tr>
<tr>
<td>Goal 6 Generations that Connect</td>
<td>22</td>
</tr>
<tr>
<td>Goal 7 Land Use</td>
<td>24</td>
</tr>
<tr>
<td>Goal 8 The New Infrastructure</td>
<td>26</td>
</tr>
<tr>
<td>Goal 9 The Knowledge Economy</td>
<td>28</td>
</tr>
</tbody>
</table>

**CHAPTER 3: LIFELONG LEARNING IN A HIGH-TECH AGE**

<table>
<thead>
<tr>
<th>Goal</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Goal 10 Lifelong Learning</td>
<td>30</td>
</tr>
<tr>
<td>Goal 11 Community Learning Centers</td>
<td>34</td>
</tr>
<tr>
<td>Goal 12 Information-Age Utility</td>
<td>36</td>
</tr>
<tr>
<td>Goal 13 Our University</td>
<td>38</td>
</tr>
<tr>
<td>Goal 14 Using Technology</td>
<td>40</td>
</tr>
<tr>
<td>Goal 15 Quality Service</td>
<td>42</td>
</tr>
</tbody>
</table>

**CHAPTER 4: BOLD CHANGES TO FIX THE SYSTEM**

<table>
<thead>
<tr>
<th>Goal</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Goal 16 Continuous Renewal</td>
<td>44</td>
</tr>
<tr>
<td>Goal 17 Legislative Branch</td>
<td>46</td>
</tr>
<tr>
<td>Goal 18 Executive Branch</td>
<td>48</td>
</tr>
<tr>
<td>Goal 19 Federal Relations</td>
<td>50</td>
</tr>
<tr>
<td>Goal 20 The New System</td>
<td>52</td>
</tr>
<tr>
<td>Goal 21 Regulation for Results</td>
<td>56</td>
</tr>
<tr>
<td>Goal 22 Judicial Branch</td>
<td>58</td>
</tr>
</tbody>
</table>

**APPENDICES**

<table>
<thead>
<tr>
<th>A</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Enumerated Actions</td>
<td>60</td>
</tr>
<tr>
<td>B</td>
<td>74</td>
</tr>
<tr>
<td>Clarifications from Commission Members</td>
<td>74</td>
</tr>
<tr>
<td>C</td>
<td>78</td>
</tr>
<tr>
<td>Schedule of Citizen Input Sessions</td>
<td>78</td>
</tr>
<tr>
<td>D</td>
<td>80</td>
</tr>
<tr>
<td>Meeting Schedule</td>
<td>80</td>
</tr>
<tr>
<td>E</td>
<td>82</td>
</tr>
<tr>
<td>Incomplete List of Participants, Donors, Contributors</td>
<td>82</td>
</tr>
<tr>
<td>F</td>
<td>88</td>
</tr>
<tr>
<td>Selected Documents Prepared for the Commission</td>
<td>88</td>
</tr>
<tr>
<td>G</td>
<td>89</td>
</tr>
<tr>
<td>Selected Resource Materials Used in Commission Committee Work</td>
<td>89</td>
</tr>
</tbody>
</table>
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In Wisconsin’s best tradition, we will boldly make choices for state government, looking to the 21st Century, by creating a framework to:

B  b
establish an atmosphere of continuous renewal

B  b
balance public and private initiatives and responsibilities

B  b
leverage learning and technology and

B  b
value good government and government service.
Executive Summary

This report is a formal first step to define the governing role that Wisconsin citizens, communities and government will play in the 21st Century. It is a vision of noticeably better citizens, noticeably better communities, noticeably better government and noticeably better quality of life compared to any other state.

Government will be important, but not necessarily dominant, in achieving the vision. The Commission’s actions affect a wide range of government issues and areas of spending. In the next biennium, the state may save $200-300 million, assuming implementation of sweeping actions that reduce levels of the bureaucracy and increase shared benefits from severe budget constrictions. Long term savings may be billions of dollars because possibly 30 cents of every dollar spent now is wasted on a system that is a treadmill of motion. One model suggests ultimate savings of $2.37 billion a year.

Specifically, each state employee could find at least $1,000 in savings a year for four years, if only given the freedom and encouragement. Businesses use this “budget to save” approach to improve performance. A continuously improving system could save government dollars, too. The question is whether government can scrap the treadmill in the personnel, purchasing, budgeting and management systems.

These and other bold prospects emerged from an intensive, public-private workshop on “Post-Bureaucratic Government Reform.” The operational changes, and the recommendation to conduct pilot projects, are the core of the Commission’s vision for efficient and effective 21st Century government. The vision:

Preamble: Committed Citizenship—Reinventing citizenship and citizen responsibility are more important than reinventing Government. Recommendations start the debate about government, volunteerism and compromises to meet the good of the whole, not the special needs of the separate parts.

Goal #2: Effective Leaders—Leadership skills are needed throughout government. Recommendations produce motivated leaders who are qualified to bring out the best in employees and citizens. Leadership skills will come through a Leadership Institute and a system that provides formal learning, ongoing training and increased networking to serve everyone from town hall to the Capitol.

Goal #3: New Wisconsin Idea—The new Wisconsin Idea reaches beyond University faculty (who championed the old Wisconsin Idea) to tap the knowledge capacity of citizens in meeting community, government and business needs. Recommendations market knowledge globally and lead to more effective use of science and technology in government.

Goal #4: Taking Responsibility—Citizens must help meet personal and community needs, or government will face serious fiscal crises by trying to meet everyone’s unrealistic expectations. Government must remove the barriers that block citizen and community self-reliance. Recommendations begin a government workforce that does the right things—not everything. Special attention is given to public health.

Goal #5: Cooperating Communities—Citizens view government as one system and are angered when they see wasteful government feuds and turf protection. Recommendations provide incentives to encourage government cooperation and ask tough questions about how much government is needed for the 21st Century.

Goal #6: Generations That Connect—When young and old don’t help and respect
each other, society pays the price. Recommendations result in better focus on generational services and alert the state to a significant fiscal challenge caring for elderly after 2000.

Goal #7: Land Use—Wisconsin citizens love the state’s landscape and natural resources. Recommendations encourage a serious discussion on how to best manage and protect Wisconsin’s distinctive landscape in the years ahead.

Goal #8: The New Infrastructure—Technology and the need to limit spending and debt are changing rules on constructing, owning and managing buildings. Recommendations say go slow on new building. They also say transform the state’s building options on who builds, pays, owns, uses and manages the infrastructure.

Goal #9: The Knowledge Economy—For Wisconsin to compete successfully in the 21st Century knowledge economy, it must think differently about its economic development strategy. Recommendations tap Wisconsin’s exceptional public and private sector knowledge assets in a more global marketing strategy to sell what we know, as well as what we make.

Goal #10: Lifelong Learning—The formal education system was designed on an assembly line model that assumed learning stopped at graduation. The system is not designed to deliver lifelong learning in an economy in which jobs become obsolete in years, not decades. Recommendations begin restructuring the entire educational system, anchored in the parent’s responsibility as first teachers and the citizen’s responsibility to learn throughout life, using a “seamless” education system.

Goal #11: Community Learning Centers—Wisconsin’s 2,250 underused school buildings have great potential to serve the educational and community needs of young and old if they are managed as one system. Recommendations offer ideas on improving building conditions and providing all children with equitable teaching, in a quality building that can be used for learning, recreation and gathering—night and day.

“This Commission has a place in history. There are others who would give their right arm to be at this table. You have an historical calling to exercise with a sense of love for the state.”

David Prosser, Legislator

Goal #12: Information Age Utility—High-tech, convenient, cost-effective delivery of government and educational information is a prerequisite for the 21st Century. Recommendations stop duplication among existing functions and create a way to deliver information services through a specially chartered utility that can meet a wide range of needs in education, public involvement, citizen networking, government deliberations, commerce, safety and courts.

Goal #13: Our University—The University of Wisconsin System is a world-class asset that is now, and should continue to be, central to the state’s economic future. It needs to be given more flexibility, while being held accountable. Recommendations specify where that flexibility should occur and challenge the UW to make tough decisions on meeting today’s fiscal and educational realities.

Goal #14: Using Technology—Government support of technology will be a factor in how effectively citizens are served in the future. Recommendations outline a funding approach to help state and local government incorporate cost-saving technology in ways that provide better service, lower cost and greater value for citizens.

Goal #15: Quality Service—Citizens expect government service to be as efficient and convenient as they experience in the consumer world. Recommendations create a “one stop shopping,” customer-driven approach to information, licenses and simple permits that all state agencies and even local government can share to provide convenient, friendly service to citizens.

Goal #16: Continuous Renewal—Government does a good job of starting programs and a poor job of stopping what is unnecessary. Recommendations propose a way to end rules, tax breaks, programs and committees that we no longer need. The recommendations also set up a system to ask better questions—especially fiscal questions—before governments approve costly ideas in the first place.
Goal #17: Legislative Branch—In representing the people, the Legislature faces challenges on how to better budget and oversee government operations. It also is faced with involving local government as partners in the process since so much of the spending, including schools, takes place locally. Recommendations make changes in the legislative structure and decision making process to improve public confidence in the institution and efficiency of the system. Recommendations also focus on the need to debate and enact long term strategies measured in results.

Goal #18: Executive Branch—With the Governor as head, the executive branch must be efficient, responsive and accountable. Recommendations result in numerous consolidations to better align agencies and eliminate outmoded or isolated offices and functions.

Goal #19: Federal Relations—The changing federal scene requires the state to be more focused and flexible in dealing with Washington. Recommendations seek mandate relief from Washington and outline a way to get more federal money in areas Wisconsin decides are important.

Goal #20: The New System—State government’s system includes personnel, budget, procurement and management operations. It was set up to have layers of workers checking on, and second guessing, other workers. Recommendations focus on state employees as an untapped asset to give taxpayers results. Reforms change procurement, the civil service system, and the budget process by creating a system that uses benchmarking, continuous improvement and activity-based accounting.

Goal #21: Regulation For Results—Rules and regulations may not be drafted or enforced in the most effective or equitable way to achieve broad social goals relating to the environment, health, consumer, worker and more. Recommendations make the existing system more efficient and open the door to new ways to prevent the very problems regulations are designed to control.

Goal #22: Judicial Branch—The Judicial Branch could benefit from improved efficiency and by using technology in many ways unique to its mission. Recommendations offer ways for society to save costs by solving problems before they get to court, as well as a way to save time and money through efficiency.

Changing government for the future means moving beyond the past. Unfortunately, the Commission found many within government resistant—and in some cases antagonistic—to change as they defended their own bureaucracies. This was especially true with elements of Wisconsin’s educational system, reaching from the University to school districts throughout the state. The Commission found that change within the government system cannot be left to insiders alone. It also must come from the many excellent taxpayer, citizen advocacy, business and good government groups.

The remaining question is who will analyze, debate, lead and go beyond the Commission findings, contained in Appendix A. It makes sense that, either at the direction of the Governor or legislative leadership, a bipartisan, joint committee on government reform be created for the 1995-97 legislative session. This joint committee would be responsible for public hearings on the recommendations as well as drafting appropriate legislation to implement them.

Finally, whose report is this? The Commission’s? Yes, in part. But it is really the citizens’ report. The process used by the Commission emphasized listening to the people of Wisconsin and to those state employees “in the trenches.” Both groups came up with the same conclusion: big changes are needed, from the school to the statehouse. Not everyone agreed on what those changes should be or what the details might look like. But they said: “The sys-
tem is not working the way it must for the future good of our state. We care about our state; we care about the system. There is a better vision, there are better ways. Go for it!

In Wisconsin that message is especially important because we are a national leader in good government, a place where other states and Washington look for innovation and responsible conduct. Wisconsin's 20th Century citizens placed a high value on good government and exceptional quality of life. Our Commission's research indicates those values still run deep.

Based on that finding, Wisconsin's 21st Century vision must not be anti-government, but pro-citizen. Indeed, as envisioned by the Commission, Wisconsin's next era will be distinguished not only by citizens who value government but by government that gives citizens value.

This Executive Summary was prepared by Commission Chairman James Burgess and Executive Director Jeff Smoller, December 29, 1994.

“The schools are failing to instill a sense of citizenship and responsibility.”
Bev Anderson, Mayor, Darlington

“Jerry Wiesner, Belleville
“What we need is less government, less government regulation.”
Citizens and Public Employees Offer Advice

Between April 30 and November 9, 1994, citizens of Wisconsin were invited to share their ideas about Wisconsin and its future. During that time, a total of 16,276 people offered their ideas by participating in focus groups, writing letters, sending electronic mail messages, calling an 800 number, and responding to surveys.

Their composite message about Wisconsin was:

We value our quality of life in Wisconsin and consider the pillars of our quality of life to be education and environment. We want thriving commerce, balanced with affordable schools, safe neighborhoods, clean air, clean water and a healthy landscape. We're practical and we're not afraid to work hard.

We worry about an erosion in our quality of life. We're concerned about kids, crime, pollution, drugs, welfare immigrants, taxes, infrastructure and health care. We know that really we are the government and we'd like to see stronger families and individual responsibility.

Their composite message about Wisconsin government was:

We have clean government and we like it that way. We think government's job is to protect life and the environment for the common good. We worry about the common good and are concerned about special interests that have big voices and big wallets. When we speak, we wonder if our voices will be heard.

We worry about the stewardship of our tax dollars. Right now, we feel over-regulated and under-served. We'd like government to do the right thing—not everything—and we'd like it done well. We'd like to see value for our money.

“In the recent past, government has gotten more into directing life business instead of protecting life and business.”

Daniel J. Katers, Green Bay

Nancy M. Johnson
Deputy Director, Commission for the Study of Administrative Value and Efficiency
Public employees have a unique vantage point in that they are simultaneously citizens, taxpayers and employees. During August and September 1994, some 40 state employees participated in focus groups designed to identify their key issues. During October and November, state employees—all 75,000 of them—were invited to respond to a survey. By November 9, some 15,759 employees, more than 20 percent, had completed the survey. Responses continued until year-end.

Their composite message about their workplace was:

“We like our jobs. We don’t like the system we’re in.”

Public employees want to make systems better and they have ideas on how to do it. They support streamlining operations such as personnel paperwork (78 percent), reducing layers of management (71 percent), and reducing the red tape of purchasing (69 percent).

In addition to supporting streamlining, public employees are flexible. They are willing to move within their geographic location (71 percent) and some are also willing to move outside their geographic location (26 percent) if the job required it. They are even open-minded about transferring to other agencies (34 percent).

Not only are public employees flexible, they also want to be accountable. They support a pay system based on skill and performance (79 percent), are willing to be judged by both their peers and supervisors (52 percent) and are comfortable in having their performance reported to the taxpayers (49 percent). To keep their performance sharp, they want to stay up to date. They support the idea of having a state fund for training (50 percent).

In short, public employees want to be part of a successful operation and have a good idea of what a successful operation looks like. One employee put it this way:

“All agencies should have a mission, vision and strategic plan. All agencies should know how to survey customers. All staff should be empowered to own their processes. We need to think of state government as a system instead of individual kingdoms. When one agency suffers, the whole state suffers.”

“Let the people know that state employees do work.”

State employee
Chapter One

Goal #1 (Preamble)

Committed Citizenship
Noticeably better citizens

To effectively move Wisconsin into the 21st Century, the Commission was told to reinvent citizenship before reinventing government. But what does that mean? What is citizenship?

Is citizenship getting out the vote? Or staying home because “it only encourages them”? Is it attending a government hearing? Or discounting hearings as time when lobbyists position for power?

Is citizenship debating local business zoning? Or bitterness that the land use decisions are made in the next county? Is citizenship paying taxes? Or is it avoiding taxes by trading work or goods since everyone else has a tax break and “government” just wastes the money?

Perhaps citizenship is lobbying government for more money or privilege. Perhaps citizenship is working through family, church, not-for-profit, employer and community to become self-sufficient. If the government is “us”, can we list the top ten reasons the Founders would celebrate their creation today?

Duty, Honor, Country and State

As the federal government pondered reducing its reach, states will likewise have to redefine their relationships with Washington and consider new roles for themselves (see Goal #19). What will take the place of any reduction in federal power? The answers depend upon the role of the citizen.

The problem: federal programs did not solve the problems and neither will state or local programs. Who will pay for the programs, in any event? This will be a hot debate in our state because Wisconsin is serious about its quality of life and because quality—using the old way of thinking—is something government managed through programs, regulations and money (see Goal #21).

The question: will Wisconsin have a constructive debate that produces consensus for the good of all? Or will federal delegation, if it comes, produce a legal and political firestorm in Wisconsin fueled by self-interest? Will there be a greater need for conflict resolution, mediation and neutral ground for dialogue? One thing is sure: there is not enough government money to take care of everyone’s real, perceived or “entitled” needs. The only way to meet community needs is through reciprocal citizenship responsibility.

Responsibilities with Rights

Citizenship is a glue that holds us together. We obey laws because it is the right public thing to do. We care for the generations, our children and our grandparents, because inner voices say it is the responsible thing to do (see Goal #6).

The Founders assumed that responsibilities accompanied rights. The “pursuit of happiness” meant happiness for the community, not just the individual. So citizenship involves working for the good of all, not just voting, jury duty and paying taxes.

If that is true, it is time to discuss citizen responsibilities as the states are challenged on tough social problems: poverty, welfare dependency, education (see Goal #5), teenage pregnancy, drug abuse, crime, public health and the environment (see Goal #8). If government cannot solve these problems, who is responsible? What kind of a discussion must happen to sort that out? [The Wisconsin Rural Development Council is an existing model of such cooperation.] And how might the consensus be communicated? One idea: a Constitutional Bill of Responsibilities voted on in the 1998 Wisconsin sesquicentennial. Or is there a better idea?
The number before the decimal refers to the Goal number. The number after the decimal refers to its order within the Goal section.

The voice of a Commission member or citizen.

Wisconsin’s “Third Sector”

In addition to public and private sectors, there is a third sector with untapped capacity. The third sector involves a myriad of civil enterprises: religious, educational, voluntary business, labor and charitable organizations. These are the voluntary associations unique to our culture but which all too often are pushed into the shadows by formal government with bureaucratic programs.

There is no way government can, or even should, meet all needs. Justice should not be abandoned by government but which all too often are pushed into the shadows by formal government with bureaucratic programs.

The role of the media will change. It will provide more citizen involvement and effective in the long run due to increase the impact citizens have on government.

Compelling results of the actions envisioned for the bottom-line minded person. Results will reflect saving money, solving problems or enhancing the capacity of the state to move into the 21st Century.
CHAPTER ONE

GOAL #1 (PREAMBLE)

Committed Citizenship
Noticeably better citizens

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Perhaps citizenship is lobbying government for more money or privilege. Perhaps citizenship is working through family, church, for-profit, employer and community to become self-sufficient. If the government is “us”, can we list the top ten reasons the Founders would celebrate their creation today?

DUTY, HONOR, COUNTRY AND STATE

As the federal government ponders reducing its reach, states will likewise have to redefine their relationships with Washington and consider new roles for themselves (see Goal #19). What will take the place of any reduction in federal power? The answers depend upon the role of the citizen.

The problem: federal programs did not solve the problems and neither will state or local programs. Who will pay for the programs, in any event? This will be a hot debate in our state because Wisconsin is serious about its quality of life and because quality—using the old way of thinking—is something government managed through programs, regulations and money (see Goal #21).

The question: will Wisconsin have a constructive debate that produces consensus for the good of all? Or will federal delegation, if it comes, produce a legal and political firestorm in Wisconsin fueled by self interest? Will there be a greater need for conflict resolution, mediation and neutral ground for dialogue? One thing is sure: there is not enough government money to take care of everyone’s real, perceived or “entitled” needs. The only way to meet community needs is through reciprocal citizenship responsibility.

RESPONSIBILITIES WITH RIGHTS

Citizenship is a glue that holds us together. We obey laws because it is the right public thing to do. We care for the generations, our children and our grandparents, because inner voices say it is the responsible thing to do (see Goal #6).

The Founders assumed that responsibilities accompanied rights. The “pursuit of happiness” meant happiness for the community, not just the individual. So citizenship involves working for the good of all, not just voting, jury duty and paying taxes.

If that is true, it is time to discuss citizen responsibilities as the states are challenged on tough social problems: poverty, welfare dependence, education (see Goal #5), teenage pregnancy, drug abuse, crime, public health and the environment (see Goal #8). If government cannot solve them, who is responsible? What kind of a discussion must happen to sort that out? (The Wisconsin Rural Development Council is an existing model of such cooperation.) And how might the consensus be communicated? One idea: a Constitutional Bill of Responsibilities voted on in the 1998 Wisconsin sesquicentennial. Or is there a better idea?
Wisconsin’s “third sector”

In addition to public and private sectors, there is a third sector with untapped capacity. The third sector involves a myriad of civil enterprises: religious, educational, voluntary, business, labor and charitable organizations. These are the voluntary associations unique to our culture but which all too often are pushed into the shadows by formal government with bureaucratic programs.

There is no way government can, or even should, meet all needs, just as there is no way the helpless should be abandoned by government in a civil society. The Commission asked questions about what government should and should not do and if “it” still needed to be done, who would do it? The third sector may have some answers.

Wisconsin can build on the citizenship principles shared through the Public Leadership Institute and network to find new opportunities for self-reliant activity in many subjects and at many levels (see Goal #4). Leaders and taxpayers also will have the fiscal information needed to make better decisions on who can best do the job at every level (see Goals #5 and #16).

“Think about bold goals for the sesquicentennial in 1998. Perhaps a new charter between the state and people. Something big.”

David Prosser, Legislator

Noticeably better dialogue

For citizens to have confidence in the system they have to participate in it. Using new tele-democracy technology provided by the Information Utility, citizens will have new opportunities to access all levels of government, as well as their neighborhoods, through free computer networks. Citizens will debate issues by electronic town meetings and solve common problems through video conferences.

Who will frame the questions and lead the dialogue? That is the elected official’s responsibility. In the old way, the official and government employee made (often excessive) promises and delivered programs. The new way has the citizen sharing responsibility (see Goal #4) and the elected official realistically framing expectations through programs that have measurable results.

The role of the media will change. It will independently and thoughtfully raise public agenda issues and report the debate in a way that rejects personality-driven reporting that now focuses on conflict over consensus. The transformation to this so-called civic journalism approach that looks in-depth at public issues will challenge politicians to be thoughtful and the media to be responsible.

Actions

1.1 Conduct a citizen responsibility dialogue.
1.2 Use technology to promote citizen involvement.
1.3 Promote volunteerism.
1.4 Find neutral ground to reduce distrust and resolve conflicts.
1.5 News media should nurture civic debate.

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CHAPTER ONE

GOAL #2

Effective Leaders
Training to transform government and build community

To succeed in the 21st Century as well as it has in the last 150 years, Wisconsin must “grow” leaders who can effectively guide organizations and society through turbulent change now and in the future. The new Wisconsin Public Leadership Institute and network will prepare full- and part-time officials to develop the potential of citizen, community and government.

The Commission's leadership recommendations adhere to the professional advice which states that government cannot be successfully reinvented without reinventing citizenship and leadership. The Commission also agrees with state employees who want a governmental system challenged by vision and staffed by leaders who can help employees at all levels achieve that vision as members of one working team.

Local government officials want a leadership initiative to help them motivate others to do the work that government cannot afford to do. Indeed, an effective leadership system must be in place to accomplish the Commission’s recommendations that people take charge of their personal needs, community needs and children’s education at the closest level to them.

The Wisconsin Public Leadership Institute system will emphasize the practical aspects of leading the state into the 21st Century. It will recognize the changing nature of organizations and the important role that the application of knowledge will play in addressing society's needs. The mission of the Public Leadership Institute will be to:

1. Develop an internationally recognized institute for the study and development of leadership and citizenship behaviors that build community capacity rather than dependency and that connect parts of community with each other.

2. Develop paths of communication and opportunities for collaboration among individual leaders, organizations and institutions, especially within Wisconsin.

3. Encourage and support a leadership information system that encourages a culture of public service, continuous improvement, problem solving and self-renewal within all public institutions at all levels and within the public service functions of not-for-profits and businesses.

4. Provide a variety of educational programs and materials and support services for the development of leadership skills and values.

5. Celebrate, reward, reinforce and share exemplary models of enlightened leadership and citizenship in history and contemporary life, especially within Wisconsin.

Leadership Institute participation will be required of all new constitutional officers, including the Governor, legislators and other new leaders, and for state supervisors as a con-

"It is a boring report that says we need to improve government leadership, but that is exactly the problem.”

Paul Light, University of Minnesota
Funding sources might include savings that employees themselves achieve in a more flexible and free management system. Over time, a series of certifiable leadership accomplishment levels will be identified, toward which employees and officials will work.

The Institute will be developed in the spirit of a new Wisconsin Idea that involves input from governments, business, not-for-profit, academic (private colleges and universities and public higher educational institutions) and citizen interests. It will draw upon the wisdom and experience of former public officials, legislators, journalists and others. Public employee unions will have a key role in its conceptualization and employees at all levels will participate.

The Institute will be entrepreneurial, charging for services. It will have a Madison and Milwaukee presence and make extensive use of the Wisconsin Public Information Utility to develop and disseminate materials for continuing education through computer networking, CD-ROM, interactive video and other training tools.

An important benefit of the Institute and network will be a reinforcement of the sense of community that distinguished Wisconsin in the 20th Century but threatens to erode in a fast-paced society. The perspectives and experiences shared by participants representing different layers and units of government will result in priceless partnerships, relationships and trust.

“State government cares less about local government.”
Southeast Wisconsin official

Such trust among currently turf-conscious levels will be critical if the state is to remain a democratic community during a time of change and increasing heterogeneity. The program could also reinforce the government and public-private sector exchanges recommended elsewhere.

**Actions**

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<tr>
<th>Actions</th>
<th>From Managers Who:</th>
<th>To Leaders Who:</th>
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<tr>
<td>2.1</td>
<td>Develop a Public</td>
<td>Are bosses and controllers</td>
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<td></td>
<td>Leadership Institute and network.</td>
<td>Are coaches and stewards</td>
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<tr>
<td>2.2</td>
<td>Incorporate a leadership</td>
<td>Have a “win” mentality</td>
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<td></td>
<td>philosophy in the</td>
<td>Make decisions</td>
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<td></td>
<td>management system.</td>
<td>Do things right</td>
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<tr>
<td>2.3</td>
<td>Prepare managers as</td>
<td>Focus on organizational inner workings</td>
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<td></td>
<td>mission-driven leaders.</td>
<td>Are short term thinkers</td>
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<td></td>
<td></td>
<td>Think in terms of activities, rights</td>
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<td></td>
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<td>Know the answers</td>
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<td>Know how to express themselves</td>
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<td>See the world as cause-effect</td>
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<td></td>
<td></td>
<td>Take charge</td>
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<td></td>
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<td>Only emphasize tangibles</td>
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Developing effective leaders will:

1. Provide the leadership needed to reinvent state government on a day to day basis.
2. Assure citizens that Wisconsin government continues its reputation for excellence in government by having the best state government in the United States.
3. Provide an ongoing source of cost saving innovations to keep the cost of government as low as possible.
4. Upgrade the quality and accuracy of information provided to citizens by government.
5. Reinforce the pride of state government employees by investing in their skills and knowledge.
6. Make the process of state government reflect the best practices and knowledge available.
7. Improve the quality of the products and services of Wisconsin state government.

Joe Martin, Arthur Andersen and Co.

“You need a vision and leadership. Then identify problems before you jump in and solve the wrong problems.”
CHAPTER ONE

GOAL #3

New Wisconsin Idea

Everyone’s ideas and shared ideals

The chapter is closing on the old Wisconsin Idea that recorded great accomplishments of the people—through our University—on our dairy farms, in our factories and in government itself in the 20th Century. Wisconsin’s 1998 sesquicentennial challenges us to redefine that Idea to meet the realities of the 21st Century.

What must be different about the new Wisconsin Idea compared to the old? How can that new definition be so cutting-edge and so special that it distinguishes Wisconsin globally, just as the old Wisconsin Idea distinguished us in America, Germany and throughout Europe?

“The future will be built with the natural resources of nature and the natural talents and capabilities of people, the real Wisconsin ideas.”

Charles Savage, consultant, Wellesley, MA

The old Idea leveraged the University’s knowledge and service ethic to cope with crises facing farmers, workers and government.

The University was “the fourth branch” of government in meeting the state’s needs.

After 150 years, however, the University no longer is the only recognized holder of knowledge. Indeed, the private sector, private colleges and people throughout Wisconsin have the information, knowledge and wisdom to collectively distinguish our state in the next century just as the University almost singularly distinguished Wisconsin in the early part of this century.

The new Wisconsin Idea will reflect the capability of citizens who told the Commission they place a very high value on education and lifelong learning (see “Citizens and Public Employees Offer Advice”). It will capitalize on Wisconsin youth and adults who have proven to be more thoughtful, conscientious and articulate than the competition. It will build on industry’s stellar survival strategy following the midwest’s manufacturing crisis of the 1980s. It will seize the educational experimentation and diversification taking place in homes, businesses and public and private schools everywhere. It will use the breakthrough reforms recommended by this Commission (see Goal #20) as testimony to our choice of government that produces results not bureaucratic process.

The old Wisconsin Idea was limited by geography: the boundaries of the campus are the boundaries of the state. The new Wisconsin Idea has no boundaries. The ability to learn has no limit and the borders of Wisconsin become the borders of the world as we link (through the Information Utility, see Goal #12) with the world economically and governmentally. We are, indeed, destined to become a player in a high-tech global economy and responsible citizen of a global village connected through civic purpose and commerce (see Goal #9).

The new Idea considers knowledge as a commodity with great value and the ability of each of us to know the other’s knowledge capacity as a great ideal. The new Idea envisions learning taking place in every location—home, school, work and com-
munity. It sees the library system (see Goals #11 and #12) as a special asset, serving home, school, business and community. It considers every citizen’s natural curiosity as a survival skill (see Goal #10). Leading as always, we have identified ways to tap existing assets through concepts such as youth apprenticeship, the model K-12 Village Partnership and distance education. These are seeds of ideas and examples of how we can build on the excellence of the past for the challenge of the future.

**Tangible Wisconsin Ideas**

1. Develop a knowledge-based economic strategy. The world will pay for what Wisconsin knows as well as what it makes. Wisconsin can adopt a globally-distinctive strategy to use its knowledge potential and its University alumni system as unique assets in an economic development strategy (see Goal #9).

2. Use knowledge to solve problems we once asked government to solve. As part of a new citizenship ideal, we will solve our problems ourselves, using government as a last resort. We will use networking and community education as tools to breach the barriers of profession, bureaucracy, government boundaries and tradition that prevent us from seeing each other’s capacity to be self-sufficient and driven to succeed (See Preamble and Goals #2, #4, #5 and #20).

3. Use the knowledge of the University, private colleges and business to develop science and technology policy. Government must tap knowledgeable players to develop effective science and technology policy for the 21st Century. Wisconsin can no longer tolerate political brinksmanship that leads to regulatory and legal gridlock. The Governor and Legislature need to tap the state’s knowledge in a nationally distinctive way in drafting policies, laws and programs (see Goals #8, #13, #17 and #18).

   The new Wisconsin Idea? It is developing and using the knowledge capacity and ideas of all Wisconsin people. Together we will come up with our own ideas that give us noticeably better citizens, noticeably better communities and noticeably better government, all moving Forward for a noticeably better quality of life.

   “No reform will succeed without an idealistic vision. Wisconsin can yet again serve as a model for the rest of the nation.”

   William Cronon, historian, UW-Madison

**Actions**

3.1 Link the Department of Development and UW System for economic development.

3.2 Create a state dialogue to reinvent citizenship.

3.3 Tap Wisconsin knowledge to develop science and technology policy.

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The new Wisconsin Idea will:

1. Ensure that taxpayer dollars are invested in knowledge, human capital and education.

2. Continue Wisconsin’s reputation for educational excellence beyond the traditional concept of schooling.

3. Enable citizens, businesses, universities and research centers to participate as full partners with, and not as the subjects of, government.

4. Stress that the solution to new problems might be new knowledge rather than more laws or taxes and that solutions come to government rather than from government.

5. Improve the economic well-being of Wisconsin citizens as well as the quality of life.

6. Enable state employees to draw ideas from the private and public sectors to create a government conducive to education, science and technological growth.
CHAPTER ONE

GOAL #4

Taking Responsibility

Achieving together what we cannot achieve alone

What one thinks depends upon how one thinks. Moving to a system that promotes individual and community self-reliance—not dependency on government—will be a contentious, confrontational journey. That is because we have been convinced through three generations that there really is a free lunch, we are entitled to it and government—not taxpayers—should pay for it.

On the other hand, compared to other states, Wisconsin already is quite a self-reliant place. We are frugal and know value. We are neighborly and help our neighbors.

If government costs are to be controlled and the needs of society met, citizens must do what needs to be done for health, safety and community well being. As the Commission was told: the whole nation must somehow redefine the role of government and the responsibility of the individual to meet 21st Century reality. It has to start somewhere; and if any group of citizens and any state government can do it, it is Wisconsin’s.

COMMUNITIES AND CITIZENS SERVING EACH OTHER

In the 21st Century, Wisconsin citizens will look first to themselves, then to family, then to the community and its non-government entities for help. Government will be last on the list. The problem: existing laws, policies and budgets generally assume government is the first, last and always provider. The Legislature’s challenge: moving from government as the great provider to something else without hurting the really vulnerable.

There are obstacles. Codes, rules and professional advisors present legal and psychological roadblocks to our taking care of personal and organizational selves. Here are some examples of what has happened:

For the individual: Local building codes might prevent a grandparent addition or house from being built on a son’s or daughter’s land. So the child cannot look out for aging parents and a grandparent cannot easily care for a grandchild. Or consider the situation when a sign ordinance prevents a parent from running a home business, effectively blocking the opportunity to earn an income at home while taking care of children.

For the organization: Some tax breaks have been on the books so long that they have become like an entitlement even though they serve a lower priority (see Sweeping Sunsets in Goal #16).

Public policy: A rule puts a ceiling on wages as a condition of assistance, or a policy falls short in meeting the child care needs of a working parent.

Business policy: Work restrictions prevent workers from spending special moments with children, serving the community as mentors, caring for parents or volunteering.

Many little life examples document a rigid, policy driven culture that seems disconnected
from common sense when it comes to helping individuals care for themselves and others. The challenge: to change the government and social culture to free those who have greater capacity to be self-reliant or help others but still protect and care for those who need it.

**A SPECIFIC CHALLENGE: PUBLIC HEALTH**

Government has a responsibility to protect public health from 21st Century threats and give it a high priority on the state's policy and program agenda.

Local government and dozens of focused and sometimes competing interests constitute the core of Wisconsin’s diffused public health system. The Division of Health attempts to facilitate and coordinate activities, and laudable outreach efforts exist in the University and elsewhere.

**“You must affect personal behavior if you are going to address the larger issue of government and cost of government.”**

Ted Kolderie, consultant, Minneapolis

However, Wisconsin is behind other states in developing a coordinated healthcare system focused on prevention and using cooperation among government and non-government interests. Threats are posed by local, state, national and international changes in policies regarding communicable diseases, reproductive health, child health and environmental health. Moreover, changes in population concentrations, mobility and mega systems—such as public water supplies and depressed immunological systems—compound the challenge.

The state should place public health high on its agenda but it should reach beyond simply creating an organization. The issue is how to create an effective society of organizations and interests that have different but interrelated roles and responsibilities—beginning with the individual citizen.

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**Actions**

1. **Find new paths to the self-reliant community.**

2. **See the entire community as able to serve.**

3. **Government programs and employees become helpers.**

4. **Return public health to the public agenda.**

Marlin Buehler, Forestville

“Make the state of Wisconsin a safer place to live.”

David Prosser, Legislator

“How can the state unleash, promote and reward the potential in people, business and not-for-profits?”

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**RESULTS**

<table>
<thead>
<tr>
<th>Taking responsibility will:</th>
<th>3 Move the debate about and control over how to solve social problems back from state government to the local community, voluntary organizations, family and individuals.</th>
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<tbody>
<tr>
<td>1 Reduce the negative view of government as the creator of dependency and reduce the number of citizens dependent on the state.</td>
<td>4 Change the products of state government from direct aid, assistance and directions to creating local and citizen level preconditions for self-help.</td>
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<td>2 Reduce the tax burden of creating new entitlements and programs of subsidy rather than self-sufficiency.</td>
<td>5 Adopt a public health model of government service: treat the whole community instead of individuals directly, focus on prevention, looking to create preconditions of health, not treatment of illness; and shift responsibility to individual and family for their own health.</td>
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CHAPTER TWO

GOAL #5

Cooperating Communities

Partnerships to enhance community capacity

The state's character begins in thousands of neighborhoods and communities. Its strength comes from a system in which the whole could be greater than the sum of its parts, but only if the boundaries that separate those parts are the same lines where communities meet to begin to working together.

Wisconsin's 2,774 municipalities and school districts are part of a larger system that has a nationally envied record of honesty and accessibility. There are examples where governments share buildings, combine services (like Milwaukee's North Shore fire service) and work together, especially in emergencies. State government once commended cooperation and innovation, a practice it should resume and expand to include private sector and not-for-profit community accomplishments and cooperation.

COOPERATION COULD IMPROVE

Turf protection starts in Madison among agencies and communities and extends to communities around the state. Sometimes when people want to cooperate, they find that state and local budgets, management and personnel systems get in the way. That must change, and it will happen only if the formal government system is changed.

Local officials have told the Commission: "It is hard to imagine a local government structure that does more to encourage conflict and discourage cooperation than the one in Wisconsin." The Legislative Council's committee on shared government services recognizes the need for cooperation. The Commission, however, wants to create a sense of urgency that says to all government units—the state included—that cooperation is not only desirable but essential. Failure to cooperate has always had a price, but cooperation is crucial now and the politicians and bureaucrats should know that.

The Commission wants to foster intergovernmental and interagency cooperation toward improving service delivery, saving taxpayer dollars, and meeting the needs of the citizenry. The Commission, therefore, proposes withholding as much as 5 percent of current funding from state agencies, local government and education—pending a satisfactory answer to how they will break down barriers that prevent them from working together. Cooperation also is why the state needs an intergovernmental efficiency broker function. This will be accomplished by joining the intergovernmental and energy functions in the Department of Administration with the economic and "level of service" skills of the Public Service Commission.

The brokers will use tools such as conflict resolution, negotiation, mediation, cooperative pacts, certificates of cooperation for public advantage (a variation of a Maine program) and other tools to promote cooperation. One barrier that needs attention is restrictions on municipal workers working across municipal lines. The key message: government bureaucratic and jurisdictional lines should be invisible when it comes to common sense cooperation.

GOVERNANCE COMPONENTS

Shadow governments and non-government service providers exist in private associations, volunteer groups and neighborhood organizations. Formal government must deal with these from a positive perspective—coping, enhancing and connecting. It also has to work
harder to cross psychological barriers that separate rural and urban, city and suburb, school and city hall. This is what taxpayers expect but too seldom receive. Using the state’s broker function, questions about service sharing, cost sharing, growth sharing, joint planning and regional cooperation can be addressed.

The private sector is an important partner in community development, especially in urban settings. The state has to decide where to help out (such as in siting state facilities) and where to back off. The “help out” question is key when state jobs can go to cities and lagging rural areas, especially now that technology gives rural areas a boost.

Government success in reaching consensus is linked to a state budget process that requires an early, meaningful, consultative and even partnership role among all levels and branches of government. It is a collaboration that sees problems, opportunities and infrastructure as one. No turf. No distrust. No excuses to avoid cooperation. That’s what taxpayers expect (see Goal #20).

GRASSROOTS AND FORMAL STRUCTURES

Given neighborhood growth strategies, it may be possible for state agencies to focus resources from numerous functions such as school rebuilding, small business assistance (more and more in the home), Main Street programs, outdoor recreation, public safety, housing, community education and urban forestry. Packaging might happen through an urban land grant university function (see Goal #13). Research tells us community infrastructure is connected and government agencies should behave that way.

Overall, local government needs attention and modernization before it lurches into a crisis. There is value in grass roots neighborhood democracy, sometimes made easier by computer networks (from the Information Utility). However, many local units need to ask whether they are too small, too remote, too poor, or too big to provide their own service or pay for independent overhead. Is the role of government to “do” things, or is it to help things get done?

Should local government continue to fill technical or professional offices through general elections? Are various boards and councils too big to be effective? Do we have too many governmental units? These and other issues should be debated in a local government statutory revision commission, concluding its work by 1998, Wisconsin’s sesquicentennial year.

This Commission recalls the themes of the 1977 commission on state-local relations and financing policy. Giving local government greater flexibility and autonomy still makes sense, as does the still-unheeded plea to put some sense into land use and boundary adjustment policies. However, a key difference between then and now is today’s recognition of the many stifling layers of government and the realization that government should not be the sole provider of public service. The system looks more like a web than a layer cake and the web spinners include citizens, not for-profits, business and government. This is especially true at the local level. The challenge (as envisioned in Goal #22) is to have a management system that strengthens the individual strands of that web and supports the structure as a whole.

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E. G. Nadeau, consultant, Madison
“Local governments should be cooperative partners not competitors for scarce resources.”

Reuben Harpole, Milwaukee
“Parks are important places where we can gather as a community.”

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<th>Cooperating communities will:</th>
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<tr>
<td>1 Require local governments to focus on service delivery at the lowest possible cost and not preservation of jurisdictional boundaries.</td>
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<td>2 Reduce the number of local units of government whose existence is based on tradition rather than function and efficiency.</td>
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<td>3 Allow local taxpayer tax relief to be based on local as well as state level savings in the cost of government.</td>
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<td>4 Increase the equality of what citizens pay for and get by reducing the parochialism of local units of government.</td>
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<td>5 Change product focus of local government from what it can provide to its citizens to what is the most effective way citizens can get this service.</td>
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<tr>
<td>6 Reduce the cost of local services by lessening duplication and inefficiencies of small scale operations.</td>
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<td>7 Change the process of local government from turf protection to management of local resources and tax dollars.</td>
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CHAPTER TWO

GOAL #6

Generations that Connect
Youth and older adults: special needs and potential

Connection is an important Commission theme. Society needs to rethink the way it connects with, meets the needs of, and uses the potential capacity of youth and older adults.

Some youth see themselves as being disconnected from the rest of society and express that feeling through graffiti, gangs and disrespect. Some older adults, too, can be disconnected, cast aside in their older years as liabilities, not assets. Some youth oppose spending time and money on the elderly. Some older adults oppose spending money and time on youth. Disconnection and suspicion reign.

Several principles guide recommendations affecting youth and older adults:

1. Government’s approach to youth and other adults is fragmented, uncoordinated, sometimes duplicative, and generally short sighted.
2. It is no longer acceptable to simply hand out money instead of trying actually to solve problems.
3. There are bureaucratic, legal, and generational barriers that prevent old and young from connecting, and society from meeting the needs of both.
4. All citizens should believe they have value and are connected to something important or something larger than themselves, such as other people, nature (a special value for Wisconsin people) or a social system that values citizens and citizenship.
5. All human beings have dignity.

CONSOLIDATE YOUTH SERVICE FUNCTIONS

Consolidation or linking of eight highly focused youth service programs will reduce duplication, improve service and save money. More importantly, it will open the door to more effective attention to youth with special requirements or great potential.

In some instances, review or the transfer of programs might begin with internal questions, such as the new Secretary for Education asking whether the Youth Initiatives Program is central to the education mission (see Goal #10). In other instances, the transfer will happen as part of a larger strategy, such as alcohol and other drug abuse efforts in Health and Social Services (see Goal #18). In still others, they will be considered when an agency such as the Department of Natural Resources is allowed to focus on the content of core environmental messages and learning, rather than actually running camps, Chippewa Youth Employment or minority internships.

The federal role in the state 4-H and youth development programs of the UW-Extension presents different questions. Nevertheless, successful 4-H programs—which foster reliability, environmental messages and learning, rather than actually running camps, Chippewa Youth Employment or minority internships.
socialization, stewardship and entrepreneurship in youth—might have an even greater positive impact if they are more closely tied to other activities.

Youth apprentice-ship programs and the conservation corps are two programs that operate in relative isolation from each other and yet have similar objectives, exposing youth to the rhythm of work. However, there are questions about the ability of the WCC to attract workers.

All of the programs represent a considerable investment of time, money and effort, yet they are generally uncoordinated and fail to reinforce each other and serve youth as a whole.

For youth to connect, they need to be involved in the public system. Volunteer efforts like Badger Boys and Girls State and the Strive Foundation provide lessons and questions for elected officials, business owners and all concerned about how long we can go with youth believing more and more they have no stake in the system.

**Older Adults**

Many of the state’s programs and relationships with older adults are driven by federal programs and rules. The aging of society will result in major fiscal challenges to the federal government, state government and, of course, all taxpayers. (Wisconsin will see a sharp increase in older adults after the year 2000.)

Under the Commission’s theme of self-reliance and shared responsibility, questions must be asked at all levels of government and in all sectors about what barriers exist to older adult self-reliance.

In a bureaucratic sense, barriers have been erected unwittingly in the Department of Health and Social services through different and competing cultures and purposes in different divisions. This leads to counter-productive competition, duplication and poor coordination.

In a larger sense, the issue of how to cope with an aging society reaches from Green Lake to Milwaukee County. It is important for the entire state to address the challenge. However, the assumption that “government can do it all” is no longer operative. Now families, including extended families (as was the case years ago), have primary responsibility for elder care. Thus, a review of the barriers to families caring for older adults is needed.

Equally important is tapping the capacity of seniors for continued service in household, community and school. Many seniors now serve as mentors, storytellers, classroom aides and volunteers. The system could be in place where many more would volunteer if legal, scheduling, transportation and structural barriers were removed.

**“With the breakdown of the family and educational system we are guaranteeing the continued recycling of poverty.”**

Martin Schrober, former governor

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**Actions**

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<td>6.1</td>
<td>Consolidate youth functions.</td>
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<td>6.2</td>
<td>Plan for aging of society.</td>
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**Results**

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<td>1</td>
<td>Focus government programs dealing with the young and the elderly on efficient delivery, not program boundaries or agency authority.</td>
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<td>2</td>
<td>Change the focus of programs for youth and elderly to include using the population as participants and problem solvers, not just service recipients.</td>
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<td>3</td>
<td>Enable state government employees to ask not what their program can do for youth and the elderly, but what should be done across problems in cooperation with these populations.</td>
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<td>4</td>
<td>Bring youth and elderly into programs as fellow citizens, not as clients, and treat them with dignity and respect.</td>
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<td>5</td>
<td>Allow the family, linking across all generations, to be viewed as the focus entity instead of four social workers for each person in the family.</td>
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<td>6</td>
<td>Reduce the cost of services through program consolidation and coordination.</td>
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CHAPTER TWO

GOAL #7

Land Use
Coping with a rapidly changing landscape

Listening sessions held throughout the state found that citizens hold few things more important than our natural resources. But Wisconsin’s landscape is changing, raising new questions about land management and public policy.

Land use change fueled Wisconsin’s last major political reform era one hundred years ago. As the state experienced massive logging, a crisis erupted in the economy, natural resources and local government. The crash of Wisconsin’s then wheat-based farm economy created another crisis. Industry-government reforestation partnerships, innovative forestry laws, rural zoning and UW System dairy science programs saved the state and provided the foundation for today’s forest products and agribusiness economies.

“We have a very pristine state here and tourism is the number one attraction in this area. Yet there are no long range goals about how we’re going to preserve our natural resources.”

Gaashkibos, Tribal Chair, Lac Courte Oreilles

Now, a century later, Wisconsin’s landscape is changing again with impacts on local economies, government service costs, daily life and aesthetics. This time it is scattered development, sale of large forest tracts, urban sprawl and farm expansions that are causing new conflicts among neighbors and adding costs to local government.

But the Commission finds little consensus—even among state agencies—about how to cope with the changes. The complex system of government and land ownership makes it impossible to focus on a common approach.

Unlike before, much is known about the link between land use and other parts of the environment, such as lakes, groundwater and wildlife. However, no expert or entity has all the information or the ability to provide comprehensive advice or direction. It is also important to consider the rights of those who pay property taxes on, and earn a living from, the land.

The Commission’s land use recommendations are not a laundry list of what should happen. Rather, they are more a list of questions and tools that the private sector, government and landowners themselves might consider in their different roles.

State agencies, such as the departments of Natural Resources and Agriculture, Trade and Consumer Protection, are challenged to consider land use more comprehensively, looking beyond their organizational boxes to the landscape outdoors. Land use and environment-related programs should be scrutinized and evaluated on the basis of certain outcomes and standards. Programs that fail to achieve desired results should be replaced with others that are more innovative in approach and for which results are perhaps more tangible.

Most government decisions affecting land use are made locally. The Commission discovered, however, that local government does not always cooperate very effectively. In some cases, there is counterproductive feuding across town, county and municipal lines. Local governments are reminded that their disputes over annexation and service delivery can have a lasting impact on the land and on the cost of providing service. The impact of local government decisions on the loss of prime agricultural land is a special concern.

State government has established an in-
“Tax base competition between governments results in bad land use and animosity among local governments.”
Tom Hamish, Wisconsin Towns Association

Land use issues affect urban as well as rural Wisconsin. For example, the productive development of urban areas with contaminated lands is important to jobs in the city. Reasonable approaches are needed in urban infill situations. A variety of taxation issues and options need evaluation not only in terms of their impact on revenue, but also their impact on land use, especially when the viability of farm operations is concerned.

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CHAPTER TWO

GOAL #8

The New Infrastructure
Technology and knowledge change the way we think

State government calculates its capital assets at $15 billion, but it fails to include in its calculations the knowledge assets of state workers. Someone who did include those assets in an estimate for the Commission put their worth at $150 billion. There is a need for a systematic plan to better manage or develop both assets in the 21st Century.

Wisconsin citizens rightly demand high quality services and infrastructure. As a result, our state highways, parks, buildings, ports, airports and public facilities compare favorably with other states. However, the rules of physical infrastructure are changing, in terms of what is an asset or liability, in terms of their management and even in terms of their ownership.

BUILDING FOR EFFICIENCY AND VALUE

Public facilities represent a significant asset of and cost to state government, including the UW System. The state should take a cautious, go-slow approach on new buildings for several compelling reasons:

1. Technology will permit citizens to get the information they need and allow them to make easy transactions such as buying licenses from their homes, workplaces or malls. Technology also will reduce the need for office space and allow employees to work from home, car and field.

2. Employee numbers will stabilize or be reduced; some employees will be redefined as team players who move around or work from home rather than “doers” who stay in one place.

3. Distance learning, using ever changing technology, will reduce the need for classroom space and allow more efficient use of existing space.

4. More government services will take place in high use areas such as shopping malls, requiring lease arrangements or locating where there is a need for employment or community development.

5. Taxpayers will demand of all levels of government that they share facilities as much as possible, joining local, state, federal and educational activities for customer convenience, one-stop-shopping or program coordination.

6. Large buildings with permanent walls—the kind government likes to build—are often incompatible with rapid technological changes, requiring retrofitting and remodeling. Like the private sector, government may consider these “assets” to be liabilities and sell them.

These and other changes will require the Legislature and the Governor to rethink the role of the State Building Commission and budget process, especially as it relates to infrastructure planning in concert with other governments (see Goal #20).

Because of technology, the state is at the same decision point it was at when it decided to set up an extensive university campus system. The criteria for building at that time were different than today, raising questions about the role of campuses in relative proximity to each other. The criteria for cost effective infrastructure in the 21st Century will be much different than the criteria in the 20th Century.
The new infrastructure will:

1. Allow technology to bring government to citizens rather than require citizens to physically go to government offices for services.

2. Focus on state employee knowledge as a state asset that must be maintained and enhanced as much as the physical assets of government.

3. Reduce the public impression of government as a place where bureaucrats sit to a resource that can be tapped from the home and community.

4. Require state employees to assess their participation in the competitive bid process as to who can most effectively operate and own facilities that have been traditionally government only.

5. Ensure that long term debt is strictly limited in terms of creating infrastructure through bonding obligations that must be paid back by future generations.

6. Make the private sector a partner in large scale infrastructure planning.

**Actions**

8.1 Coordinate planning for energy-utility-transportation rights of way.

8.2 Go-slow on state building and rethink infrastructure needs.

8.3 Consider market mechanisms and other new tools to achieve infrastructure development and operation goals.

**RESULTS**

"Infrastructure reform needs serious attention. A plan is needed and decisions made to implement the plan."

Anthony Earl, former governor
CHAPTER TWO

GOAL #9

The Knowledge Economy

Sell what we know as well as what we make

Wisconsin's 21st Century economy will emphasize selling what we know in our heads, as well as well as what we make with our hands. Wisconsin's 21st Century government will value the knowledge capital of its workers just as it values the building assets it owns today.

We know Wisconsin works smarter and has a better educated work force than other states. Why not take advantage of our qualities as a national if not global player in the knowledge economy? We also have a world class university and state government that can be better tapped by other countries inventing their own economies and governments to serve public health, and environmental, educational and other social needs.

As the University does a good job of selling its knowledge, so should state government. Under a knowledge economy initiative, the Department of Development will link the University and others—including state agencies—together to sell what we know to get revenue we all need.

When combined and made available to the world, these knowledge assets will create a world class product to be marketed by a consortium, perhaps known as Expert Wisconsin. Commission research suggests a public-private, higher education partnership that can sell expert advice on topics such as manufacturing, service, health systems, agriculture and government. Here is how it could work:

Somewhere in the world, investors want to develop an economy or business such as paper making. Wisconsin is the nation's paper leader and our universities and government know a lot about the business, too, including growing the trees paper mills need. We also make paper machines and are experts in printing.

In addition, our government knows how to work with business to protect the environment while keeping paper making economically viable. If Wisconsin becomes a 21st Century merchant in knowledge markets, it would deliver a range of expert advice, services and products—even products not obvious, such as how to regulate the industry—to global customers. We would even get paid for it.

How would the knowledge be delivered? In person, by satellite, by CD-ROM, or Internet, made possible through the Public Information Utility (see Goal #12).

Some of this activity is happening already. The challenge is to identify our market niches and develop a long term strategy.

Who is the competition? In the case of paper, it is the Scandinavians. But whatever the competition, Wisconsin would distinguish itself by the level of customer service and through other advantages, such as neighborliness (an asset for the Far East), cultural ties (with Europe) or continuing educational opportunities through the University. It would take advan-

“The creation of knowledge stems from analysis and action— the key is time. In the just-in-time data era, time is the global currency.”

David Marshel, IQ Inc., Maynard, MA
tage of the worldwide University of Wisconsin alumni network to develop markets.

Even though it is unconventional, why does this approach make sense? It plays to Wisconsin's strengths: smart work force, quality products, honest relationships, great University and good government. It accepts the fact that in a global marketplace knowledge is easily transportable, important for us in the Midwest.

There are barriers, not the least of which is that this is a new way to think about economic development. There are issues of proprietary information, state policy, logistics and accounting. The potential is clear, however, because of the clear global focus on an image of the new knowledge-age economy as envisioned by Peter Drucker and others.

Also, there are spin-off opportunities. There could be a more organized partner city program or special cooperative efforts with other world class universities. Some of the foreign customers may want to come to Wisconsin for continuing education, tourism or job training.

For the public employee, this strategy means an increased emphasis on lifelong learning and the need to be connected to the information superhighway. The reward for advising others on how to clean the environment, protect public health or teach children goes beyond a paycheck. The work values the public employee for her or his knowledge capacity (see Goal #20).

For the University, it means finding ways to integrate and reward faculty participation in the process and being on call to meet customer needs (see Goal #13).

For state government, it will require looking at the benefits and risks of creating a privately managed buffer between the state employee and the private sector. It will mean looking for ways to encourage knowledge sectors of the economy. It will mean being comfortable with a high-tech, customer-driven consortium which will organize and market Wisconsin knowledge.

The firm will use a variety of electronic, fiber optic, digitized and wireless channels to gain access to the knowledge information it needs and distribute it to customers (see Goal #12). In the end, Wisconsin can become a recognized participant not only in the world economy, but in the world community.

Actions

9.1 Sell intellectual capital in the knowledge economy.

9.2 Aggressively tap Wisconsin's Knowledge Capacity for state use.

Leona Fitzmaurice, Bioissues, Madison

"To transfer their research to the marketplace, university researchers must become entrepreneurial or align with organizations already engaged in entrepreneurial efforts."

Ralph Stayer, Johnsonville Foods, Kohler

"Government's role is to promote the free trade of knowledge."

The knowledge economy will:

1. Impact citizens by improving the national and international market for Wisconsin knowledge.
2. Change the contribution of government to economic development by focusing on the role of government as investor and promoter of knowledge.
3. Improve the equality of contributions that all sectors of Wisconsin can make to the knowledge capital of the state: not a monopoly, but a consortium.
4. Change the contribution of the state university system as a source of knowledge to a source of human capital network for the private and public sector.
5. Change the view of state employees from regulators of the economy to contributors and participants, as good government becomes a marketable commodity.
6. Remove government as a barrier to the growth of new environmentally safe products of Wisconsin industry.

"The Japanese use the library function and technology together to accomplish business and organizational goals."

James Matarazzo, consultant, Boston, MA

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"The Japanese use the library function and technology together to accomplish business and organizational goals."

James Matarazzo, consultant, Boston, MA
GOAL #10

Lifelong Learning
A need for new state thinking, new local responsibility

Lifelong learning is the most important survival course in the knowledge economy; the structure and system now in place cannot deliver it.

From classroom culture to interscholastic athletics, the system was designed to condition and conform workers for the Industrial Age. The Commission has found the people of Wisconsin worried about what and whether their children are learning.

The Commission’s bold recommendations are the beginning of major changes Wisconsin must make in the structure and process of education if we are to successfully compete in the 21st Century (see Goal #9). We must continue to instill, nurture and satisfy a thirst for learning that has been a hallmark of Wisconsin’s character but seems, according to our studies, to be eroding.

“We have eight school administrators in a county of 16,000. That’s too many.”

School Board Member

BUILDING A LIFELONG LEARNING SYSTEM

Lifelong learning begins in the earliest years and continues each day, in many locations, from many teachers and through many means. The Commission sees the building blocks of lifelong learning as including:

1. Parents take responsibility. Parents begin the teaching process at home by infusing values, work ethic, a sense of curiosity and discipline needed to learn. The state, especially through evolving information technology, can help in an important way. But the parent is in charge!

2. The community owns education. The community, with parents at the core, is in charge of the school, not distant bureaucrats. The principal, teachers, board, parents and community teach the child using the philosophy that “the village” teaches the child, as in other cultures. The state provides help, networking opportunities and recognition for accomplishments.

3. The school is a community place. School buildings must meet high standards, be technologically current and be open to the community as a special place where everyone can meet, learn, recreate, read and socialize throughout the day and night, if the community chooses. The state helps ensure school building equity through creative approaches (see Goal #11).

4. Teachers teach. Although school buildings should serve community needs, the teachers should be allowed to focus on teaching and not be expected to fill dozens of other roles. The same applies to the state education agency. The state should encourage reassigning social service, transportation, nutrition and like duties to specialists in those
areas, including vendors competing on a level playing field with public employees.

5. Technology is aggressively tapped. Technology is revolutionizing learning in form and format, and Wisconsin must not take a back seat to anyone. Learning content can be developed locally. The state must provide a convenient, cost effective distribution system, ensure training (especially of teachers) and promote Wisconsin-relevant content (see Goals #12 and #14).

6. Learning happens any time, any place, in many ways. Learning, especially using interactive technology, should be permitted to take place anywhere, anytime. Employers, teachers, entrepreneurs, private schools, home schools, cooperatives, charter schools and places yet to be invented all will contribute to learning. The state promotes this diversity and creativity as part of the new Wisconsin Idea (see Goal #3).

7. The state is a helping hand. The state educational function should shift from controlling K-12 formal education to leading the policy crusade for lifelong learning as it can be delivered by many providers in many places through new, exciting technological means. The state will still need to assess and evaluate, but focus on results, not paperwork and not with a heavy fist, but a guiding hand.

8. The state education governance system is seamless. The state's educational structure, from pre-school to higher education, must evolve into a seamless system. That concept may seem unobtainable given the pride and protective ness of existing institutions, but it must happen. There must be a new oversight system that meets the 21st Century definition of education and detaches, once and for all, from a model that traces its roots to the days of King Arthur.

**A SECRETARY FOR EDUCATION**

The first step into educational leadership for the future will come with creation of a Secretary and Department for Education that have a vision beyond existing interests and institutions. The Governor will appoint the Secretary, in partnership with a citizen board, confirmed by the Senate.

The Secretary will lead an agency committed to and held accountable for educational excellence. The position will have a role quite different from the current Superintendent of Public Instruction. The current office focuses on control of formal K-12 education. The Secretary will see education as something everyone should be involved in, not just certified public educators, administrators and teachers.

This new leader for education will see education as beginning before the classroom, in the home and at day care and preschool. The state will be a helper and advocate for early childhood education, using tools such as the Public Information Utility (see Goal #12). The Secretary also will be a strong advocate for the Village Partnership concept, the model for decentralized and parental ownership in school site education now being tested in the state.

Finally, the Secretary will champion school-to-work transition programs and be a partner with business, private teachers and

**Actions**

10.1 Create a Department for Education, headed by a cabinet secretary.

10.2 Prepare educational boards for greater effectiveness and accountability.

10.3 Study administrative efficiencies.

10.4 Consider county or multi-county educational administration units.

10.5 Direct the state CESA system to achieve greater local cooperation between K-12 districts and Technical Colleges.

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"I'd like to see the vocational school system develop more job training for economically disadvantaged people."

Anthony Vang, Wausau

"There are too many local units of government, including school districts."

Mark Rogacki, Wisconsin Counties Association

"I'd like to see the vocational school system develop more job training for economically disadvantaged people."

Anthony Vang, Wausau

"All school board members should take a two-day workshop on their role and responsibilities."

Jill Reiche, Wausau

"We need to take a look at the schools and make kids our priority."

Linda McMullin, La Crosse

"There are too many local units of government, including school districts."

Mark Rogacki, Wisconsin Counties Association
technical colleges, as well as public educators, in promoting and providing lifelong learning.

As part of the transformation to a culture focused on educational results, the Legislature should promptly review and eliminate low priority, unnecessary mandates and reporting requirements that generate unnecessary work and paperwork for the state educational agency and local schools.

The new Secretary should promptly review agency functions to determine which ones directly relate to the educational mission and what could be eliminated or reassigned. A partial list of what should be reviewed includes: aid distribution; youth, nutrition and social services programs; telecommunications and library services; teacher licensing; tech-prep administration; and job training.

**THE BOARD FOR EDUCATION**

Educational continuity has a strong tradition. Similar to other states, Wisconsin should have a citizen board that is concerned about formal education of youth in the K-12 system, focusing on issues such as curriculum. The gubernatorial appointed board will consist of seven members who will be appointed to six-year staggered terms, subject to Senate confirmation. The staggered terms will promote continuity, which will be important as the board coordinates among all educational institutions.

**LOCAL SCHOOL BOARDS AND DISTRICTS**

Serving on local school and technical college boards is a challenging and, too often, thankless task. There is a significant need to upgrade the capacity and capability of local boards through training, technical assistance and leadership support.

"Nearly 20 percent of the state’s children are not educated in public schools. [We should] focus on educating all children— not just those in government run schools."

Sharon L. Schmeling Association of Non-Public Schools

In paying for education, taxpayers also finance the overhead of 427 school districts. Many of the same administrative functions and services performed by technical colleges, local and network (see Goal #2). Local boards must be held accountable for operating districts as businesses, using nationally evolving approaches that measure cost versus educational performance. Over time, school districts and taxpayers will have the data they need to better manage and judge managers using benchmarking and other information provided by the state (see Goals #16 and #18).

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<td>1</td>
<td>Decrease the size of noneducational bureaucracy and bureaucratic decision making over state education.</td>
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<td>2</td>
<td>Help citizens feel that local educational leadership has the training and expertise to deal with local decision making on educational issues.</td>
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<td>3</td>
<td>Reduce taxation without representation by the election of local technical college boards.</td>
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<td>4</td>
<td>Increase the efficient use of state funds to consolidated administrative services.</td>
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<td>5</td>
<td>Result in an educational leadership that is responsive to the demands of all citizens and which can leverage the power of the executive branch to bring about change.</td>
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<td>6</td>
<td>Focus the product of government, not on educational regulations but on leadership for lifetime education and coordination among educational systems.</td>
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government, county government and special districts are performed by schools. This is inefficient and costly.

The state should provide incentives to encourage school district consolidation on a county or even multi-county basis (see Goal #5). This consolidation of administrative functions fits with the recommendation that local schools will have greater freedom to manage their site, requiring less oversight.

The Cooperative Educational Service Agency (CESA) system can help achieve greater cooperation between remaining districts, between K-12 districts and technical colleges, and between educational government and general purpose government. Guidance might be sought from the government efficiency brokering function (see Goal #5). The Legislature should review the CESA’s results at an appropriate point to determine their effectiveness.

**ELECT TECHNICAL COLLEGE BOARDS**

The existing approach to appointing local technical college boards is complicated by a variety of difficulties. In addition, the technical college districts, because they are taxing units, should be accountable to taxpayers. Regional technical college boards should be elected, not appointed, but care should be taken to ensure that various diverse communities have representation. Therefore, not all of the positions on the board should be at-large.

In addition, technical college districts should combine similar administrative functions with other districts or units of government. Functions to consolidate include, but are not limited to personnel, legal, procurement and data processing. Several examples of combined services already exist.

Footnote: The Commission for the Study of Administrative Value and Efficiency acknowledges the many fine ideas and excellent work of the Commission on Schools for the 21st Century, chaired by Ody J. Fish.
GOAL #11

Community Learning Centers
A place for school and community

Wisconsin’s approximately 2,250 underused and, in some cases, undermaintained public school buildings have great potential to be focal points of community for citizens of all ages. A number of changes in how Wisconsin uses and manages school buildings can save money and naturally build structures, service and communities around school.

 Wisconsin school buildings are an $11 billion asset that, on average, are used 21 percent of the time. In addition, the future cost of compliance with building codes and safety laws will greatly increase the cost of maintaining and servicing that asset.

BUILDING OPTIONS

As part of a long term strategy to build community around school, Wisconsin should transform schools—now almost entirely dedicated to formal education—into Community Learning Centers. In Wisconsin, the Centers will meet established building criteria, but be designed and operated to reflect local conditions and community needs, including K-12 education. It will be neutral, safe and accessible from early morning until late at night, for the activities the community wants.

The Centers will be places where a community comes together, a joint effort across public, private and not-for-profit sectors. Experiments have taken place in Texas, New York and Rhode Island in which community-based models emphasize self-sufficiency, diversity, prevention and public accountability.

THE CENTER:

£ Is not merely a school, although education for children and adults can take place, allowing foster grandparent and volunteer programs to help teachers and children in traditional K-12 programs, early childhood, parent education, literacy classes, personal enrichment and college-credit courses.

£ Is not a medical facility, although medical, dental and social service clinics may be found there, convenient to students and parents, who won’t have to leave work for a child’s appointment.

£ Is not an office building, although small businesses (as part of a school-to-work transition, for example) and not-for-profits may have space there.

£ Is not a day care site, although it may include a place for child care and adult day care to keep seniors involved and out of nursing homes, also saving money.

£ Is not a recreational facility, although there may be a gym, weight room and pool, available to all youth and adults for physical education and lifetime sports, as well as room for cultural exhibits, crafts, music, theater and meetings.

£ Is not a library, although there may be a library branch on site, connected to the information superhighway, as are the classrooms, which could be used by other instructors for night instruction.
For parents in need, the schools can serve as a place to go without the baggage associated with visiting social services, health care or legal offices.

**SCHOOL BUILDINGS**

The system for managing school buildings in 427 districts falls short of meeting health, safety, regulatory, and teaching needs. As a step toward standardizing operations in an equitable way, a strategy should be devised, involving business, government and educators to put schools into system-wide management.

The strategy also will address other non-educational matters, freeing local teachers, parents, principals and school board members to worry more about learning and less about leaky roofs. This will leave local control of curriculum and building use with local citizens.

This strategy will examine at least three areas:

- A review of how school facilities, referenda and other non-educational matters are being addressed.
- A study of ways to shift infrastructure and facility management issues to building experts.
- A means to incorporate best practices in school facility management, operation and maintenance to meet health, safety, energy efficiency, space and other needs.

**PUBLIC LIBRARIES’ FUTURE**

Libraries around the state represent a continuing expense for taxpayers, but more importantly, an asset with significant potential in the knowledge society. In the long term, school libraries might become the branch libraries connected to the information superhighway. Public library service from the school fits into the long term needs of the state in several ways:

- The cost of technology is not duplicated between the public library and school library.
- The Public Information Utility will be attuned to serving school systems and can serve merged libraries with little difficulty.
- Libraries will be more convenient to adults utilizing community education, recreation and service functions in the Community Learning Center.

Library services have had difficulty breaking away from their stereotypical image as a reading room surrounded by shelves of books. As part of the Information Utility, public, academic, special and research system libraries will have an advocate to better meet the 21st Century needs of students, adults, educators and businesses.

**“How are we going to use [school] technology if we’re strapped just to keep the physical plant going?”**

Bill Hogue, Eau Claire

**Actions**

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<thead>
<tr>
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<th>Benefits</th>
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<tr>
<td>1</td>
<td>Transform schools into Community Learning Centers.</td>
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<td>2</td>
<td>Change the process of community school building decision making to expand scope and purpose of facility to meet community wide needs.</td>
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<td>3</td>
<td>Save taxpayers money with more consolidated management and multiple revenue sources beyond local tax levies.</td>
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<td>4</td>
<td>Increase citizen participation in community activities and refocus school as center of community.</td>
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<tr>
<td>5</td>
<td>Connect schools and libraries with information highway as centers of distance learning.</td>
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<td>6</td>
<td>Provide greater citizen access to community centered facilities and greater use of public facilities.</td>
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Ed Huck, Wisconsin Alliance of Cities

"The school is a part of community. Take it away and you lose community.”

George Kliminski, Madison

"School buildings are used 21 percent of clocktime.”
Goal #12

Information-Age Utility

All government units can electronically connect with ease

The Wisconsin Public Information Utility will be a shared telecommunications operation that provides easy access to electronically stored information, the information superhighway and the high-tech connections required for 21st Century learning, governance and commerce.

The Utility will consolidate technology hardware decisions now diffused through government, reducing duplicative costs and competition among agencies. The consolidation will come at a particularly crucial stage in Wisconsin's entry into the electronic age and, therefore, the savings opportunities it presents and the potential for service will be exceptional.

Hardware and related software purchases will shift from the Educational Communications Board, the University, the technical college system and the new Department for Education to the Utility. The ECB will be phased out, its employees given opportunities with the Utility. The library service function of the Department for Education will be incorporated into the Utility and, presumably, expanded to meet the knowledge economy needs of the state (see Goal #9), according to the business plan of the Utility.

Also, consistent with a knowledge-economy strategy that formally links the University with the Department of Development (see Goal #3), the library assets of the University will be tapped, opening up the capacity of that system to the state, its businesses, private colleges and citizens.

The Growing information needs of citizens, business and government, as well as the influx of new telecommunications technology, set the stage for the new type of utility and the partnership opportunities it presents. The approach will meet the commercial, educational and communication challenges of a state focused on a new Wisconsin Idea that uses its knowledge capacity to better live, learn, govern and compete (see Goal #3).

Accordingly, the Utility will have the flexibility to help people connect with their Legislature and other levels of government. This tool will be especially useful in helping Wisconsin schools and Community Learning Centers connect with their government in civics and government learning (see Goals #6 and #11).

Interactive television and free network and other technology services also will help people connect locally and with state government. Attached to the Department of Administration, the Utility will draw its strength from the communities and interests it serves. A summary of service categories includes:

1. Delivering distance education to all public and private educational concerns and connecting school to workplace (see Goal #10).

2. Connecting instructors and experts in businesses with educators, students, public agency personnel and others doing public business as part of a strategy to teach and learn smarter (see Goal #10).

"We have to stop putting 1990s equipment on a 1950s system."

Independent expert
3. Delivering community programming such as public affairs, lifelong learning, public involvement and cultural networking (see Preamble).

4. Providing local and state government coverage and service, such as legislative coverage and public hearings (see Preamble).

5. Delivering training and information to public employees (see Goal #20).

6. Allowing user-friendly transactions with government on functions such as licenses and permits (see Goals #15 and #21).

7. Creating partner-city relationships linking Wisconsin with cities and states (see Goal #9).

8. Connecting Wisconsin knowledge providers with customers around the world as part of an intellectual capital strategy (see Goal #9).

9. Serving the court system in all dimensions, from taking depositions to cost effectively taking expert testimony from distant points (see Goal #22).

10. Putting government information on-line in a cost effective, revenue-neutral fashion (see Goal #16).

Statewide service will be responsive to regional interests, which will have community ownership and be responsible for content development. The consortium might involve vocational schools, K-12 systems, not-for-profits and others. Programming and the local infrastructure will be financed by a variety of means, including commercial presentations, user fees, subscriptions and government underwriting.

An important part of the Utility will be making library services, both electronic and traditional, accessible to every citizen, which will be possible through on-line electronic communications to homes, schools and businesses. Computer visionary Bill Gates talks of the high school student looking up a homework assignment on pre-Colombian art by surfing the stacks of libraries around the world—all the while sitting on his kitchen stool. The Information Utility will be there to help the student surf Wisconsin and the entire world of knowledge.

“Agency agendas, schedules, reports and activities should be on computer to facilitate communication between citizens and government.”

Thomas Steele, La Crosse

### Actions

12.1 Create a Public Information Utility

12.2 Transform libraries into distance learning partners

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**RESULTS**

1. Provide cost effective standards that will make information access uniform across regions, educational institutions, government agencies and individual organizations.

2. Save taxpayer money by reducing the capital costs of distance learning through avoidance of duplicative and incompatible technology acquired by different levels of government and education.

3. Decrease the cost of access by consolidating distance learning programs and technology currently spread across many agencies.

4. Increase citizen access to the knowledge and information of the next century independent of the barriers of distance or educational institution affiliation.

5. Make the library resources of the University System available for all citizens of the state.

6. Reduce the time and cost of citizen access to government information at a level of detail unavailable currently to all but specialists in Madison.

7. Change the role of state employees to both providers of information to citizens and consumers of information from citizens.
CHAPTER THREE

MANAGEMENT FLEXIBILITY

In a series of discussions with System personnel and the Department of Administration, the Commission found instances in which the System could be given greater decision flexibility without the executive branch unduly relinquishing its responsibility and authority to manage government as a system.

In building construction, for example, the UW System will have authority to renovate, remodel and maintain buildings without enumeration through the state building process. Projects that are funded 100 percent by gifts, grants and program revenue will have special flexibility, but the Regents are advised to exercise caution because new projects contain long term staffing and maintenance costs.

An important component with this flexibility, however, is the reality that System buildings are part of Wisconsin’s government infrastructure which should be considered as one (see Goals #8 and #18). The UW System should be required to cooperate with other government units to share facilities, especially given that one study showed System buildings operate at 60 percent capacity.

Greater decentralized flexibility in areas such as procurement, personnel and budgeting are recommended, as is decoupling of academic and faculty staff from the rest of the state civil service system, to allow the University to compete better.

FACULTY PERFORMANCE

The Commission has reflected on the value of faculty tenure, especially as it relates to academic freedom to teach and to research. It also heard the need expressed by citizens and legislators to restore public confidence in faculty through even more improved accountability and documented performance.

Regents should examine additional options to enhance performance and the reporting of performance using objective and tested methods.

The Commission also was told of serious problems in keeping faculty current in their fields. Meeting this need is important to the entire System’s proficiency and reputation, es-
especially given the fact that the private sector, think tanks and knowledge entrepreneurs now represent credible competition with faculty.

A LAND GRANT UNIVERSITY FOR MILWAUKEE

The University of Wisconsin-Milwaukee, and other University assets in the metropolitan region represent an important component of the urban community. The Commission supports designating the UW-Milwaukee as a land grant urban University, driven by mission and held accountable for results.

EFFICIENCY CHOICES AND 21ST CENTURY RELEVANCE

In different ways, all other governments in Wisconsin are challenged with incentives and disincentives to reinvent themselves for the 21st Century. The University should not be exempt from this challenge and, given the historic significance of the Wisconsin Idea and its importance to the state, should hold itself to a higher standard.

By 1997, the Regents should complete the first phase of management questions relating to equity, efficiency and accountability throughout the System. Chancellors will have more authority to act and be accountable, and numerous programs, schools, functions and administrative costs will have been reviewed.

The real challenge, perhaps met by the sesquicentennial in 1998, is for the Regents to create a vision for a 21st Century university attuned to a knowledge economy and cognizant of the fact that, unlike 150 years ago, it is now one of many actors producing research, teaching and outreach functions important to Wisconsin. Regents should be mindful that the University mission may be delivered without campuses or classrooms.

Administratively, the Regents also should be mindful of a growing public opinion that universities’ missions, governance and operations are dangerously anchored in behavior more relevant to the 19th and 20th centuries than the 21st.

Actions

13.1 Increase system management flexibility.
13.2 Increase building construction flexibility while meeting system needs.
13.3 Delegate and manage efficiently.
13.4 Establish UW-Milwaukee as Wisconsin’s land grant mission-driven urban university.
13.5 Improve inter-campus credit transfer.
13.6 Document faculty performance.

There needs to be a new philosophy of public service in Wisconsin and throughout government.”

Katharine Lyall, UW System president

Our university will:

1. Be responsible for its own products and productivity within budget limits and accountable, not only to its students, but to all citizens of the state.
2. Provide the most affordable quality education experience to Wisconsin citizens as the UW System is allowed to manage its own resources.
3. Make citizens of the state feel that university campuses are part of their legacy to the next generation, a statewide endowment that citizens can invest in.
4. Decentralize the operational direction of campus resources to levels of decision that have responsibility for performance.
5. Make urban citizens of Wisconsin a part of the mission of the University, just as rural Wisconsinites have felt in the past.
6. Require faculty, as citizens serving the state within the context of a public institution, to reexamine their performance and productivity and be the driving force in the University’s own efforts to reinvent itself for the benefit of Wisconsin.

Kim Waldman, Wausau
“A priority has to be education. If education is improved, that will lead to improvements in many other areas.”
CHAPTER THREE

GOAL #14

Using Technology
Help employees use technology’s full potential

Hardened bureaucratic arteries have inhibited developing the potential of technology to bring better service to citizens, more value to taxpayers and greater potential to public employees. Taken together, these recommendations begin to address the challenge for state, local and educational government to use technology more effectively and creatively while avoiding costly mistakes.

Effectively using technology is more than having a computer at a desk or in a classroom. Technology is more than computers, as technologist and futurist Dan Burrus told the Commission. Using technology to its fullest extent will also involve a range of tools, from microwaves to micro mechanics, from satellites to lasers. Technology is more than wires and screens that allow us to be overwhelmed with data and information. It is a tool to increase knowledge, even wisdom. The challenge to government is to have elected officials, managers and employees who understand that.

Officials of information-age government must appreciate the impact of technology on their power and potential. Information technology is not only transforming how managers manage, but how they govern. So officials, from the Governor on down, must be able to ask the right questions and get answers from a wide range of advisors, not only hardware advocates and vendors.

State government generally is on the right track in coordinating information management functions. Standards are being set while agencies do implementation. A caution: staffing levels need monitoring, especially given the opportunity for better workload distribution and competition.

THE TECHNOLOGY FUND AND ITS USE

A revolving technology fund should help agencies and local governments, including libraries and Community Learning Centers (see Goal #11), apply technology to “real life” situations. The multi-million dollar revolving fund will offer local governments access to front-end money needed to invest, in spite of limited funds.

The fund will help pay for hardware, software, training and experiments in the development and use of technology. A heavy emphasis will be placed on investments that improve efficiency, especially in the Legislature and its public input process, including rule making. Other priority uses: process re-engineering, enhanced effectiveness and better customer service.

Also, there should be a significant effort to train public employees in using technology, infusing technology into leadership training. Employees will learn how to work smarter using technology.

Much attention has focused on technology as a management or data processing tool. However, technology also has potential as a communication, education, training and presentation device. Employees need to use the full potential of the visual and interactive dimensions of technology, especially as young people raised on high-tech visuals come of age. This will require not only training, but also reliance on skills of teachers, trainers, artists and audio-visual and computer graphics specialists. State government is poorly prepared at this time and there are many bureaucratic barriers.

GET GOOD ADVICE FROM OUTSIDE GOVERNMENT

The state, through the Department of Administration, has created an Information Technology Board for outside advice on using
Using technology will:

1. Enable citizens to interact with government faster and cheaper.
2. Enable government to be more responsive to citizens and to improve the quality as well as timeliness of their response by giving citizens remote access to both government and education.
3. Encourage state government to invest in training and equipping of its managers and employees so they are able to take advantage of information technology to do their jobs better.
4. Even out the technological sophistication of services across state government, which currently varies from very high technology to primitive.
5. Require significant initial investment which will be paid back in long term productivity gains and reduced operating costs compared to labor intensive, non-technological delivery of services.
6. Continue to move Wisconsin government products out of the paper and printed form age and into the electronic information age.

RESULTS

Actions

1.4.1 Create a state technology fund.
1.4.2 Train and reculture employees for the technological age.
1.4.3 Affirm information technology as the major presentation device.
1.4.4 Create a high level technology advisory function.
1.4.5 Coordinate distance learning.
1.4.6 Revamp purchasing laws covering high-tech.

State Employee

“Educate upper management in the proper application of technology. All they know are buzzwords.”

COORDINATE DISTANCE LEARNING

Educational agencies are using distance learning as a part of cost effective teaching. However, the potential generators of distance learning content, inside and outside Wisconsin, present a coordination problem. Inside the state, the University of Wisconsin should be designated a distance learning content coordinator for state agencies, including the technical colleges and new Department for Education.

The coordination should not involve control of content, but focus on best use of system capacity and avoiding duplication wherever possible. Simply put, there should not be two half-filled distance learning classes at the same time.

REVISE TECHNOLOGY PROCUREMENT

Costly procurement mistakes have been made in the public and private sector because purchasing policies use an industrial age model of product uniformity, mass production and distrust. The result of this lack of sophistication, especially in a large state bureaucracy, can be substantial.

Wisconsin's rigid procurement policies need overhauling to meet high-tech realities. Procurement specialists, essentially hired and rewarded for processing paper in a system that sometimes inhibits those who want to use technology, need to be transformed and retrained, along with the process.

The result of this transfer: technology purchases made for value and total cost, not just unit price. As one employee said, that means changing the practice that prohibits a small office from buying a locally sold computer with a good service agreement and forces it to buy a computer off a list with a poor service agreement.

In a larger sense, management must ask better technology-related questions and get training on how to make information technology policy and procurement decisions to avoid repeating past mistakes.
CHAPTER THREE

GOAL #15

Quality Service

One stop shopping; customer driven

Most reinventing government initiatives pay much attention to the concept of the citizen as a customer and recommend creating customer driven cultures and systems within government. As Wisconsin’s “reinventing government” effort, the Commission accepts some of the citizen-as-customer rhetoric, but not all.

In some respects, government can act like a business. Government performs transactions, such as selling fishing licenses. If an angler catches a fish, there is probably a satisfied customer, but not always—especially if a warden issues a ticket for fishing out of season. Like a business owner, the warden who hands out the ticket must honor basic service principles, such as courtesy.

However, government also is unlike business. Consider the citizen/customer who learns the state requires a permit for a certain activity. It may not matter that the permit is issued by a friendly, efficient government worker if the citizen/customer thinks the permit is an intrusion on his rights. Public policy may be served in this instance, though, if the regulation appropriately protects a public good. In this case, the “customer” is a citizen first and as such has a duty to obey the law, like it or not.

ONE STOP SHOPPING

State government can do better. For example, public convenience regarding simple transactions and information requests can be improved. A centralized customer service function serving all agencies is warranted, much like some of the mail order, airline and insurance services the Commission reviewed. Citizens should have access to a “one stop shopping”, toll free, 24-hour service that should provide:

1. Information on a range of general topics most frequently raised by in-state and out-of-state callers (other states have data to set up such a system);

2. Convenient and efficient filling of requests for materials (brochures, booklets, tapes) from all agencies, including the university; and

3. Multi-agency license and small business transaction services for simple things such as recreation, motor vehicle, simple permits.

The same services should be available online and by fax. The high-tech customer service function also will manage and staff the interactive, multi-media computers and kiosks in public areas such as shopping malls, libraries and community centers.

Because of unique missions, state agencies suggest difficulty in coordinating customer service efforts. However, the citizen sees the private sector coordinating much more complexity and wonders about the competency of government. Reluctance of agencies to cooperate on activities such as toll free lines, efficient materials distribution and one stop licensing does not build confidence in government.

CUSTOMER-FRIENDLY MANAGEMENT

In addition to the one stop shopping concept, other recommendations speak to management system recommendations. Using input from La Follette Institute students enrolled in

Representative Doris J. Hanson
Commission for the Study of Administrative Value and Efficiency Commissioner

State employee
“Hire employees who are sensitive to the clients we actually serve.”

Hire employees who are sensitive to the clients we actually serve.
Public Affairs 878 at the UW-Madison, these three key actions are offered:

1. Incorporate customer service into the management system. By July 1, 1997, the state should be on a new management system that focuses on outcome-based work planning and results-oriented budgeting. A revised human resources system is planned for that time, building on pilot programs. The pilot efforts should help establish customer service benchmarks from which agencies can work.

2. Measure customer feedback. Agencies generally do little in the way of measuring customer satisfaction and even less in designing products or services with scientific customer input. By July 1, 1997, the customer feedback dimensions of the system should be in place to serve all agencies on a continuing basis.

3. The Legislature should focus on policy, not customer service. As has happened in the U.S. Congress, elected state representatives have become the customer complaint desks of government. That has taken valuable time and energy from more important planning, policy and fiscal responsibilities. Unfortunately, state agency performance often is such that the citizen has little recourse but to call the legislator who gets results.

"Quality service is possible if internal and external customer groups perceive that input is valued."

Jay Sorensen, Midwest Express, Milwaukee

The system, when in place, should have the integrity to ensure that agencies are held accountable for meeting the service criteria established by standards, including the one stop shopping function. Conversely, legislators should not promote themselves as customer service representatives (which may be attractive to voters), but as statespersons.

The executive branch should establish a means to report customer service performance to the general public in the state’s new annual report card as a part of the management system, and in a special way to the Legislature and its committees.

**Quality service will:**

1. Bring government service and information directly to citizens in their communities.

2. Change the process of government to focus on measuring impact and outcome and redefining service to the customer as the measure of success.

3. Allow state employees to feel that they are providing a needed and wanted public service and allow them to know how good a job they are doing with immediate customer feedback.

4. Provide citizens with a means for letting the administrative agencies know what they want, like and need without having to seek legislative intercessions.

5. Make the product of government accessible to citizens independent of where they are in the state.

6. Reduce the distance citizens feel is between them and their government by bringing government to them in a cost effective fashion.

**Actions**

15.1 Establish a “one stop shopping” service function.

15.2 Integrate customer service in the management system.

15.3 Measure customer feedback.

15.4 Let executive branch serve customers; legislators make policy.

David S. Baum, SSI Technologies, Janesville

"To empower people to perform, without fear, is the ultimate challenge. The benefits to each department can be enormous."

"Quality service is possible if internal and external customer groups perceive that input is valued."

Jay Sorensen, Midwest Express, Milwaukee
CHAPTER FOUR

GOAL #16

Continuous Renewal

Know the cost before you start and be able to stop

Government needs to shut off the lights on some programs as well as launch new initiatives, build buildings and pass laws. It also must evaluate closely before it leaps into new spending and learn to value the things that are important.

From the beginning, the Commission asked: “What should government do? What should government not do?” If it needed doing, look to the citizen, not-for-profit, business and, finally, government. But what if “it” was already being done and needed stopping?

Government does a poor job at continuous renewal, stopping programs once they have begun or “cleaning the closet.” That is why reorganization commissions come and go. This Commission recommends a continuous renewal process that government can use so the state will never again need another reinvention commission.

“Stop making all these new laws and regulations. Get rid of about 100,000 old ones and let us get back to living our own free lives.”

Louis Graf, Burlington

Sweeping Sunsets and Base Closing Model

Elected officials have a difficult time getting accurate and complete information on when programs have outlived their usefulness or should end. Agencies, beneficiaries and other stockholders who benefit from spending are reluctant to hurt themselves. Even with good information, the vote to replace an agency, eliminate a rule, sell a building or end a tax break seldom comes. Lobbying to block change can come from anywhere and everywhere.

The Commission recommends a permanent, independent, highly visible process of Sweeping Sunsets that periodically question the value of a wide range of decisions. The decisions include, but are not limited to: administrative rules, laws, offices and buildings, fees, entitlements, tax breaks, numbers of local governments, numbers of local boards, and advisory bodies to agencies.

First consideration for Sweeping Sunsets are agency advisory groups, each of which should sunset by July 1, 1997, unless it justifies its existence to the Legislature.

Second, with a 1998 sunset date, should be unfunded state mandates imposed on local government. Mandates are defined by the Legislative Fiscal Bureau as any state action that would require local government to take some action or provide some service not required under current law. By the Wisconsin sesquicentennial, they should be eliminated or funded.

Sunsetting may need to include shutting off the lights on some state facilities, including some university facilities, although that should be left to Regents to begin. Technology, transportation and organization management trends suggest less need for large, centralized buildings, especially those occupied by one unit. The state should go slow on new buildings, including university facilities (distance learning affects higher education). It should support consolidation of functions among agencies and local
governments and have a strategy for downsizing the $15 billion state building asset, which could be a liability in a high-tech age. It should start getting more out of its $150 billion employee knowledge asset, now tapped at a fraction of its potential.

**CALCULATE TRUE COSTS AND REAL ASSETS**

Government gets into fiscal trouble because it has trouble counting. Unlike business, it manages by a method called cash accounting, which essentially is paying today's bills today. It is less aware of the cost of today's spending decisions on future taxpayers.

State and local government should adopt full accrual accounting that gives a more accurate picture of the cost of decisions against present and future taxpayers. An example would be calculating the cost of health benefit or pension decisions. That bill has to be paid in the future and decision makers should know the cost before they vote.

Wisconsin is not in as bad shape as Washington, which has difficulty calculating its total debt. But there is a need for better information here as well; the state should have a reporting system simple enough for the non-accountant to understand. Debt, for example, could be periodically compared to an index, such as economic growth. The new media, taxpayer groups and average citizens should have the information they need, in the form they need it, before specific spending decisions are made that will burden their children.

Linked to full accrual accounting will be a “truth in spending” function that serves legislative and executive branches. The function will be charged with keeping a running tally of present and future costs, not only in generic terms, such as to all taxpayers, but to specific taxpayer groups.

For example, the truth-in-spending function would know and communicate the continuing tax, fee and liability burden on different kinds of house-holds, business groups or property owners. It would cost out decisions on the basis of so-called generational accounting. Conversely, it would also add lifetime costs of entitlement, infrastructure, pension and tax break decisions, potentially controversial, but necessary for better decision making.

Essentially, government accounting must rethink its work, much of it now focused on implementing the system of checks and rechecks. In the long term, it will be able to calculate the value of employees’ knowledge capital (a current research project). It will be a transformation for a method of calculation that now focuses on price, not cost, and seldom on value.

**Actions**

16.1 Establish a Sweeping Sunsets process.

16.2 Apply the Sweeping Sunsets test to advisory bodies.

16.3 Adopt full accrual accounting.

16.4 Adopt “Truth in Spending” evaluation principles everywhere.

16.5 Adopt an ongoing process to sell unnecessary buildings and other infrastructure.

"Programs that have outlived their usefulness continue to drift along. Force a periodic, careful review of every existing state program."

Anonymous

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**Continuous renewal will:**

1. Allow the state to shut off the lights on outdated programs that are no longer useful.

2. Begin the process of continual sunsetting on agencies, tax exemptions, councils, programs and more.

3. Review unfunded state mandates imposed on local governments, eliminating or funding all by 1998.

4. Force the state to manage by full accrual, not cash, accounting.

5. Begin a truth in spending function to keep a running tally of present and future costs for all taxpayers.

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Mark Rogacki, Wisconsin Counties Association

“Pensions are a long term fiscal problem that demand state and local attention.”
Goal #17

Legislative Branch

Lawmakers’ decisions implement strategy and require results

A century ago, legislative reformers transformed a “discredited and corrupt” Wisconsin Legislature into a globally respected and historically revered body. A century later, new reforms are needed to give honest and honorable lawmakers new tools to produce the results voters demand and to restore the respect elected officials once had and still deserve.

Without major improvements in the legislative process and the state management and budget process, taxpayers will remain skeptical of government performance. Lawmakers will continue to promise results from a system that has difficulty defining the word “results” and the once-sterling reputation of the Wisconsin Legislature will diminish through no fault of its own.

This century’s legislative reforms arrived through the help of the University expertise under the Wisconsin Idea of service. Laws were passed that we now take for granted as part of Wisconsin’s government, community, business and agricultural landscape.

The 21st Century reforms will come from the Legislature itself, with help from businesses, citizens and private colleges, as well as the University. As one researcher reported, the old Wisconsin Idea is dead in many legislators’ eyes.

The reforms directly affecting the Legislature are described throughout this report. The reinvention of citizenship, found in the preambles, is central to the Citizen Legislature, and any debate about citizen responsibilities, as well as rights, must involve lawmakers. Also, the development of effective leaders, including legislative leaders, is central to the reinvention of leadership in government and to the management reforms the Commission recommends.

Key sections of this report affecting the Legislature include those on citizenship, leadership, continuous renewal, and the new management system. Each recommendation here and in other sections will be debated on its merits, but there are several overriding principles integral to helping the Legislature think about its 21st Century work:

1. Think long range. The Legislature needs the freedom, incentive and capacity (provided through a new culture and focused training) to think and act long range, debate strategy and invest strategically. The emphasis on two-year cycles is as risky for government as it is for business. Citizens, the media and lobbyists need to acknowledge this risk and give the Legislature recognition for thinking long range rather than acting to please or appease the pressure of the moment.

2. Legislate for results. The process of passing laws and budgets must shift from inputs (debating how much money to spend) to outputs (what results do we want for our money). The Legislature and state agencies must reinvent the budget process to focus on results with accountability. The budget should implement strategic investments that respond to the real world, not agency needs. Two other tools are the Legislative Impact Statement and Truth-in-Spending information that should come from technical staff with enhanced capacity. Finally, the Legislature must preside over the adoption of a state government management system that

Legislator
“You are the Kellett Commission of the next century. Think big.”

Actions

17.1 Encourage a focus on strategy, not details.
17.2 Remove policies that keep lawmakers in Madison and inhibit their contact with their home districts.
17.3 Improve training for legislators and staff.
17.4 Study the impact of off-cycle elections.
has a common language, uses benchmarking and, like business, provides for activity-based accounting.

3. Institute Sweeping Sunsets. Government must continuously renew itself, stopping what does not work and closing the door on work that is complete. The Legislature is challenged to establish a Sweeping Sunset and base closing process that is credible and implementable. The U.S. Congress and elected officials everywhere have difficulty making tough decisions that affect their districts or special interests. By adopting the Sweeping Sunsets process, the Legislature can slow the process of throwing good money after bad.

4. Require excellence in deliberation. The Legislature represents the grass roots wisdom of the people. The way it defines its work, solicits input, hires and directs its staff, schedules debate and evaluates its products will determine how well it meets the needs of this generation and future generations. The 21st Century role of leaders is more to paint vision and frame issues than provide answers. The role that informed deliberation plays in the Legislature should be improved and the level of debate enhanced.

5. Reject the temptation to manage details. Legislators want to provide constituent service, but the existing system of government has almost forced them into the primary role of government service representative. The new management system for state agencies should require agencies to deliver satisfactory service, freeing legislators for policy discussion. Agencies and legislators each should redefine their roles and relationships.

6. Become better equipped to deal with science. Major policy issues and budget decisions will be directly affected by new scientific discovery and technology. Just as the reforms a century ago required a major rethinking about what kind of technical expertise the Legislature needed to be effective, legislators for the new century must have the capacity to evaluate highly emotional and sometimes scientifically subjective issues involving ethics, risk analysis, liability, personal rights and other issues that are redefined almost daily by changing technology.

7. It's one government system; it should work together. As part of the recommended reforms, the budget, management and personnel process ideas assume the taxpayer expects government to act as one system, not stepping on one another but working together when it makes sense. Today's practices and relationships between and among units and levels of governments are built more on distrust and turf protection than collaboration. The Legislature has the singular responsibility on a statewide basis to address that problem, as well as to see that the state's public and underutilized infrastructure are part of one system, without regard to who owns the title.

The news media also are a factor in effective lawmaking. The media, sometimes tempted by politicians, can have an even shorter attention span than elected officials. Moreover, the media is driven by a desire to report the quick hits of conflict and corruption rather than the more difficult in-depth, solution-focused, civic journalism.

As with the other parts of society, the media's Constitutionally protected rights may come with implicit responsibilities. In a state like Wisconsin, where government is good and people are capable of taking government seriously, the media may have a special obligation to give citizens steak along with the hot sauce. That might mean, for example, asking not just what a program costs, but also asking what is its value.

To address the need for better public understanding of the legislative process, the Commission endorses current efforts underway in the Legislature to use technology, public education and other tools to help restore understanding about and respect for that institution.

17.5 Delay appointments to state positions.
17.6 Develop a modern view of public input.
17.7 Place the Legislature on a sum certain budget.
17.8 Require non-legislators to pay for bill drafting.
17.9 Participate in shared experiences to gain understanding.
17.10 Achieve “higher level” campaign as condition of public financing.
17.11 Require legislative impact statements.
17.12 Reduce number of committees and require term limits on committee chairs.
17.13 Require 24-hour cooling off period between bill introduction and vote.
17.14 Prohibit proxy voting.
17.15 Limit the number of bills a legislator may introduce.
17.16 Require public hearings on all bills before floor vote.
CHAPTER FOUR

GOAL #18

Executive Branch Streamline, eliminating anachronisms and look to the future

Government reorganizations and reinventions center around themes and visions. The theme of the Commission’s effort is efficiency and the vision is government that is logically structured and user friendly in terms of where the state is headed in the next century.

The executive branch involves both Constitutional and executive agencies.

As the chief executive of the state, the Governor should have the right to choose the individual who is second in command. While that has been long accepted on the national level with the President and Vice President, Wisconsin’s Governor does not have the ability to select her or his running mate. That is done by the voters through the primary process. The Constitution should be amended to allow the Governor to select a running mate of her or his choosing to ensure that, should the need for succession arise, the policies of the administration will be fully carried out.

As recommended for other branches of government, the Governor’s office should be placed on a sum certain budget basis.

Under Wisconsin’s administrative system, both the state treasurer and secretary of state have little to do with policy making. Therefore, the constitutional offices of secretary of state and state treasurer should be eliminated and their administrative functions transferred to existing agencies.

Throughout the country, the trend toward giving chief elected officials the authority to do the job—and then holding them accountable—is gaining ground. The latest major report on improving state and local government—the Winter Commission—strongly urges that governors have the ability to set state policy agendas and have the team in place to carry out those agendas.

Three state agencies now governed by citizen boards that appoint the secretaries of those agencies and set their policies should become part of the cabinet system. The agencies are: Department of Veterans Affairs; Department of Natural Resources; Department of Agriculture, Trade and Consumer Protection. Each one of the agencies, because of public interest in their activities, should continue to have citizen advisory boards to provide guidance.

As part of its review of regulatory and consumer protection functions, the Commission found a concern about uneven administration of programs, duplication, competition and varied quality in such areas as administrative rules (see Goal #21) and consumer protection. Specifically mentioned was the confusion that exists in the consumer protection area.

The Commission is not prepared to go further than to say that consolidation of like functions, including business regulation and consumer protection, should be on the agenda. However, formal prosecution relating to both those functions should remain in the Department of Justice.

At the present time, six state agencies have as many as 19 job training programs. The func-

Actions

18.1 Eliminate the offices of secretary of state and state treasurer.

18.2 Allow a gubernatorial candidate to choose a running mate.

18.3 Place the Governor’s Office on a sum certain budget.

18.4 Consolidate functions where possible.

“Create a structure that encourages and assists strong executive leadership... to create a clear policy agenda and establish accountability.”

William Winter, chairman, Winter Commission
Changing the executive branch will:

1. Give the Governor power to appoint cabinet level secretaries so state policy agendas can be advanced—and a governor can be held totally accountable for the success and failure of the decisions.

2. Put the executive branch on a sum certain budget, as are other branches.

3. Eliminate constitutional offices of Secretary of State and State Treasurer.

4. Help consolidate employment and training programs, allow transfer of juvenile corrections responsibility, and further study tourism and park functions.

5. Consolidate revenue collection in the Department of Revenue as the state’s electronic banker.


7. Help consolidate state lending into one authority.

8. Consolidate collections in Department of Revenue.

9. Consolidate alcohol and drug abuse programs.

10. Eliminate the Public Lands Commission.

11. A accelerate and privatize some delinquent payment collection.

12. Study consolidation of all state lending in WHEDA.

13. Study consolidation of parks and tourism functions.


15. Consolidate aging functions.


17. Sell state facilities.

18. Establish cabinet agencies.

To reflect on the serious nature of some juvenile crimes, transfer management responsibility for the institutions serving the youths adjudicated delinquent by the courts from the Department of Health and Social Services to the Department of Corrections. The Commission takes care in advising that other standing committees on juvenile crime are developing recommendations that will address this issue.

The relationship between the parks and tourism functions in Wisconsin has been longstanding. The tourist promotion function was moved to the Department of Development in the 1970s. However, the tourism function might better grow outside of that organization. Studying the value of consolidating the parks and tourism functions also should include evaluation of how to best leverage the tourism value of arts and historic site activities.

Collection of resources is scattered throughout state government and occur with varying degrees of efficiency. If government is to run efficiently in a high-tech age, consolidation of the function is necessary in an agency that could best be described as the state’s “electronic banker.”

The Department of Revenue will become the state’s electronic banker, working with agencies, local governments, the private sector, vendors and others to eventually establish an electronic financial transfer system that reduces costs, improves accuracy and provides better customer service to all involved.

Numerous state agencies will reassign responsibility and appropriate resources to the Department of Revenue under this recommendation.

In addition, the Department of Revenue will be authorized, beyond its present authority, to work with the private sector and others, to accelerate revenue collection for tax delinquency and delinquency in payments in other areas. At the same time, all tax collecting units of government in Wisconsin should have the authority to sell unpaid taxes to the private sector for collection.

Consolidation of state lending in the Wisconsin Housing and Economic Development Authority will be studied as part of the strategy to consolidate similar functions. Numerous agencies are currently involved in lending activity for a variety of business development, environmental protection and other purposes.

To generate general fund revenue, the state should evaluate the sale of General Executive Facility One, the Hill Farms State Office Building and the Thornton Avenue warehouse of the Department of Administration.

To streamline government, the Public Lands Commission should be eliminated and responsibilities transferred to the Department of Justice, which is the officer of the Commission after the offices of the Secretary of State and State Treasurer have been eliminated.

"Break down agency fiefdoms."

Joe Martin, Arthur Andersen and Co.
**GOAL #19**

**Federal Relations**

Focus efforts to get more funds and use new authority

Wisconsin must act with speed and determination to get more federal funds in the categories we think are important, while noting the possible downsides and unwanted strings attached to the funds. The state also must avoid being too narrow-minded and tied up by red tape as we plan to act on the new autonomy that may be unleashed by the federal government. Finally, we must say “stop” to unfunded mandates at federal and state levels and stop the flow of regulations that prefer paperwork over results.

Like other states, Wisconsin’s relationship with the federal government is changing daily as our national government tries to downsize and begins plans to return to the states powers assumed since the 1930s. While this delegation of authority and responsibility is not completed, it is welcome; state and local governments should thoughtfully consider what they are going to do with it.

The Commission suggests three actions: 1) give more time and attention to federal issues; 2) get more federal money for the things we think are important; and 3) seek mandate relief at federal and state levels.

**Enhance the state’s federal watch**

State government’s contacts with Congress and federal agencies are generally decentralized and low key. Laudable efforts have been made by governors and congressional representatives to “look out for the state” but, generally speaking, voters have said lobbying for federal money is not a top priority.

For the immediate future, state and local governments should accelerate their federal watch as Congress and the administration decentralize. Wisconsin needs to help Washington ask the right questions about the direction it is taking (as Professor William Cronon advised the Commission). Why? Because how the federal bureaucracy is dismantled will have great consequence, especially for Wisconsin, which has high quality services.

Wisconsin could benefit significantly from federal delegation that begins giving away authority through pilot projects. States like Wisconsin that take human services, education, environmental protection and transportation seriously could be in a better position to be real laboratories of democracy. On the other hand, Wisconsin and other high service states could be hurt if decisions on the future of the block grant and other programs don’t recognize state efforts.

The state also should be watchful because the dismantling of federal programs may come without the relief necessary in the law, federal code or bureaucratic reporting procedures. That would be like opening a present that has nothing inside. Unless the state is alert, delegation could open a fiscal and legal mess.

Wisconsin also has to be careful not to mimic Washington’s narrowness. State and local governments (including schools) are capable of protecting their own turf and not seeing the big picture. Delegation presents an opportunity to look at what results the states want to achieve with money and authority, but there is a real risk that state agencies will adopt the narrow thinking of their federal cousins.

Finally, the state’s federal relations function must be tied into the state management system and its relation to local government. That will ensure that Washington’s narrow views are not sustained here at home.
FOCUS FEDERAL FUNDING

The Commission was struck by the fact that Wisconsin ranks 22nd in per capita income but 49th in per capita federal aids returning here. There are many reasons for that disparity, including the fact that we are not a big defense state.

However, a review of how the state sets federal funding priorities revealed the need for an overall strategy. Current agency practices allow state employees to make a major decision to reject millions of “no strings attached” dollars simply because of the paperwork. At the same time, progress has been made in keeping tabs on federal money and grant tracking through the Department of Administration.

The state should look at some obvious areas to increase federal dollars, especially in categories where the federal agencies give states credit for effort—which is considerable in Wisconsin. One example would be if Wisconsin simply instituted a provider tax on hospitals. That will result in an increase of tens of millions of dollars in Medicaid money.

"State and federal mandates for one jurisdiction may not apply to another or at least not to the degree."

Gary H. Mayer, Winnebago County

SEEK MANDATE RELIEF

Unfunded mandates need immediate attention, especially those for local government.

Wisconsin’s Congressional delegation should join with government back home in seeking relief by either eliminating the requirements or providing full payment for the cost of the programs and their administration. The Legislature should meet annually with the Congressional delegation to coordinate strategy.

In addition, the state should increase the attention it gives to mandates from the courts, such as the decision requiring overtime pay for paramedics. As the cost of local government increases due to mandates and court decisions, greater pressure will be placed on elected officials, employees and unions to come up with new solutions to providing service.

Like the federal government, state government should provide mandate relief to local government. Mandates should be subject to Sweeping Sunsets, with a target date of 1998, the sesquicentennial. Any new mandate should be funded.

Other ideas offered include allowing local governments to opt out of state mandates by unanimous vote of the governing body, establishing a mandate appeals board for local government to turn for relief and creation of a joint survey committee on local mandates.

Actions

19.1 Enhance state government’s federal watch.

19.2 Secure federal revenue with coordination and determination.

19.3 Seek federal mandate relief.

<table>
<thead>
<tr>
<th>RESULTS</th>
<th>Actions</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Focus more effort on getting federal funds in those categories deemed important.</td>
<td>3 Allow the state to change its relationship with lower levels of government.</td>
</tr>
<tr>
<td>2 Reduce the impact of unfunded federal mandates.</td>
<td>4 Give more time and attention to federal issues.</td>
</tr>
<tr>
<td>5 Expand state authority in new areas of influence and control.</td>
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CHAPTER FOUR

GOAL #20

The New System
Deliver value and value employees

Wisconsin government in the 21st Century must be radically different than today's government. There is no choice. Taxpayers want it. Public employees want it. The times require it. These recommendations boldly move all Wisconsin policy making and taxing bodies—state, local and educational—into the 21st Century. How far and fast they get where they need to go is up to the citizens. This report begins the journey.

The new system emphasizes measurable results over meaningless process. It will give the taxpayer and customer value for today's dollar and constantly work to give better value for tomorrow's dollar. It will see the citizen as a competent partner and the public employee as a qualified helper. The new system will place a high value on the capacity of everyone to work smarter. It also will place high value on the potential to use knowledge to plan better.

The system we have

Today's bureaucratic system came from an era when there was a need to professionalize government work and insulate government workers. Over the years, a system evolved that insulated the government workers from the reality, as well as the pressure, of the outside and trapped them in a process so rigid that they seldom could realize their full potential.

A Commission advisor who is experienced in developing efficient and effective organizations estimated the annual cost of Wisconsin's existing civil service and management system at $2.37 billion. That is all waste, he said, because the system involves checkers checking the checkers. Wisconsin has approximately a 30 percent penalty on every dollar it spends due to this oversight. The 30 cents pays for the paperwork that taxpayers don't need and government workers don't want.

The paperwork and regulations are an attempt to keep state employees honest, the system fair and quality high throughout—a good objective. The irony, according to the Commission's advisor, is that Wisconsin is, by culture and tradition, a state with high quality workers and work products and exceedingly high ethics and honesty. So the state does a very effective (and costly) job of regulating its own behavior that, for the most part, is unnecessary.

The system we want

The new system will adopt the best management principles from the private sector with an eye on the next century. Based on an intensive management reform workshop involving the public and private sectors, expert help from nationally recognized management experts and the insights of thousands of state employees, an entirely new management system is recommended. Some of the reforms will be achieved through prompt executive or legislative action. Others will take more time to review, analyze, test and debate.

An important pilot project

Large organizations do not change quickly. It will take time to transform state government and even longer to create a true partnership system among all levels of government that need to work together.

As a beginning, there will be several pilot projects involving state agencies and agency units. The pilots will be launched to demonstrate not only the waste in the current system but the benefits of an entirely new system in which employees can focus on results and realize their potential. In all cases, the workers—
directly and through their union representatives—will be involved in planning, implementing and evaluating the pilot.

The pilots will be discrete operating units that will be chartered to produce measurable results with a given set of customers in return for freedom from many of the rules, regulations and burdens that are costing taxpayers billions of dollars and restricting employees and agencies.

With outside help from experienced experts in organizational change, the employees and their management will set up what they want to do, how they will do it and what they will learn from the process. The learning experience will be used by the agencies themselves to do a better job, but also by the Legislature in its complete reform of the state management system over the next two biennia, beginning with periodic progress reports by July 1, 1997. This will include civil service, budget, procurement and evaluation.

**Budget Reform: Spending for Results**

The budget is the main decision-making process in state government and it needs major reform if it is to deal with the efficiency and effectiveness needs of the next century. Ironically, by today’s standards, the Wisconsin process is among the best of any state government in the nation.

The professionalism of the Legislature and its Joint Committee on Finance, as well as the support staff in the executive and legislative branches, all have been commended by independent evaluators. However, reform is needed so the focus is on results, not spending, and on the needs of citizens, not agencies.

The Constitution requires that state budgets be balanced and prohibits the state from borrowing for operations. A strong statutory requirement will force the Legislature, in cooperation with local and educational governments, to adopt a process that is driven by a strategy; that is, what you want to accomplish, not how much you want to spend.

Budget strategies will focus on areas such as public safety and they will define, with real numbers, what the Legislature wants to happen. For example: what should the crime rate be and whose help is needed to get to that goal? The “help” might come from police, social workers, schools, not-for-profit organizations, businesses and churches. Under the budget process, state and local agencies would have to work together, not in competition, to come up with a strategy to produce results. The results in Wisconsin would be benchmarked against results elsewhere.

As the budget is implemented by state and local governments (which get shared revenue), the hard numbers will be produced and the Legislature will evaluate the results, making sure the money is being well spent, and learning from the experience. The results of all major strategies will be published in a series of easy to understand, accurate performance scorecards for taxpayers.

The new approach will carve out new roles for standing legislative committees and legislative oversight functions, and for the technical staffs supporting the Legislature as well as the Governor.

Finally, agencies and their employees will be rewarded for saving money, and discouraged from spending all their money before the end of a budget year.

**Civil Service Reform:**

**Performance, Not Process**

The civil service system needs top to bottom reform. The old system was founded on structured distrust and an Industrial Age assumption that employees work under close supervision, using their hands, not their heads. The new system will be built on respect for the employee and what she or he does with skills, talents and capacity, both as an employee and a member of a team.

The old system required lots of paperwork, legions of supervisors, thousands of restricting job titles and hours of low value or no value paper processing. The new system requires none of the above. The new civil service system will be designed to give dignity to the worker and value to the citizen. It will:

1. Focus on the mission of the organization. The mission of the agency, unit or facility will determine the kind of

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**Actions**

- **20.1** Establish pilot projects and a goal of a new management system by July 1, 1997.
- **20.2** Adopt a strategy-driven budget process.
- **20.3** Budget for results not by bureaus.
- **20.4** Reform infrastructure budgeting, decision making and use.
- **20.5** Reward employees and agencies for saving money.
- **20.6** Evaluate more reliable long term revenue sources.
- **20.7** Establish one electronic government transaction service.
- **20.8** Eliminate Constitutional restrictions on purchasing.
- **20.9** Modernize procurement practices top to bottom.
- **20.10** Let purchasing agents become helpers and compete.
- **20.11** Use strategic partnerships like business.
- **20.12** Revamp simplistic purchasing laws covering high-tech.
workers and type of work needed. So job titles, working conditions and work itself will be for the people involved to decide, not a distant "specialist". This means personnel authority, with accountability, will be decentralized to the lowest possible level.

2. Have fewer management layers. Because employees will be treated more professionally, fewer supervisors will be needed. Those middle managers who remain will have the job of helping employees achieve, together, the mission of the organization based on performance standards and agreed upon results. Managers will be leaders, not controllers.

3. Pay for skill and performance. If government employees are supposed to work smarter they need to be paid accordingly. Because the budget process will emphasize results, the workers will be paid for performance, individually or as members of a team. Poor performance, when it occurs, will similarly be addressed. Compensation will be competitive, taking into account total pay and benefits.

4. Restore respect to public service. State employees believe they are not properly understood and their work is not appreciated. As the management system produces government scorecards, the value of public employees will become better known. In addition, a visible effort involving the state, unions and private enterprise should be considered.

PROCUREMENT THAT DELIVERS VALUE

Most state employees complain about purchasing practices that force them to use costly and time consuming paperwork and deny them the flexibility to buy what they need to do their work, even if it costs less.

Procurement reforms will modernize the entire system, delegating to the lowest possible level the responsibility and authority to buy what's needed to do the job, as long as the employee stays within budget. A new system of legislative and executive oversight will need to be designed, but it should not be designed on the model of the current system, which micro-manages.

At the same time, employees should be equipped to become smart buyers. This is the new service role— as opposed to the existing controlling role—that will be played by procurement specialists in state government. In addition, the employees will become "buyers" of procurement services, requiring the procurement functions, for the most part, to compete for business within the state government system.

Other key areas of reform include major changes in the way technology is purchased (the existing system makes it difficult to buy for value), increased use of partnerships and the use of "sunshine" — or open government reporting— as a tool insiders can use to do comparison shopping and outsiders can use to monitor costs.
NEW MANAGEMENT SYSTEM

State government already has a budget system. Now it needs a management system that uses one management language so agencies are all speaking out of the same manual. It also needs a system that places a high value on measurable results.

At the top of the system will be the common mission, not only for state agencies, but all of state government. Under the strategy, the state will develop the large share of its programs based on the assumption that citizens have responsibilities as well as rights and that with those citizenship responsibilities comes the expectation that there will be some things you do for yourself. Government cannot do everything for you.

Under the mission, budgets will be developed based on the results that the Governor and Legislature want. Where possible, benchmarks will be set, against which agency performance will be measured. The best examples of performance in and out of state service will be shared so state workers know what they are competing against. Then management will get out of the way and measure the results at appropriate times.

In the end, the results will be reported not only to the Legislature and the Governor, but also to taxpayers in a new report card. The report card will have the information needed to know not only results that have been achieved but also the per unit costs of the results.

Over time, the system will tell the Governor and Legislature whether they are getting their money's worth and whether other alternatives, including the use of private vendors or other public employees, are in order, assuming a level playing field with public employees.

Footnote: The Commission appreciates the time taken by thousands of state employees whose opinions helped form these recommendations, especially in the areas of civil service, procurement and management systems reform. Wisconsin is fortunate to have public employees who are generally performing excellent work in an antiquated system under sometimes difficult conditions.

<table>
<thead>
<tr>
<th>From a budget system that:</th>
<th>To a budget system that:</th>
</tr>
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<tbody>
<tr>
<td>Is line item focused</td>
<td>Is strategic and output focused</td>
</tr>
<tr>
<td>Appropriates in minute detail</td>
<td>Funds for specific results</td>
</tr>
<tr>
<td>Has incentives to spend</td>
<td>Has incentives to save</td>
</tr>
<tr>
<td>Decides infrastructure piecemeal</td>
<td>Plans and integrates infrastructure</td>
</tr>
<tr>
<td>Funds by agency requests</td>
<td>Funds by core result areas</td>
</tr>
<tr>
<td>Tolerates units' under-performance</td>
<td>Moves work to performing units</td>
</tr>
<tr>
<td>Reports spending to citizens</td>
<td>Reports results to citizens</td>
</tr>
</tbody>
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<table>
<thead>
<tr>
<th>From a civil service system that:</th>
<th>To a human resource service system that:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Devalues and disrespects workers</td>
<td>Respects workers' potential</td>
</tr>
<tr>
<td>Centralizes authority</td>
<td>Delegates appropriate authority</td>
</tr>
<tr>
<td>Has 2,400 job classes</td>
<td>Has broad bands of job classes</td>
</tr>
<tr>
<td>Pays for time worked</td>
<td>Pays for skills and results</td>
</tr>
<tr>
<td>Dictates pay by job class</td>
<td>Ties compensation to total market rate</td>
</tr>
<tr>
<td>Hides true costs of paperwork</td>
<td>Rejects non-value-added red tape</td>
</tr>
<tr>
<td>Ignores workers' knowledge</td>
<td>Values knowledge as capital asset</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>From a management system that:</th>
<th>To a self-managing system that:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Runs by rules</td>
<td>Operates with strategic guidance</td>
</tr>
<tr>
<td>Protects bureaucratic turf</td>
<td>Cooperates across agencies</td>
</tr>
<tr>
<td>Manages the budget inputs</td>
<td>Manages for strategic results</td>
</tr>
<tr>
<td>Has little unit-cost data</td>
<td>Knows costs and benchmarks</td>
</tr>
<tr>
<td>Fixes only what is broken</td>
<td>Continuously improves</td>
</tr>
<tr>
<td>Has incompatible systems</td>
<td>Has all conform to comprehensive standards</td>
</tr>
<tr>
<td>Has layers of impeding oversight</td>
<td>Has trust in a verified system</td>
</tr>
</tbody>
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<table>
<thead>
<tr>
<th>From a procurement system that:</th>
<th>To a procurement system that:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Focuses on process</td>
<td>Focuses on customer</td>
</tr>
<tr>
<td>Has checkers checking the checkers</td>
<td>Holds everyone accountable</td>
</tr>
<tr>
<td>Focuses on price alone</td>
<td>Calculates total value</td>
</tr>
<tr>
<td>Disregards the time of paperwork</td>
<td>Believes time is money</td>
</tr>
<tr>
<td>Is adversarial by nature</td>
<td>Uses partnerships to deliver value</td>
</tr>
<tr>
<td>Uses micro management</td>
<td>Gives freedom; requires results</td>
</tr>
<tr>
<td>Procurement specialists control</td>
<td>Lets workers manage the budget</td>
</tr>
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CHAPTER FOUR

GOAL #21

Regulation For Results

Laws and rules are the means, not the ends

Regulations and regulators must become user friendly and results oriented. They must also respect the fact that most citizens, businesses and local governments want to do the right thing. Lawmakers must define and quantify the goal of a proposed law, as well as the benefits and implications and how it compares to other priorities.

The Commission found that citizens feel strongly about having high quality air, water, health, consumer protection and working conditions. The state must not abandon its goals in these areas. However, citizens also say they want a results oriented regulatory system that understands the big picture and doesn’t have one regulator tripping over another. Also, they want a shift to preventing problems, finding cost effective solutions and better involving everyone concerned in decisions.

A century ago, Wisconsin citizens and workers were mad about the risks and nuisance of dangerous water, bad air and unsafe working conditions. They forced legislators to pass innovative, progressive laws to protect health, the environment and the workplace. Pressure has been building for new ways to accomplish the same ends without the red tape. The Commission outlines ways Wisconsin will transform a regulatory system of red tape to one focused on results. Increased flexibility from Washington (see Goal #19) and breakthroughs in monitoring and related regulatory technology (see Goal #14) provide a unique reform opportunity.

Citizens strongly support concepts such as a clean environment and good education, but don’t confuse that support with love for bureaucracies or bureaucratic processes. Most state employees—including regulators—care deeply about the state and its people. The laws and the system are much of the problem and many employees know it.

A new system will transform regulators from controllers to coaches. A new government culture will see citizens as self-reliant, responsible partners, not helpless deviants. The system will have a Legislature that enacts integrated, results oriented laws after evaluating science, costs, benefits, comparative risks and competing priorities. The Legislature should be assisted in moving in that direction, through its organization and staffing. Further, agencies are not prepared for a system that demands results, evaluates costs and benefits, focuses on education before enforcement and believes that citizens as well as government can find solutions.

There is an ultimate goal of self-regulation: people, businesses and government doing the right things right. However, reality suggests there will be an enforcement need for those who violate the public trust. The response now is to have restrictive processes and regulations. Another approach—one successfully used by former Wisconsin Insurance Commissioner Spencer Kimball—is to have strong, swift, sure and consequential enforcement.

Another way to get results is to share performance data in easily understandable terms. That is happening in some environmental programs.

The marketplace also can achieve results in areas like controlling costs and protecting the environment, but the state does not often use or know how to use market forces to accomplish social good. Professional and business associations and codes of conduct, ethical standards and peer pressure can be effective, especially in a state where honesty is the culture.

Many problems in the regulatory system originate with the inability of the Congress, Legislature and agencies to set priorities, focus on results and integrate efforts across commit-
Among the problems in the legislative and executive branches:

- Excessive delegation without clear definition of policy priorities;
- Overly stringent implementation timetables;
- Under-funded or unfunded expansions of agency missions;
- Contradictory policy goals;
- No system of regulatory priorities; and
- Too many bills and too many new laws with regulatory consequences.

Regulatory reform will be part of a performance budgeting system that focuses on strategies and results (see Goal #20). Another tool will be the legislative impact statement (see Goal #17). As part of management reform, agencies will produce results expected by the Legislature and will be held accountable.

Reform will also be part of the Sweeping Sunset process (see Goal #16). One stop shopping could be applied to regulatory permits issued by state and local governments, especially to small businesses (see Goal #15).

The Commission found problems in the technical quality of the rules—such as conflicting legal definitions—and poor enforcement case preparation. Handling the role of the state's regulatory ombudsperson will be the existing Joint Committee for the Review of Administrative Rules. This role will provide an incentive to agencies to better coordinate and do homework on enforcement.

Agencies will shift regulatory emphasis and resources toward more education, more public involvement and more sharing of best practices. With a focus on prevention, preventive environmental auditing and innovation, agencies will find new ideas from business, communities and citizens. With flexibility, regulators will applaud innovations, not resist them.

Convenient, quality and consistent regulatory services will become available through increased professional development, integrated permitting, inter-agency cooperation and a regulatory circuit rider system that will issue on-site permits serving multi-agency functions.

In addition, most far-reaching recommendations are tied to reinventing citizenship (see Preamble). Citizens, not regulators, will take charge of the education, environment, public health and safety in their communities. The regulatory system misleads us to believe that government is the sole protector, provider or professional able to achieve social goals. The reality is that the citizen has the responsibility and capacity to do what is right. Government must clearly communicate the goals, offer a helping hand and applaud results.

Footnote: The Commission is grateful to state employees, businesses, citizens and others who contributed to the section on regulatory review that was overseen by the Honorable William Eich of the Wisconsin Court of Appeals.

Regulating for results will:

1. Change rules and regulations so they are user friendly and results oriented.
2. Respect citizens, businesses and others as people who want the right thing done in the right way.
3. Change regulators from controllers to coaches.
4. Reform regulations to avoid contradictory goals, establish priorities for enforcement, avoid overly stringent implementation of timetables and restrict underfunded expansions of agency missions.
5. Hold agencies accountable for results expected by the Legislature.

Footnote: The Commission is grateful to state employees, businesses, citizens and others who contributed to the section on regulatory review that was overseen by the Honorable William Eich of the Wisconsin Court of Appeals.
GOAL #22
Judicial Branch
Efficient operations and effective planning

Although it is one of three separate but equal branches of government, the judicial branch has not had the same extent of management scrutiny as the executive and legislative branches. However, the Commission’s responsibility to look at efficiency and technology caused it to view the courts even in its limited tenure.

The Commission was told the courts offer the same opportunities for efficiency, cooperation, planning, management systems and technological improvements as other branches. State and local governments spend at least $227.8 million annually for the judicial system. Taxpayers pay again when they go to court for a legal fix that might have been avoided through mediation.

SYSTEM EFFICIENCY

Technology provides opportunities for greater efficiency in tracking and moving cases through the civil court system and the criminal court system (especially its overworked cases that move from police officer, to district attorney, to court, to corrections facility or home monitoring). It also offers new challenges that may redefine the work of all involved.

The courts should use existing technology to streamline work. Innovations such as electronic bulletin boards, satellite courthouses, E-mail and electronic record keeping, computerized scheduling, video conferencing, data searches and more, coordinated through the new Public Information Utility, can help those responsible for prosecuting and passing judgment. Video conferencing especially, already in the experimental phase, will save time and travel for all parties. Lawmakers and citizens should view high-tech tools as essential courtroom investments, although that might have to be discussed in line with new revenue sources.

Technology also can prevent problems. Law enforcement should be able to access digitized visual information, case law and other resources to reduce mistakes in prosecution decisions made out on the street, lake or field. This could save money by improving efficiency and reducing the state cases that get dismissed or are lost. The same data also would be available to state attorneys, making them more efficient.

However, archaic laws, professional attitudes and procedures may discourage efficiency. Paper, procedures and personal appearances, not electronics, drive the legal system. The legal profession and the Legislature need to address these issues.

Also important to savings is how the system is organized and operates. “Turf protection,” jurisdictional barriers, and lack of administrative sophistication and coordination affect some courts. Some serious problems of inefficient case management exist. The judiciary and clerks offices should address their own inefficiencies before others step in.

As recommended to the Commission, civil and criminal information should be more comprehensively systematized and available to all in the system at any time. There are successes, but the record could be better.

The Commission also heard about the waste and problems in the assignment of multiple social workers to the same child or family. These frequently are working directly for, or under contract to, different agencies: corrections, schools, courts, welfare and more. The average number of social workers per child was four. The common sense approach is one per child.
A comprehensive family maintenance system also makes sense, perhaps administered by a single agency for a county on a competitive basis, open to public employees, the private sector and not-for-profit organizations, assuming there is a “level playing field” allowing fair treatment for all.

**Effectiveness**

In successful re-engineering, a required question is whether the system itself is bad. The courts are tradition-honored processes in a time of rapid change. Finding answers to basic systems questions may be difficult because the courts are not only distant from other branches, but they also don’t have the same sense of need for change.

The courts and other branches should strategically plan, sometimes together. From a technological standpoint alone, the planning is badly needed. Scientific evidence is valued as much as eye-witness accounts. Tools such as virtual reality, animation and genetic testing are dismantling the paper-driven system. Historically, courts lag behind science and the recent Carnegie Commission suggests wise steps.

Government growth is slowing. The courts should ask the question other branches must ask: how do we get out of this business? For the courts, that is a huge question to undertake, since it means taking steps to reduce the level of litigation.

The legal profession and the Legislature should reflect on whether some practices, such as large awards for punitive damage, encourage lawsuits and detract from the credibility of the system. They also should study how to cooperate on issues such as sentencing laws to determine their true costs before implementation.

Together, the branches should look for answers to shared questions that have their origins in science and technology, such as those involving computer crime and the human gnome. Not all legislatures and courts are prepared to debate science and related ethics issues.

**Responsibilities with rights**

Another challenge is the way people view the whole legal and political system. Currently, the court’s role is defined in terms of rights. But we have to ask how our Founders wanted to deal with responsibilities to balance those rights. That is a question for public dialogue that the legal profession should ponder.

Another part of that dialogue might explore whether law is the modern equivalent of lowest common denominator morality. If so, does the legal profession have an obligation to discuss how to take higher ethical ground or encourage resolving issues outside the court, through conflict resolution or mediation for the sake of community fabric? Might the attorneys also lead a discussion on the long-term effects of pursuing personal, rather than community, happiness?

“The judiciary generally escapes reform efforts, but is a major cost factor.”

Joe Martin, Arthur Andersen and Co.

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<tr>
<th>Results</th>
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<td><strong>Focusing on the judicial branch will:</strong></td>
<td><strong>Move the courts from a paper based system to an electronic based system.</strong></td>
<td><strong>Streamline delivery of social services to families to avoid duplication and waste.</strong></td>
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<tr>
<td>1 Treat the judicial branch with the same management scrutiny as other branches.</td>
<td>4 Reduce turf battles among state courts.</td>
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<td>2 Bring it as a full partner into the technology age.</td>
<td>5 Save taxpayers money as high-tech efficiencies are implemented.</td>
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APPENDIX A

Enumerated Actions

CHAPTER 1: CITIZENS WITH GREAT CAPACITY

GOAL #1: (PREAMBLE) COMMITTED CITIZENSHIP

1.1 Conduct a citizen responsibility dialogue. To celebrate Wisconsin's sesquicentennial, debate the responsibilities and rights of citizenship, focused on the development of a "Bill of Citizen Responsibilities" to go with the Bill of Rights.

1.2 Use technology to promote citizen involvement. To revive committed citizenship in a high-tech age, create increased opportunities for citizens to take part in government at all levels by using high-tech communications tools provided through the new Public Information Utility.

1.3 Promote volunteerism. To reinforce Wisconsin's neighborliness, a culture of volunteering should be revived and recognized in all communities. Given the proper climate, protections and removal of barriers, the people have a capacity to help each other without expert intervention.

1.4 Find neutral ground to reduce distrust and resolve conflicts. To counter distrust, contentiousness and fragmentation found among various Wisconsin interests, consider designating "neutral ground" that provides an opportunity for factions that distrust each other to have a positive discussion. This will require a place or places that are neither state nor local, young nor old, black nor white, tribal nor non-tribal, public nor private. The location is a place for mediation, negotiation, conflict resolution and planning.

1.5 News media should nurture civic debate. To promote informed and productive discussion of public issues, the news media should reject personality, conflict-driven journalism in favor of civic journalism.

GOAL #2: EFFECTIVE LEADERS

2.1 Develop a Public Leadership Institute and network. To create a government that helps build the capacity of its workers and citizens and a citizenry involved in public service, create a Public Leadership Institute and network to help full- and part-time leaders better advance their skills as they advance and continue in government service.

2.2 Incorporate a leadership philosophy in the management system. To ensure enduring change and continuous improvement, unequivocally incorporate a leadership philosophy in Wisconsin's entire system of government. A leadership government emphasizes results and partnerships, visionary thinking and quality management, rather than process and control.

2.3 Prepare managers as mission-driven leaders. To achieve a mission-driven organization, and as part of the flattening of the hierarchy, train middle management in leadership and coaching. Managers will translate vision into outcomes and work tasks in a changing world of ambiguous authority where employees and employer are a team.

GOAL #3: NEW WISCONSIN IDEA

3.1 Link the Department of Development and UW System for economic development. To seize the competitive moment in the knowledge economy, the Department of Development should use the UW as an ongoing resource in the implementation of a strategy to use the state's knowledge capacity to generate wealth from global markets (see Goal #9).

3.2 Create a state dialogue to reinvent citizenship. To create a new citizenship ideal, the entire state should join in an effort to reinvent citizenship, including a citizenship ethic and
personal responsibility focus, through a dialogue of a Citizens Bill of Responsibilities, as suggested in the Preamble.

3.3 Tap Wisconsin knowledge to develop science and technology policy. To address public policy questions presented by scientific discovery and application, a consortium of public and private higher educational institutions should join with business to assist government in answering 21st Century questions.

**GOAL #4: TAKING RESPONSIBILITY**

4.1 Find new paths to the self-reliant community. It is not government’s role to provide for all. Therefore, initiate a serious dialogue about how to design a new social sector involving the public sector, business, not-for-profits and citizens to which all contribute and from which all benefit.

4.2 See the entire community as able to serve. To fully tap everyone’s capacity to meet individual or community needs, identify and remove the inappropriate barriers that prevent not-for-profits, businesses and others from serving the community good. Ensure a level playing field and fair competition for both public and private providers by evaluating total cost to provide service.

4.3 Government programs and employees become helpers. To help people do things for themselves, government programs and program workers should be guided by the vision of helping citizens become self-sufficient and helping communities reach social goals through cooperation and partnerships.

4.4 Return public health to the public agenda. To cope with serious 21st Century threats to public health, develop a state-led strategy that revives and reorganizes—through new partnerships—an approach to public health that is driven by preventive measures and personal responsibility.

**CHAPTER 2: A 21ST CENTURY COMMUNITY THAT WORKS**

**GOAL #5: COOPERATING COMMUNITIES**

5.1 Create tension and incentives to encourage intergovernmental cooperation. To encourage intergovernmental and interagency cooperation, withhold as much as 5 percent of all 1995-97 funding sources, except federal funds. Reallocate a portion of withheld funds back to the governmental unit when documentation of measurable results of cost savings, efficiencies and cooperation are provided.

5.2 Identify an intergovernmental efficiency broker function. To save money and improve service, assign a high level intergovernmental efficiency broker function in the Dept. of Administration that would use data as a point of dialogue. It would use tools, such as a certificate of convenience, to validate cooperation, do economic analyses, assess risk and promote innovation under federal delegation.

5.3 Pay once for local government service. To achieve tax fairness and encourage broad cooperation, require that local taxpayers pay once for service. This benefits communities that pay for their own police, health and other services provided by the county. It would cost communities that use county services without paying for them. This recognizes that some services benefit all, even though they are not provided directly.

5.4 Focus multiple programs on rebuilding communities. To make best use of the broadest range of community development ingredients, adopt a results-driven clearinghouse approach. Include: Community Learning Centers (see Goal #11); Main Street Program; state facility placement in central cities and regions; opportunities for state employees to work out of homes or cars; urban forestry; recreational aids; infrastructure investment; housing and small business help; public safety; community education; and urban university service (see Goal #13).

5.5 Review the fit between local government and new century needs. To bring local government into the modern age, by 1998, call a local government statutory revision convention to: evaluate the number and size of governments, school districts, technical college boards and CESAs; evaluate incentives to merge; judge the size of boards and councils; appoint, not elect, professional offices such as treasurer, sheriff and surveyor; and address barriers to public service. Ask, “Would we design it this way if we did it again?” (see Goal #10).
GOAL #6: GENERATIONS THAT CONNECT

6.1 Consolidate youth functions. To reduce duplication and provide a focal point for future youth initiatives, consolidate and coordinate services including employment, recreation, corrections, pregnancy prevention, mental health, youth alcohol and drug abuse, and education.

6.2 Plan for aging of society. To cope with the anticipated “crisis” of great numbers of the very elderly, static resources and desire for independence, all parties involved with older adults should work more closely to unify policies and purpose. This will require closer coordination of: financial resources, quality assurance and independent lifestyle. As part of the strategy, reduce duplication and provide a focal point for initiatives and responsibilities associated with older adults.

GOAL #7: LAND USE

7.1 Examine tax policy impacts on land use. To assess the link between taxes and land use, examine state policies which affect the value of land, including urban in-fill areas and open space, and recommend findings to existing committees studying land use.

7.2 Reduce the illogical impact of boundaries on service. To protect open space from poorly planned development, communities should think about the good of the entire area when deciding the most cost effective and environmentally responsible service delivery system.

7.3 Evaluate the impact of infrastructure changes. To provide decision makers with better information, greater attention should be paid to the total community impact of infrastructure changes.

7.4 Play an active role in federal decisions affecting land. To better protect the state’s economic and environmental interests, the state should better coordinate its position on federal programs as they affect land use, especially as federal direction undergoes major change.

7.5 Reward good behavior. To promote stewardship partnerships, agencies concerned with land use should promote voluntary programs such as the Conservation Credit initiative as applied in Pepin County and partnerships with groups that provide credits to landowners with environmentally sensitive land.

7.6 Require results for conservation programs. To comply with Legislative Audit Bureau recommendations, the state’s investments in watershed and erosion control should produce measurable outcomes or be discontinued.

7.7 Local government should be better neighbors on annexation. To reduce distrust and contentiousness, local governments should be more creative and collaborative toward resolution of annexation issues.

7.8 Broaden membership on state government’s land use committee. To ensure that non-state government interests can participate in discussions about land use policies, the state should involve business, agricultural, development, environmental, local government and citizen interests on its committee.

GOAL #8: THE NEW INFRASTRUCTURE

8.1 Coordinate planning for energy-utility-transportation rights of way. To reduce duplicative planning costs and concentrate intensified land use, develop an integrated approach to corridor planning for compatible energy, communications, utility and transportation functions with safeguards. Establish a high level public-private commission to recommend 21st Century approaches to better corridor planning.

8.2 Go slow on state building and rethink infrastructure needs. To take a cautious approach to new state buildings in a time of government and higher educational “rightsizing”, consider public infrastructure, state and university buildings as possible liabilities, not assets. Owning “single use” facilities in a high-tech, distance-learning age may be very costly. Review the process of planning, approving, building and using structures and go slow on new construction in the meantime.

8.3 Consider market mechanisms and other new tools to achieve infrastructure development and operation goals. To open the door to new ways of thinking about planning, financing and managing public infrastructure, we should study, experiment with and apply new tools such as congestion pricing or regional “certifi-
cates of transportation convenience” to help state and local government make cost effective decisions.

**Goal #9: The Knowledge Economy**

9.1 Sell intellectual capital in the knowledge economy. To capitalize on the next wave of economic growth that will turn businesses into educators and states into global profit centers, sell Wisconsin’s intellectual capital in partnerships involving businesses, public colleges and the UW’s international alumni.

9.2 Aggressively tap Wisconsin’s knowledge capacity for state use. To fully use public and private sector potential, implement past state and Carnegie Commission recommendations to aggressively tap knowledge in areas such as technological sciences, micro-machinery, composites, medicine and environment.

**Chapter 3: Lifelong Learning in a High-Tech Age**

**Goal #10: Lifelong Learning**

10.1 Create a Department for Education, headed by a cabinet secretary. To provide new leadership for education that begins in early childhood and lasts throughout life, create a department that recognizes and works with all educational activities, including formal K-12 public schooling, as well as learning in the home, workplace and community. The Secretary should be appointed by the Governor and the new state Board of Education, subject to Senate confirmation. The decision also includes:

a. Create a citizen K-12 Board for Education. To provide continuing attention to educational issues, create a governor appointed, staggered six-year term board of seven persons representing educational, business, parental, technical college and university interests.

b. Plan for long term inter-educational system coordination. To address the continuing educational turf issues while recognizing the need for seamless, lifelong learning, the long term objective of the state should be to create an effective mechanism that will result in one, results-driven system.

c. Eliminate the Constitutional Office of Superintendent of Public Instruction. This office is replaced by the new Secretary for Education.

10.2 Prepare educational boards for greater effectiveness and accountability. To provide for greater taxpayer accountability and effectiveness on the part of local educational boards:

a. Require that technical college district boards be elected. To provide greater accountability to taxpayers and eliminate the unrealistic mix of detailed requirements for technical school board members, elect the boards to govern the state’s 16 technical college districts, with some seats designated for certain constituencies and diversity.

b. Train all local educational board members to enhance their effectiveness. To encourage board member development in technical college and K-12 districts, provide intensive technical and leadership training.

c. Relieve local school boards of low priority mandates and reporting. To achieve local control and reduce paperwork, eliminate state mandates and reporting requirements that inhibit site-based management and result in unnecessary paperwork and costs at all levels.

10.3 Study administrative efficiencies. The new Secretary for Education and state Board for Education should study ways to improve efficiency and effectiveness while reducing duplicative staffing. Among these services are:

a. The transfer of aid distribution, including transportation aids;

b. The transfer of health, nutrition and social services programs;

c. The transfer of telecommunications operation and library services;

d. The transfer of teacher licensing and revocation;

e. The transfer of tech-prep administration; and

f. The transfer of job training functions.
Consider county or multi-county educational administration units. To achieve administrative and oversight efficiency while emphasizing school site based management and identity, use incentives and other approaches to consolidate 427 school districts into countywide units or levels of community integrity. The units would be grouped in logical clusters around common interests.

Direct the state CESA system to achieve greater local cooperation between K-12 districts and technical colleges. To bring about administrative efficiency by combining similar administrative and educational programming functions, the state Cooperative Educational Service Agencies should aggressively work to save money through increased cooperation. Also, direct the technical college districts to combine like administrative functions with other districts or units of government, where feasible, including, but not limited to, worker’s compensation, personnel, legal, procurement and data processing.

Goal #11: Community Learning Centers

Transform schools into community learning centers. To more fully use school buildings that are now used 21 percent of the time, communities should consider the long term goal of having the facilities include multi-purpose uses during all hours of the day. Possible uses include: community education, health care, day care, recreation, public library, senior programs and nutrition.

Manage school buildings as a system with local control. To make about 2,250 K-12 school and library buildings safe and accessible, manage them as a quality-assured, locally controlled system, assessing improvement and repair needs and establishing a statewide system of high-tech sites for school, community, business and government.

Goal #12: Information Age Utility

Create a Public Information Utility. To efficiently meet the need for a dynamic, non-bureaucratic technological distribution system, abolish the Educational Communications Board and create a Public Information Utility providing hardware, software and support to serve, educate, inform and interact through television, data delivery and free networks. Serve all levels and branches of government.

Transform libraries into distance learning partners. To bring library services into the high-tech age and serve all taxpayers, incorporate library functions in the Department for Education and the University into the Public Information Utility. Use the utility’s flexibility to provide service to citizens, communities, public and private schools, businesses and agriculture.

Goal #13: Our University

Increase system management flexibility. To refocus oversight on results, give the UW more flexibility in personnel, procurement, budgeting, program generated revenue (except tuition), and purchasing categories. Decouple salaries for academic staff and faculty and allow the University to work with state government to reduce paperwork and reporting.

Increase building construction flexibility while meeting system needs. To give the UW flexibility, grant authority to renovate, remodel and maintain buildings without enumeration, sensitive to inflation. However, the buildings are part of state's infrastructure and should be considered as such, meeting standards relating to cooperation and cost effectiveness. Exempt projects funded 100 percent by gifts, grants and program revenue from review but exercise caution because new projects contain long term staffing, program and maintenance costs.

Delegate and manage efficiently. To achieve equity, efficiency and accountability throughout the state system and to demonstrate responsible management, by 1997, Regents should specifically delegate management authority. Regents also should identify potential areas for evaluation of duplicative programming, staffing and funding, which may include, but not be limited to: the School of Education, UW Hospital and Clinics, Veterinary School, business programs, liberal arts programs, two year campuses and UW Extension, and central Administration budget and staffing.

Establish UW-Milwaukee as Wisconsin's land grant mission-driven urban university. To give stature and attention to the teaching, research and outreach needed to meet Wisconsin's ur-
ban challenges, designate the University of Wisconsin - Milwaukee as Wisconsin's land grant mission-driven urban university, with focused purpose similar to the land grant designation for agriculture. The designation requires program and organizational changes. The UW-Milwaukee would focus on mission-driven results and be held accountable.

13.5 Improve inter-campus credit transfer. To better serve students and business, continue to improve consistency of course listings among campuses, as well as flexibility of credit transfers within the system. Progress has been made, but more review and change are needed, with revisions completed by 1997.

13.6 Document faculty performance. To restore confidence in the UW and its faculty, while recognizing the special value of tenure, Regents should examine options to achieve faculty accountability and documented performance to users of the system, using objective criteria and considering experiences at other higher educational institutions. The Regents should enforce post-tenure review policies and areas of accountability.

GOAL #14: USING TECHNOLOGY

14.1 Create a state technology fund. Create a revolving fund to help agencies and local governments, including libraries, educational institutions, and Community Learning Centers, apply technology to "real life" situations. Major, multi-year projects will improve service, re-engineer systems, improve efficiency or quality and open the door to remote work in urban and rural areas. The fund is for hardware, software, training and experiments. It assumes repayment, in most cases.

14.2 Train and reculture employees for technological age. As part of leadership training, the state should help and train employees, including teachers and faculty, at all levels to rethink their work and relationships in the information age. Employees from management to the front line will be able to ask better questions about the value and application of technology and use of data that technology can deliver.

14.3 Affirm information technology as the major presentation device. To more efficiently and effectively communicate, the state should use the potential information technology in all its visual and interactive dimensions to communicate facts and ideas, inform decisions and facilitate input, using the creative capacity of employees and distribution capacity of the Public Information Utility.

14.4 Create a high level technology advisory function. To tap citizens with technological expertise, state government should create a high level advisory function, attached to the Department of Administration, to address many converging technologies and their potential effect on work, workplace, community, culture, service delivery, training and learning.

14.5 Coordinate distance learning. To reduce duplication and ensure full use of the public and private sectors, the UW should coordinate distance learning content generated and delivered by all state government educational systems directly or through the Public Information Utility, which is responsible for message delivery.

14.6 Revamp purchasing laws covering high-tech. To fix a procurement process that inhibits use of high-tech, move beyond the simplistic assumptions of current laws covering the purchase of technology and sophisticated services. Purchase for value, including service, not price alone (see Goal #20).

GOAL #15: QUALITY SERVICE

15.1 Establish a "one stop shopping" service function. To increase citizen access and make government more user friendly, establish a one stop shopping service function. Building on DILHR's model, the function would be customer-driven and supervise a toll free line, online service, kiosks and materials distribution.

15.2 Integrate customer service in the management system. To achieve results, instill a service culture and system that lets service happen through committed employees.

15.3 Measure customer feedback. To continuously improve service, repeatedly measure service satisfaction. Survey results should be part of a system, predicated upon goals and related to those who do receive (existing customers) or should receive service (potential customers). Data will be included in the annual report card.
The executive branch serves customers; legislators make policy. To free the Legislature for more substantive duties, hold the state agencies accountable for service and complaint management directly and through the “one stop shopping” service function. Disengage legislators from customer service and refocus on policy making (see Goal #17).

**CHAPTER 4: BOLD CHANGES TO FIX THE SYSTEM**

**GOAL #16: CONTINUOUS RENEWAL**

16.1 Establish a Sweeping Sunsets process. To address the problem of government adding and seldom subtracting, there should be a credibly developed system that challenges the status quo in state statutes, agencies, programs, rules, regulations, tax policy, entitlements, fees and the number of local governments.

16.2 Apply the Sweeping Sunsets test to advisory bodies. To force the discipline of review, sunset all advisory committees, councils and bodies by July 1, 1997. These citizen bodies may have the opportunity to justify their existence to the Legislature and provide valid reasons why they should not be discontinued.

16.3 Adopt full accrual accounting. To more fully comprehend the cost of decisions and liability against present and future taxpayers, all government (state, local, school) should stop managing by cash accounting. Adopt and practice full accrual accounting, recognizing the present value cost of future services, i.e. health care for retired employees, etc.

16.4 Adopt “truth in spending” evaluation principles everywhere. To more honestly evaluate the cost of all actions over the lives of buildings, changes in criminal law programs, generations or biennia, require the practice of “truth in spending” economic principles in the executive and legislative branches. The analysis should come from legislative and executive experts. The “truth reports” should be user friendly and distributed widely for taxpayer, legislator and media use.

16.5 Adopt an ongoing process to sell unnecessary buildings and other infrastructure. To rightsize the considerable infrastructure when high-tech, decentralization and reduced resources make some buildings a liability, adopt the building equivalent of the federal military base closing model as part of Sweeping Sunsets, as suggested by Brian Joiner.

**GOAL #17: LEGISLATIVE BRANCH**

17.1 Encourage a focus on strategy, not details. To achieve greater results and credibility, the Legislature should adopt a system that focuses on critical goals and holds agencies strictly accountable for results, not details on fiscal inputs.

17.2 Remove policies that keep lawmakers in Madison and inhibit their contact with their home districts. To assist the Legislature in representing constituents, remove the legal, procedural, technical and compensation barriers to lawmakers spending more quality time and working in private sector jobs in home districts, away from Madison. Implementation could include changes in policies or practices on pay, ethics, per diem, electronic hearings, employer release time, home office technology, etc.

17.3 Improve training for legislators and staff. To improve effectiveness, legislators and staff should be better trained in subjects such as problem analysis, debate, leadership, long range strategy-making, consensus building and asking questions. They also should be trained to understand technical areas that coincide with committee duties. Aside from conferences, legislative training is lacking and should be a cornerstone to enhanced respect and productivity.

17.4 Study the impact of off-cycle elections. Evaluate the number and consequences of off-cycle, off-year special elections and whether they favor insiders. If so, find options, such as restricted gubernatorial appointment power; to ensure representation and a competitive seat.

17.5 Delay appointments to state positions. To enhance legislative credibility, prohibit a legislator from taking an appointed position in state government for 12 months after leaving office. (Not applicable to teaching or civil service jobs.) Restriction is similar to prohibition against a legislator lobbying after leaving office.
17.6 Develop a modern view of public input. To gain access to more unbiased information and enhance credibility, the Legislature should use a variety of citizen input techniques and technologies (using the Public Information Utility) in addition to legally required hearings. Hearings should be more convenient to the people and less intimidating to the public.

17.7 Place the Legislature on a sum certain budget. To treat all branches equally, place the Legislature on a sum certain budget. This will encourage spending discipline and encourage office and system efficiency.

17.8 Require non-legislators to pay for bill drafting. To recover costs, require non-legislators to pay for bill drafts.

17.9 Participate in shared experiences to gain understanding. To reduce the enmity and culture gap between state and local, public and private, agency and Legislature, job sharing or job loaning should be practiced as part of a “walk in the other's shoes” strategy. The reverse advice is true and others will benefit from understanding legislative burdens.

17.10 Achieve “higher level” campaign as condition of public financing. Campaign finance reform is left to other commissions. However, to establish a “higher level” of campaign conduct, campaigns receiving public financing should be required to adhere to a higher legal and ethical standard of conduct. Campaigns should be issue-oriented, as guided by an independent body, such as the State Elections Board. This should not infringe on free speech, but is a condition of a government grant.

17.11 Require legislative impact statements. To increase the quality of bills, require a legislative impact statement before introduction. Questions will address: duplication of existing programs, total administrative costs, impact on all citizens and long term costs. Contacts should involve numerous agencies, interests and perspectives.

17.12 Reduce the number of committees and require term limits on committee chairs. To ensure new thinking and fair issue treatment, limit the terms committee chairs can serve. Fewer committees would be structured to comprehensively focus on complex issues rather than small niches of fiscal or policy control. Also recommended is proportional partisan representation on committees.

17.13 Require 24-hour cooling off period between bill introduction and vote. To discourage a rush to judgment that invites mistakes, require a 24-hour cooling off period between the introduction of a bill and a floor vote.

17.14 Prohibit proxy voting. To enhance the credibility and accountability of legislators, require that casting a vote in committee be done in person and that the prohibition against casting another legislator's electronic vote be enforced.

17.15 Limit the number of bills a legislator may introduce. To encourage priority setting and reduce low priority paperwork, limit the number of bills a legislator may introduce. As an escape clause, a legislator may submit legislation above the ceiling if the cost of research and preparation comes from the legislator’s personal budget.

17.16 Require public hearings on all bills before floor vote. To enhance public involvement and avoid hastily made mistakes, all bills should have a public hearing before a floor vote.

Goal #18 Executive Branch

18.1 Eliminate the offices of Secretary of State and State Treasurer. To streamline government, eliminate the outdated Constitutional offices of Secretary of State and State Treasurer and transfer remaining administrative functions elsewhere.

18.2 Allow a gubernatorial candidate to choose a running mate. To bring the state in line with the national executive branch electoral process, allow a gubernatorial candidate to select a running mate, eliminating the separate primary election for lieutenant governor.

18.3 Place the Governor’s Office on a sum certain budget. To treat all branches equally, place the Governor’s Office on a sum certain budget to encourage priority setting and efficiency.
18.4 Consolidate functions where possible. Consolidate like functions, including business regulation and consumer protection.

18.5 Consolidate employment and training programs. To better deliver a variety of job training programs and transition to work programs, consolidate all such programs in DILHR.

18.6 Rename a Department of Licensing. To reflect its duties, rename the Department of Regulation and Licensing to the Department of Licensing.

18.7 Transfer responsibility for serious juvenile offenders to the Department of Corrections. To reflect the serious nature of some juvenile crimes, transfer management responsibility for youths adjudicated delinquent by the courts from the Department of Health and Social Services to the Department of Corrections.

18.8 Study consolidation of parks and tourism functions. To discover more opportunity for cooperation, study the consolidation of parks, tourism, arts and historic sites into one state function.

18.9 Consolidate collections in the Department of Revenue. To take advantage of technological efficiency and enhanced collection opportunities, consolidate collections from all agencies in the state's "electronic banker," the Department of Revenue.

18.10 Eliminate the Public Lands Commission. To streamline government, eliminate the Public Lands Commission and transfer functions to the Justice Department.

18.11 Accelerate and privatize some delinquent payment collection. To accelerate revenue collection, privatize, where appropriate, the collection of tax and other delinquent accounts and provide enabling legislation to permit all tax collecting units of government to sell unpaid taxes to the private sector.

18.12 Study consolidation of all state lending in WHEDA. To consolidate like functions, the consolidation of all state lending in the Wisconsin Housing and Economic Development Authority should be studied. The consolidation might be organizational, with WHEDA in charge; or WHEDA might provide a lending service to agencies.

18.13 Consolidate alcohol and drug abuse programs. See Goal #4.

18.14 Consolidate youth services activities. See Goal #6.

18.15 Consolidate aging functions. See Goal #6.

18.16 Develop 21st Century public health system. See Goal #4.

18.17 Sell state facilities. To generate general fund revenue, the state should investigate selling GEF 1 to the federal government, Hill Farms to the (segregated funded) Department of Transportation and the Thornton Avenue warehouse to the City of Madison.

18.18 Establish cabinet agencies. To improve government accountability and integrated agency planning, place the Department of Natural Resources, the Department of Agriculture, Trade and Consumer Protection and the Department of Veterans Affairs in the Executive Cabinet. Secretaries should be appointed by the Governor, providing for strong advisory board roles in rule making and other matters in each agency.

Goal #19: Federal Relations

19.1 Enhance state government's federal watch. To properly take advantage of anticipated delegation, significantly enhance the federal liaison function. This increased attention will be an outcome-driven, results-oriented approach to applying federal resources in Wisconsin. The function also should look at how Wisconsin will cope in a changing economic and political world.

19.2 Secure federal revenue with coordination and determination. To improve Wisconsin's ranking for per capita federal expenditures, consolidate and strengthen and elevate the process of making decisions on seeking federal funds.

19.3 Seek federal mandate relief. To accommodate the state's move toward locally sensitive priorities and results-oriented strategies, aggressively seek relief from prescriptive federal mandates and programs.
GOAL #20: AN ENTIRELY NEW SYSTEM

20.1 Establish pilot projects and a goal of a new management system by July 1, 1997. For results-oriented government that allows employees to function efficiently and effectively, reform the budget, civil service organizational management system and procurement process. Steps to be taken include:

a. Create a cabinet-level government redesign position to provide visible leadership in implementing all aspects of government reform, especially improving the personnel system.

b. Immediately commence at least two pilot reform projects that demonstrate the ability of labor and management to achieve results in a mission-driven organization by identifying and removing barriers to performance. The Governor and Legislature must provide direction, freedom and oversight. Insights learned from the pilots will be continuously plugged into the reform process.

c. Commence implementation of the new management system by July 1, 1997.

20.2 Adopt a strategy-driven budget process. To achieve budgets that demand results and see government as one system, state law should require strategically developed budgets that involve many government interests focused on major objectives. To be effective, strategies must involve state, local and education government, with legislative and executive involvement. The first new budget should be in 1997-99.

20.3 Budget for results, not by agency. To facilitate outcome budgeting, biennial budgets should be based on results in core areas such as safety, health, learning and tourism, not by agency. Agencies will focus on results, rather than protecting turf. Agencies failing to budget for results should risk losing the assigned responsibilities and associated budget dollars and staff.

20.4 Reform infrastructure budgeting, decision-making and use. To make infrastructure budgeting meet reality, end government units’ exclusive use of buildings and other infrastructure. Reform the infrastructure decisions to force interagency, state-local and technical and political interests to see one system (see Goal #8).

20.5 Reward employees and agencies for saving money. To encourage frugality, employees and their work units should be allowed to keep a portion of allotted funds they save. Some money should be given to employees and employee teams under certain conditions. Units should be able to spend some of the savings on priority tasks for at least one time.

20.6 Evaluate more reliable long term revenue sources. To bring tax policy more in line with 21st Century economics, examine existing tax sources in light of other, emerging alternatives that, because of economic, technological or other changes, are better able to meet state and local goals.

20.7 Establish one electronic government transaction service. To reduce paperwork, all state, local and educational governments should be on one electronic, financial transaction system. The system should be used for other information needs such as grant applications, management guidance, best practice sharing, etc.

20.8 Eliminate Constitutional restrictions on purchasing. To eliminate unnecessary paperwork and give added purchasing flexibility, abolish outdated Constitutional restrictions on state printing procurement.

20.9 Modernize procurement practices, top to bottom. To get greater value, eliminate overly detailed state procurement laws, giving flexibility to employees to buy for best value. Maintain credibility through oversight based on results and regular disclosure of costs, not details, and through commitment to minority participation.

20.10 Purchasing agents should become helpers and compete. To help units be better buyers, procurement personnel should focus on training, planning, coordination and partnering. Their service becomes largely self-funded but state agency “customers” could buy procurement services elsewhere.

20.11 Use strategic partnerships like businesses. To give government the same quality and value as business customers, ease restrictions on strategic partnerships, joint ventures and contracts. Partnerships often produce long term savings that are difficult to achieve through current government bidding.
20.12 Revamp simplistic purchasing laws covering high-tech. To fix the serious problem of a procurement process that inhibits use of high-tech, move beyond the simplistic assumptions of current laws governing the purchase of technology and sophisticated services. Purchase for value, including service, not price alone (see Goal #4).

20.13 Decentralize personnel authority with accountability. To eliminate unnecessary delays, decentralize personnel authority to the lowest possible level, using experience gained in the pilot efforts. Downsized personnel services in agencies will be accountable and become largely self-funded and subject to competition.

20.14 Reduce management layers. To move resources and authority to the front line, require agencies to increase span of control by at least 30 percent by July 1, 1995, substantially increasing span of control according to best management practices.

20.15 Restore respect to public service work. To improve government employee effectiveness and confidence of the public in government, initiate a public-private-union promotional partnership aimed at restoring respect for government employees, using specific performance information from an annual government operations report card.

20.16 Reform total market-sensitive compensation to reward results and skills. To achieve outputs linked to mission, reform the compensation system to reward performance, results and skills. Total compensation, including benefits, will be based on market-sensitive rates, recognizing the bargaining process.

20.17 Maintain core competencies; otherwise invite competition. To keep a cadre of highly trained and motivated employees, hire, pay and keep trained the best people to be found who can contribute to the unit's mission and goals. Agencies should have mission-driven human resources strategies.

20.18 All employees should contribute. To enhance respect for public employees, all employees should work and contribute in a positive environment that requires constructive contribution from all. The environment should quickly identify each person's current capacity and propensity for public service and position them for optimum personal job satisfaction, positive impact on co-workers and citizens, and maximum benefit to the good of the state.

20.19 Institute a state government management model and common language. To achieve a management system based on results:

a. Define mission-driven goals that are achieved through strategies and measured by results.

b. Establish performance standards based on benchmarks, applied uniformly and evaluated constantly. Best-in-class examples are shared; unexcused failures raise remedial and outsourcing issues.

c. Establish an activity-based budget model that allows the Governor and Legislature to evaluate state and local government efficiency.

20.20 Re-examine delivery of certain state government services. Review existing government operations and functions to determine which entity from potential public and private sources is best suited to deliver services and perform functions. The review must be a fair competitive analysis which evaluates whether interested parties can meet fiscal quality, accessibility and other public service goals. Furthermore, any comparison between public and private sector parties should include consideration of current in-house costs attributable to department overhead and other costs that would continue, even if services were contracted out, and should focus on measurable performance standards. The state should perform such comparisons for such operations as: Medicaid/medical assistance administration; mail processing; fleet and air fleet management; comparative employee compensation information (class and comp); child support collection (part of shift to DOR); local road maintenance and related garage work; wastewater management facilities; public water systems; State Fair; data entry and information management services; DOT state flight instructor training; DNR nurseries; state health facilities; and higher education aids administration.

20.21 Contract out collective bargaining. Examine benefits of privatizing collective bargaining to reduce or eliminate positions and costs that
are accrued throughout the year, even when bargaining is not underway, in DER’s Division of Collective Bargaining. This is one area where the private sector already supports many highly skilled practitioners who could operate under DOA oversight.

**GOAL #21: REGULATION FOR RESULTS**

21.1 Reform lawmaking. To address the source of rule inefficiency, the Legislature will be required to use the new legislative impact statement process to consider more fully the implications of their initiatives and the resulting rules and regulations. The statement will address duplication, truth in cost, cost-benefit, comparative risk and whether the law is drafted for the exception, instead of the norm.

21.2 Eliminate or revise irrelevant rules. To allow government to focus on results, not process, irrelevant rules and the paperwork they require must be discontinued or modified in a deliberate, ongoing process, with input. The private sector, local government and citizens should participate, under deadline pressure, in an honest assessment of all regulations, including licensed professions.

21.3 Increase the use of education as a prevention tool. To effectively allow citizens to do the right thing, regulatory agencies should redirect resources from micro-scrutiny of process and paperwork to education that gives citizens, businesses, local governments and communities the information they need to do the right thing.

21.4 Agencies must develop missions with performance indicators. To be effective, agencies must have mission statements that result in mission-critical goals that drive actions and investments. Agencies have missions but they don’t always have appropriate impact on management systems.

21.5 Agencies should earmark funds for public liaison. To address a serious shortcoming in most regulatory agencies, strategy-driven liaison efforts should address serious misinformation about the goals, content and administration of administrative rules. Failure to do so will further undermine agency credibility.

21.6 Designate the Joint Committee for the Review of Administrative Rules as the state’s regulatory ombudsperson. To address serious complaints from businesses, local governments and the legal profession about poor technical quality of rules and agency coordination in rule development, designate and equip the Joint Committee for the Review of Administrative Rules as the state’s regulatory ombudsperson and quality control entity.

21.7 Use meaningful participative techniques. To open up the regulatory process to the people, regulatory bureaucracies should more aggressively use citizen participation techniques and advisory bodies (subject to Sunset).

21.8 Create exchanges to enhance understanding. To achieve a greater appreciation for conditions “on each side of the fence”, regulatory agencies, local governments and businesses should exchange staff in work experiences.

21.9 Leverage technology to enhance participation and education. To enhance public input and education, agencies should use their own resources as well as the Public Information Utility in rule development, training, coaching and problem solving.

21.10 Create a system of regulatory circuit riders. To provide more convenient services and address uneven application of rules across the state, create a circuit rider function that can result in on-site, consolidated permits based on the needs of the site, not the state agency.

21.11 Use performance, not process, for regulatory systems. To move toward results-driven regulations, agencies and the Legislature should adopt cost effectiveness, comparative risk and a total regulatory impact analyses system and tools before setting priorities or making decisions. This will require major changes in budgeting, culture, skills and process in the Legislature and agencies and result in significant allocations of positions.

21.12 Set enforcement priorities. To make best use of enforcement resources, set priorities and a means to address complaints and infractions of varying severity. Little is being done in this area now.
Promote regulatory innovation. To achieve greater cost effectiveness and use of technology, agencies and local governments should annually share their regulatory innovations, consistent with the Wisconsin Idea.

Promote professional development. To keep staff current with technical trends, agencies should do a better job of staff training and professional development.

Facilitate regulatory coordination and reorganization. To better address the world as it exists, agencies should be less turf protective and set up mechanisms developed within agencies and between agencies to facilitate integration and cooperation. The initiative should have carrots and sticks, as the private sector complained vigorously about lack of intra- and interagency coordination and turf protection.

Create an integrated permitting system. To provide better service to businesses, landowners and local governments, consider creating an integrated permitting system that will provide those who need permits “one stop shopping” either through the information superhighway or in walk-in state and local government permit centers, such as the consolidated job centers that already exist.

Consolidate agency field offices and train personnel. To provide uniform and informed answers and decisions to local governments, businesses and citizens, state agencies should consider consolidating offices and enhance training of field staffs. Other means to provide uniform service might be through the information superhighway.

Create an electronic system for rule development and administration. To eliminate considerable waste, transform the rule process to electronic by the 2001 biennium. Implementation should accomplish greater public input and processing efficiency. Rules’ electronic homes should eventually include digitized visual and adjudication guidance to inform the regulated, the Legislature, the bureaucrats and enforcement personnel.

Use environmental auditing as a tool to prevent problems. To develop a more preventive and user friendly approach to environmental protection, the state should transfer regulatory energy from focusing on detailed form processing to facilitating comprehensive environmental audits for businesses and governments. Audits would generally result in corrective, not enforcement action.

**Goal #22: Judicial Branch**

Courts should plan for the future as do other branches of government. To better plan for the future, the court system should look to future needs, have a vision and plan what the system should look like in the next century. The planning process should involve more than just “officers of the court,” however, and meaningfully involve the people as equals.

The court system should embrace technology for efficiency and service. To achieve significant savings, the courts and the entire law enforcement system should become electronic in function and culture. In doing so, the legal profession should initiate a cleansing of statutes and procedures predicated upon outdated procedural practices that have little to do with justice in a high-tech age.

Address artificial barriers that discourage efficiency. To end the same inefficient, turf-protective practices that affect other branches, the courts should conduct an examination of the management, financial and jurisdictional system and make recommendations of consequence. Failing that, the Legislature should do it.

Examine the concept of responsibilities with rights. To give balance in a system focused on rights over responsibilities, the legal profession, a defender of rights, should lead a dialogue on community rights that incur individual responsibilities. This dialogue might be in tandem with the discussion about a Bill of Responsibilities (see Preamble). The dialogue also may involve the question, as applied to Wisconsin, whether the law is replacing morality as guiding behavior.
22.5 Aggressively develop a state alternative dispute resolution strategy. To reduce the costs of litigation, the courts, as part of an effort involving all branches and levels of government, should initiate a dialogue on alternative dispute resolution and its application, from neighborhood to corporate board room.

22.6 Address juvenile crime and violence. To support existing efforts in addressing youth crime and violence, the court system should consider new ways to deal with first offenders, violent offenders and the community and family environments that can contribute to or discourage criminal behavior.

22.7 Provide adequate information to justice system professionals. To protect the safety of professionals and better serve the needs of individuals in the system, develop a meaningful information set for individuals in the system. This is not a technology issue, but a systems issue ranking high in the view of police, social workers, the courts and the corrections system.

22.8 Calculate the costs of crime and punishment. To get a more accurate assessment of the cost of crime and punishment, as part of a truth in spending and legislative impact process, consider the value of different ways of calculating for and meeting the costs of incarceration to keep the cost of punishment affordable.

22.9 Evaluate new ways of securing funding for courts. To meet increasing court costs (including ADA compliance and security), consider new funding sources, such as punitive awards going into a new fund, a sales tax on legal services, etc.

22.10 Adopt a competitively driven social services model. To eliminate duplication and provide more effective social work services, adopt a social services competitive model that focuses on a single service provider rather than multiple providers to individuals and families.

22.11 Place the court system on a sum certain budget. To treat all branches equally, place the court system on a sum certain budget.

22.12 Eliminate archaic procedural requirements. To bring the legal system into the high-tech visual age, eliminate the requirement that certain functions or proceedings involve face to face contact and hard copy (as opposed to electronic copy). This will generate the greater dialogue necessary on questions of rights, process, efficiency and cost effectiveness.
APPENDIX B

Clarifications from the Commission Members

John Bartelme:

When we started, we challenged ourselves to be bold, to break out of the conventional, to launch real change. We knew we could only start and could not do it alone. In our research, we found that, in isolated circumstances, small groups and individuals have achieved success at making change work.

One of the Commission’s goals, the most important in my opinion, is to create the statewide environment and culture in which thoughtful, responsible people drive continuous renewal and improvement from a citizen focused understanding. If we were successful, then we have launched an irreversible chain reaction that will spread across the state, throughout all branches and on into county and local units. Think about it! That pro-action will eliminate wasteful action, replacing it with coordinated value of life enhancing results.

Success at creating this dynamic result is contained in the new system defined in Goal 20 and its supporting detail. It can drive the rest of the recommendations in this report. But it needs to be embraced in total by current and future leaders. So we pass on a challenge for a bold commitment to the current leaders to evolve it into a working system. We challenge the next leaders to sustain it, to make it a way of life. We challenge the future leaders to review and renew it, to keep it meaningful and relevant to our future way of life.

Marty Beil:


During the last 13 months I, along with 14 other citizens, legislators and policy-makers, engaged in a monumental task of “re-inventing,” “re-formatting” and “re-engineering” government through the SAVE Commission. From the outset I realized that this would not be an easy task, but felt a certain challenge that was historic and buoyed our efforts beyond everyday reality. Throughout, I viewed the work and deliberations of the Commission as a golden opportunity to take a fresh new look at government, its services, its workers and its interaction with constituents. A forum to make bold, substantive decisions and recommendations that would assist Wisconsin in the transition to the 21st Century.

In spite of media reports and election year haranguing, this process was relatively free of external political pressures. The time was right, the climate was right and the will to change was right, but something went wrong. Somewhere in the continuum we as a Commission got enmeshed in a process that drove the substance of our work. After months of lectures by futurists and academics I felt more like a graduate student in public policy than an agent for change. I truly feel that my fellow commissioners approached their responsibilities with a high level of expertise, experience and desire to facilitate a new way of government doing business—unfortunately those resources were not fully tapped in the end product. Pragmatism gave way to theory and theory gave way to esoteric ponderances. That kind of spin makes the job of implementation much more difficult. No one constituency (e.g. citizens, legislators, policy makers, bureaucrats, workers, leaders, etc.) are willing to take this “shot in the dark” without having established an orderly, credible, meaningful measure of outcomes and evaluation. Government does not need another academic exercise.

I feel quite strongly that the work of this Commission is far from over. We have only scratched the surface, if that. The Commission and the Commissioners need to continue in their charge and find new real ways of changing government. Changes that effect outcomes rather than just change. This valuable opportunity of private/public sector mix of resources should be tapped by the Governor and the Legislature to continue its work. If government in Wisconsin is going to transition into the 21st Century, then we cannot squander this resource.

In closing, I would like to express my appreciation and thanks to my colleagues on the Commission and the staff. From the outset, the challenge was tremendous and all involved performed “yeoman” duties, however we just never got to where we had to be.

Roxanne Emmerich:

John F. Kennedy had a vision to put a man on the moon. At that time, we had only 15 percent of the information to accomplish the vision. Because people knew in their hearts that this was the right direction, the vision came true. The same will happen with this report. The taxpayers and employees of the state know in their hearts that this is the vision that must happen for the good of the state.

We can ensure progress and productivity through results-focused government. We get what we reward. We need to shift from a model of structured distrust where work is monitored multiple times in a process, to a system that allows people to do what needs to be done when it needs to be done. The knowledge economy requires
that we no longer dictate the process, but plan the vision that government is there for their customer's success and should be driven by principles rather than process. As one state employee shared, "Our only product is process."

There are billions to be saved when we remove the process barriers and let people serve the mission by being held accountable to results and not process. The report driven by the Oconomowoc convention where specialists in business and government suggested a system for different management, budgeting, procurement and human resource systems will revolutionize this state if implemented.

As a specialist and consultant in organizational change, I anticipate the next stages of implementation. In the denial stage, many will find detail flaws in the report that they disagree with and therefore discount that this will happen. It will happen because it is driven by the people. Chaos will follow, but will lead to a system that works much better and nobody will want to go back to the old way.

It's time to give the government back to the people of the state of Wisconsin - a government that is driven by results, easy for customers to use and does the right things well.

Reports don't change things, people do. We need your help.

Margaret Farrow:

Withholds support for Actions numbered: 4.3 and 17.4.

The SAVE Commission was created after several years of personal effort to have the state conduct a review of its management and spending. The Commission was charged with "studying government operation, efficiency and productivity." After a year's work with some of Wisconsin's most dedicated professionals, I am clearly aware of the challenge overhauling government presents.

The Commission was the beneficiary of input and expertise from Wisconsin's private sector and citizenry. Sadly, it received little cooperation within government itself. Government's reluctance to assist our effort and the burdensome, bureaucratic process the Commission was subject to, both affirm the need to change the way government operates.

Some will criticize this report as too "pie in the sky." A closer look at the report's appendix, however, will reveal a blueprint for the future. The appendix contains recommendations that must be quantified and implemented to institute day-to-day change in government.

The implementation effort should be a formal one. This will require the involvement of citizens who are committed to making Wisconsin government work for people. They must be people who are willing to look at new ways of solving problems. As Albert Einstein said, "the significant problems we face cannot be solved at the same level of thinking we were at when we created them."

To reach the goal of relevant, affordable government, the SAVE Commission has proposed a number of first steps. The appendix to our report defines those steps and charts a course for the remaining journey. I look forward to working with the Commission members, legislative colleagues and dedicated citizens to make Wisconsin the model for 21st Century government.

Mark Green:


I would hope citizens keep two thoughts in mind as they read this report. First, this document's foundation is consensus, not unanimity. While I formally withheld support on only a few recommendations, I have concerns over aspects of others - concerns that this format does not permit me to address. In some cases, while I support the broad concept of a recommendation, I am uncomfortable with how that idea is stated or illustrated. In other cases, I have not yet seen the costs and details of implementation.

Second, I believe this document should be seen as merely an outline of SAVE's vision for Wisconsin. As already noted, many recommendations lack the specifics necessary for immediate implementation. In some cases, this was due to broadness of topic and shortness of time. In other cases, the Commission simply lacked the necessary outside resources and staff support.

To get a real sense of SAVE's vision — a vision that holds great promise for Wisconsin — readers should review (a) the notes and memoranda of SAVE's subject committees and (b) the many letters and reports contributed to SAVE from outside sources. In these materials, one can find ideas that are more far reaching and more detailed than the consensus report.

Finally, to fulfill the promise that is contained in this report, I would hope that we create a formal implementation mechanism — an office or committee that can grab SAVE's broad ideas and turn them into specific proposals.

SAVE's vision provides us with a framework for a "new Wisconsin Idea." We owe it to ourselves and future generations to take the next step and continue Wisconsin's tradition of innovative government reform.

Doris Hanson:


I withhold support for the following:

16.3 — Adopt full accrual accounting. A mandate on local units of government and schools—state dollars—will never be appropriated to cover future liabilities. The issue has been debated and rejected several times.

17.2 — Remove policies that inhibit reality perspective and keep lawmakers in Madison. This statement implies a move to part-time legislators. It exacerbates the financial difficulties legislators already face in running for office, could set up a narrow legislature of wealthy individuals, and concentrate power in the executive branch and legislative staff.

17.13 — Require 24-hour cooling off period between bill introduction and vote.
17.14—Prohibit proxy voting.
17.16—Require public hearings on all bills before a floor vote. Legislative prerogative—rules in each house should dictate.

18.6—Rename the Department of Licensing. The Department of Regulation and Licensing provides direct regulation and licensing of certain occupations and activities with and through the boards attached to the department.

18.7—Transfer responsibility for serious juvenile offenders to the Department of Corrections. There are several studies presently reviewing the juvenile code. Therefore this recommendation is premature and lacks appropriate study.

20.1—Establish pilot projects and a new management system by July 1, 1997. The concept is valid but the implementation and related costs are enormous. Planning and programming budgeting (performance based budgeting) was tried in the mid 1960s and early 1970s but perished on its own. The idea was not embraced by either the executive or legislative branch.

The notion that the Legislature should be interested in “results” rather than costs is very naive. Legislators have to be concerned about a balanced budget. Furthermore, legislators may be troubled by losing their legislative check on agency spending.

Performance budgeting is easy to define, but difficult to implement. Legislators and agency heads must agree on performance targets and measures and the information must be readily available and useful.

I suggest the following: 1) DOA could review the present state budgeting system for potential improvement. Currently, a statewide accounting system is being implemented. This, along with the statewide payroll system that has been completed and oversight by the Secretary of DOA, accomplishes some of the goals of performance based budgeting. (The State of Florida is considering revamping a version of “performance-based budgeting” agency by agency over the next seven years). 2) The Legislative Audit Bureau could increase program evaluations.

Thomas Hefty:

Withholds support for Action number: 10.4

Although the SAVE Commission report is an excellent vision statement for Wisconsin, it lacks the specific savings recommendations that many would have expected. That lack of detail reflects the actions by state agencies. Rather than provide fiscal estimates, agencies lobbied to save their programs.

Two issues in particular deserve attention. The first is the relationship between federal, state and local governments. The report makes a strong statement to aggressively seek relief from federal mandates. The statements on local mandates are far more timid. With regard to receipt of federal dollars, Wisconsin ranks 49th of 50 states. Moving up just ten rankings would provide $300 million in new state funds.

The second issue is welfare reform, a topic high on the national agenda. Although the report addresses those issues, it lacks a focus on the failings of the system and the cost to society. During hearings, the testimony indicated that the typical child has three or four different social workers. This not only is inefficient but provides little value to the child. There already are excellent models of focusing social service accountability in a single agency, such as Lutheran Social Services.

The duplication in effort also can be addressed by the simple elimination of agencies that have outlived their original purpose. Wisconsin has three youth conservation programs. Today, with a robust economy, the Wisconsin Conservation Corps, the largest of the three, must resort to conscripting state prisoners to fill its positions.

Finally, the best social service is a good job. New state jobs should be put into areas of high unemployment.

George Kaiser:

Withholds support for Actions numbered: 5.1, 10.2(a), 18.9 and 18.18 (DNR/DATCP).

I have dissented from several recommendations—5.1 because I believe 5 percent is too large a withholding and because I believe the basis for return of dollars should be more substantive—for example, by matching local investments creating cooperation or by matching savings realized through cooperative efforts.

Recommendation 10.2a implies our voc. tech system needs change. Elected boards are like “motherhood,” but the present system is one of the best in the country—don’t fix it if it ain’t broke!

Regarding cabinet government, I believe that the DNR, the DATCP and the new Department for Education should all have boards rather than gubernatorial appointed Secretaries in order to maintain a strong system of checks and balances between legislative/executive branches of government as well as between political parties.

The recommendations relating to a new management system and to changing the civil service system are extremely important and will have strong cost savings implications long term. I strongly believe that the absence of a comprehensive system of comparing civil service pay, including all fringe benefits with the private sector is a serious weakness in the present system which needs to be corrected. I recognize that it will show both under and overpayment of employee job classifications. I also share the concern of other commissioners that too many jobs are concentrated in Madison and efforts should be made to place state jobs in areas of higher unemployment, such as was done in Milwaukee with the DNR District office.

Thomas Lyon:

Withholds support for Action number: 18.18.

Although inadequate time and staff size placed substantial constraints on embellishing and detailing some recommendations of the SAVE Commission, I believe the report can make a major contribution toward initiating debate and providing direction in enhancing the respon-
Throughout the Commission's information-gathering process, certain themes were constant:

Wisconsin citizens place great value on educational opportunities and environmental preservation in evaluating their quality of life.

Citizens feel their views are not heard, respected and incorporated into the operation of government.

Citizens want public employees to be compensated and have job security similar to private sector positions.

Citizens desire having the routine services of government decentralized to the greatest extent possible.

And, government workers want greater freedom to act independently, and are desirous of taking greater responsibility for their actions.

Specific to the SAVE recommendations, I strongly favor the continuation of the gubernatorial appointed board system for the Department of Natural Resources, the Department of Agriculture, Trade and Consumer Protection, and the Department of Veterans Affairs (Goal 18.18); and would favor a similar governance system for the newly-recommended Department of Education (Goal 10.1). These agencies have considerable policy-making and regulatory authority, and I believe the current system provides the greatest opportunity for continuity of mission and citizen involvement.

While the Commission could not reach agreement as to how the regulatory responsibilities of several agencies should best be consolidated, I strongly encourage our executive and legislative branches of government to pursue this issue further (Goal 18.4). Citizens are not well served through the increasing fragmentation of these responsibilities.

While the Commission devoted considerable study to K-12 and higher education issues, little time was devoted to how these systems can best be integrated with vocational and technical studies. This area needs greater study.

In the short term, considerable opportunity for savings without curtailing services would be through providing incentives for consolidating local government functions, and costing the employee benefits of public workers at levels with the private sector.

I appreciate the opportunity to serve as a member of the SAVE Commission, and truly enjoyed my association with other Commission members and staff.

Lisa Mauer:

Withholds support for Actions numbered: 19.2 and 21.6.

Thank you for the opportunity to share my personal thoughts regarding the final SAVE Commission report. In the context of the following remarks, it's important to note that the report and its individual recommendations are the culmination of a process based on consensus, thereby resulting in a less than perfect document for all involved.

As one reviews the report, it's critical that it be recognized for what it is, our vision. It serves as a framework for some of the long term structural, process and cultural changes that must take place for long term change. Throughout our deliberations and effort to challenge the status quo, the Commission walked a fine line between the temptation to "micro manage" change and the trap of offering very broad recommendations. Unfortunately, our lack of specificity may initially jeopardize a number of very good initiatives.

As a result, it's imperative that some type of initiative be advanced by legislative directive or executive order that would create an oversight mechanism. The nature of the report and its recommendations require a longer term strategy and vigilance for its implementation.

While the report contains a number of important long term initiatives, I believe the Commission came up short in identifying short term savings or spending cuts. I am particularly troubled by the lack of fiscal analysis in our efforts to identify potential targets for spending reductions, consolidation of services and/or programs, as well as new initiatives. This lack of attention results in a report ripe with fiscal unknowns.

I have also chosen to withhold support from two specific recommendations: 19.2 — To recommend increased diligence in capturing federal funds without also acknowledging the downside risks is not prudent, particularly as the federal government reexamines its own spending policies, programs and revenue sharing; 21.6— As originally drafted, the recommendation created an independent Office of Regulatory Ombudsman to serve as an intermediary between agencies and regulated parties. Designating the Joint Committee for the Review of Administrative Rules as that entity severely compromises the original recommendation.

Finally, an area that did not receive attention but deserves serious review is the state pension or retirement system. In addition to its obvious impact on state and local government liabilities, a close examination of both the administrative and legislative activity resulting in benefit enhancements should be undertaken.

Gwendolynne Moore:

Withholds support for Actions numbered: 10.1, 18.7, 18.8, 20.20 and 20.21.
Appendix C

Schedule of Citizen Input Sessions

<table>
<thead>
<tr>
<th>Date</th>
<th>Location</th>
<th>Participants</th>
<th>Method</th>
</tr>
</thead>
<tbody>
<tr>
<td>30 April</td>
<td>La Follette Institute</td>
<td>Local gov't. officials</td>
<td>Interviews</td>
</tr>
<tr>
<td>9 May</td>
<td>Rhinelander</td>
<td>Citizens</td>
<td>Group meeting</td>
</tr>
<tr>
<td>9 May</td>
<td>Rhinelander</td>
<td>Elementary students</td>
<td>Group meeting</td>
</tr>
<tr>
<td>10 May</td>
<td>Superior</td>
<td>Citizens</td>
<td>Group meeting</td>
</tr>
<tr>
<td>11 May</td>
<td>Hayward</td>
<td>Teens</td>
<td>Group meeting</td>
</tr>
<tr>
<td>11 May</td>
<td>Hayward</td>
<td>Local gov't. officials</td>
<td>Interviews</td>
</tr>
<tr>
<td>16 May</td>
<td>Bokit</td>
<td>Citizens</td>
<td>Group meeting</td>
</tr>
<tr>
<td>17 May</td>
<td>O'na,aska</td>
<td>Citizens</td>
<td>Group meeting</td>
</tr>
<tr>
<td>8 June</td>
<td>Lac-Courte-O'reilles</td>
<td>Citizens</td>
<td>Group meeting</td>
</tr>
<tr>
<td>16 June</td>
<td>Milwaukee</td>
<td>Teens</td>
<td>Group meeting</td>
</tr>
<tr>
<td>16 June</td>
<td>Milwaukee</td>
<td>Citizens</td>
<td>Group meeting</td>
</tr>
<tr>
<td>21 June</td>
<td>Appleton</td>
<td>Citizens</td>
<td>Group meeting</td>
</tr>
<tr>
<td>22 June</td>
<td>Wausau</td>
<td>Citizens</td>
<td>Group meeting</td>
</tr>
<tr>
<td>10 Aug</td>
<td>Madison</td>
<td>WSP Union</td>
<td>Focus group</td>
</tr>
<tr>
<td>18 Aug</td>
<td>Madison</td>
<td>WPEC Union</td>
<td>Focus group</td>
</tr>
<tr>
<td>29 Aug</td>
<td>Madison</td>
<td>AFSCME Union</td>
<td>Focus group</td>
</tr>
<tr>
<td>1 Sept</td>
<td>Madison</td>
<td>UP Union</td>
<td>Focus group</td>
</tr>
<tr>
<td>19 Sept</td>
<td>Madison</td>
<td>&quot;Close-up&quot; citizens</td>
<td>Group meeting</td>
</tr>
<tr>
<td>26 Sept</td>
<td>Madison</td>
<td>&quot;Close-up&quot; citizens</td>
<td>Panel</td>
</tr>
<tr>
<td>Sept-Oct</td>
<td>statewide contacts</td>
<td>&quot;Close-up&quot; citizens</td>
<td>Survey</td>
</tr>
<tr>
<td>Sept-Oct</td>
<td>UW system</td>
<td>All employees</td>
<td>Survey</td>
</tr>
<tr>
<td>Sept-Oct</td>
<td>state agencies</td>
<td>All employees</td>
<td>Survey</td>
</tr>
<tr>
<td>Sept-Oct</td>
<td>statewide contacts</td>
<td>Citizens</td>
<td>Letter</td>
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<tr>
<td>Sept-Oct</td>
<td>statewide contacts</td>
<td>Citizens</td>
<td>E-mail</td>
</tr>
<tr>
<td>Sept-Oct</td>
<td>statewide contacts</td>
<td>Citizens</td>
<td>Toll free line</td>
</tr>
</tbody>
</table>

Note: Some 454 media outlets, electronic and print, informed the public about how to communicate ideas to the Commission. Total circulation: 2,876,860.
Ed Huck, Wisconsin Alliance of Cities
“There should be some neutral ground where local governments can go to talk about cooperation.”

Anthony S. Earl, former Governor
“There needs to be a big shakeup in government, perhaps through a Constitutional Convention.”

State employee
“Good public policy does not always equal popular public policy.”

Walton A. Henderson, consultant, Wheaton, IL
“Partnerships are critical to government and the private sector. Partnerships are built on trust, relationships and shared goals.”

Thomas L. Consigny, Wisconsin Power and Light, Madison
“The most visible example of ineffectiveness is duplication and overlap of police, fire, planning, taxing and other services of local government.”

Citizen caller
“You’ve got to make it easier for communities to merge.”

Jim Ryan, Hales Corners
“There are no incentives for county government to create their own future.”

Anonymous
“Wisconsin ought to impose an outside limit on the number of days of its legislative sessions.”

Legislator
“The Legislature needs to be hit on the side of the head with a 2 x 4. Dot.”

Legislator
“We have too many local governments. Maybe we have too many legislators.”

State employee
“Collaboration is very difficult. Create a sub-cabinet that fosters agency cooperation.”

Kathryn Bloomberg, Mayor, Brookfield
“Persons working in agencies should do internships with local government. There is a lack of understanding.”

James B. Nyman, Webster
“Every dollar the state gets in its hot little hand comes from taxes and should be spent with good management.”

Linda Davidson, Rhinelander
“Governments should live within its budget. Corporations and families live within their budgets.”

State employee
“How about a system that promotes saving money.”

State employee
“It is an anti-personnel system, not a personnel system.”

State employee
“It takes forever for anything to get done in the system, even when the agency has the authority.”

State employee
“They gave us flexibility in procurement but my agency won’t comply.”

State employee
“We spend a lot of time undoing duplication.”

State employee
“It goes into the [agency] personnel office and it dies. It’s like they learned it from [another agency].”

State employee
“There are so many [personnel] bureaucratic steps and people you have to go through. It is just incredible.”

State employee
“Top heavy? We have bureau directors supervising only eight employees.”

State employee
“Section chiefs and bureau directors are supervising two, three, four, five and six people.”

State employee
“It will take me six signatures and four months and I’ll pay $300 for [computer software] I can get now for $70.”

Tom Landgraf, Heartland Properties, Madison
“We need to focus on goals achieved rather than mistakes avoided.”

Brian Joiner, Joiner and Associates, Madison
“Understand the huge benefits of working upstream.”

Bill Binn, Madison
“One of the greatest sources of frustration is to submit a permit application and then wait months before any action. Often the action is a request for more information.”

Leroy A. Bley, Ozaukee County Board, Port Washington
“Too often we see a confrontational attitude from various state regulatory agencies that could serve much better if an attitude of cooperation were used.”

Professor Marc Eisman, regulatory reviewer
“There is a distinct lack of intra-agency coordination in the policy area.”

Michael Giese, Oenalaska
“The unique challenge for government is to step back and look for the common good.”
### APPENDIX D

# Meeting Schedule

<table>
<thead>
<tr>
<th>Date</th>
<th>Morning</th>
<th>Afternoon</th>
</tr>
</thead>
</table>
| Nov. 19, 1993 | Gov. Tommy G. Thompson | James Morgan Jr., Wis. Taxpayers Alliance  
Capitol, Madison | Prof. Donald Kettl, La Follette Institute |
| Dec. 17, 1993 | Carol Skornicka, Sec., Dept. of Industry, Labor & Human Relations  
Dale Cattanach, Legislative Audit Bureau | Marc Saperstein, General Electric Co.  
John Christman, General Electric Co.  
Suzanne Kelley, General Electric Co.  
Madison* |  |
| Jan. 7, 1994 | Prof. William Crosson, UW-Madison | Mission Statement Development  
Madison |  |
| Jan. 21, 1994 | Review mission and work ideas | Marlene Cummings, Sec., Dept. of Regulation & Licensing  
State agency discussion |  |
Madison | Representative David Prosser  
Former Governor Anthony S. Earl |  |
| Feb. 18, 1994 | Ted Kolden, Minneapolis  
Madison | Cathy Zueske, State Treasurer  
James Doyle, Attorney General  
Douglas LaFollette, Secretary of State |  |
| Mar. 4, 1994 | George Meyer, Sec., Dept. of Natural Resources  
Alan Tracy, Sec., Dept. of Agriculture, Trade & Consumer Protection  
Former Governor Martin Schreiber | UWSI  
Daniel Burress, Burress Research  
Rebecca Schuch, Madison |  |
| Mar. 18, 1994 | Daniel Burress, Burress Research | Committee work  
Pewaukee |  |
| Apr. 7, 1994 | James Morgan Jr., Wisc. Assoc. of Manufacturers and Commerce  
Paul Light, Humphrey Institute  
Walton Henderson, Business Research | Committee work  
Milwaukee |  |
| Apr. 21, 1994 | Dwight York, Wis. Technical College System  
Robert Trampe, Sec., Dept. of Development  
John Benson, Supt., Dept. of Public Instruction  
Kathrine Lyall, Pres., UW System | Committee reports  
Charlie Thompson, Sec., Dept. of Transportation  
Cheryl Parrino, Chair, Public Service Commission |  |
| May 5, 1994 | Gerald Whitburn, Sec., Dept. of Health & Social Services  
Michael Sullivan, Sec., Dept. of Corrections | Wisconsin Towns Association  
Wisconsin Counties Association |  |
| May 19, 1994 | League of Wisconsin Municipalities  
Wisconsin Alliance of Cities | Mark Bruger, Sec., Dept. of Revenue  
Jon Libischer, Sec., Dept. of Employment Relations  
James Klauser, Sec., Dept. of Administration |  |
| June 6, 1994 | Committee work | Committee work |  |
| June 20, 1994 | Regulatory Reform  
Judge William Eich  
Prof. Marc Eisner  
Prof. Evan Ringquist | Report, Information Highway Legislation  
Committee work |  |
| July 7, 1994 | Committee work | Highlights from First Citizen Meetings  
Public Input Plan  
Committee work  
Rural Development  
Labor and Workplace Trends |  |
| July 20, 1994 | Video conference demonstration | Committee work  
Andy Machalick, Teltech, Minneapolis, MN  
Jay Sorenson, Midwest Express |  |
| Aug. 5, 1994 | Judge Morris Kuehler, Madison | Committee work |  |
| Aug. 22, 1994 | Community Success Panel  
Esperanza Unida  
Milwaukee | Committee work  
Harry Boyte, Humphrey Institute |  |
<table>
<thead>
<tr>
<th>Date</th>
<th>Morning</th>
<th>Afternoon</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sept. 8-9, 1994 Madison College of Business Madison</td>
<td>Commission retreat</td>
<td>Brian Joiner, Facilitator</td>
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<td>Charles Savage, Facilitator</td>
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<td>Donald Kettl, Luncheon Speaker</td>
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<tr>
<td>Sept. 26, 1994 Madison</td>
<td>Discussion of themes</td>
<td>Committee work</td>
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<td>Lori Gibson, TDS Telecom, Madison Facilitor</td>
<td></td>
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<tr>
<td>Oct.</td>
<td>Individual committee meetings**</td>
<td></td>
</tr>
<tr>
<td>Oct. 28-29, 1994 Oconomowoc</td>
<td>Special event: speech on Reinventing Government by David Osborne</td>
<td></td>
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<tr>
<td>Nov. 11, 1994 Madison</td>
<td>Public input summary</td>
<td>Committee 4 report</td>
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<tr>
<td></td>
<td>Committee 2 report</td>
<td>Committee 3 report</td>
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<td></td>
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<td>Committee 1 report</td>
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<tr>
<td>Nov. 17, 1994 UWSI Pewaukee</td>
<td>First round of consideration of consolidated decision topics</td>
<td></td>
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<tr>
<td>Dec. 1, 1994 Madison</td>
<td>Continue first round of consideration of consolidated decision topics</td>
<td></td>
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<tr>
<td>Dec. 8, 1994 UWSI Pewaukee</td>
<td>Continue first round of consideration of consolidated decision topics</td>
<td></td>
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<tr>
<td>Dec. 15, 1994 Madison</td>
<td>Second round of consideration of consolidated decision topics</td>
<td>Governor Tommy G. Thompson</td>
</tr>
<tr>
<td>Dec. 22, 1994 Dept. of Transportation Offices Madison</td>
<td>Continue second round of consideration of consolidated decision topics</td>
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</tbody>
</table>

* Unless otherwise noted, Commission meetings were held in the St. Croix Room, Dept. of Administration, 101 E. Wilson St., Madison.
** Committees often met between regularly scheduled full Commission meetings noted above.

**Timeline**

1. Orientation
2. Define Mission
3. Gather Information
4. Committee Work
5. Citizen Input
6. Identify Options
7. Make Choices
8. Report
9. Communication
Incomplete List of Those Who Helped

A
Aasen, Susan, Couderay
Abrahamsen, Jan, Dept. of Administration, Madison
Acheson, Patricia, Hayward
Adaman, David, Wayne State University, Detroit, MI
Addis, Jim, Dept. of Natural Resources, Madison
AFSCME Council 24, Madison
Ahner, Betsy, Chamber of Commerce, Beloit
Albert, Fritz, Madison
Allsen, Diann, Legislative Audit Bureau, Madison
Amacher, Sam, Madison
Anderson, Nicole, Milwaukee
Anderson, Ron, Dept. of Natural Resources, Madison
Armajani, Babak J., St. Paul, MN
Arts, Jim, Cooperative Development Services, Madison
Artus, John, Marathon
Aspuro, Mayte, Dept. of Industry, Labor, and Human Relations, Madison
Baggot, Erin, Dept. of Natural Resource, Madison
Balakhovsky, Beverly, Dept. of Corrections, Madison
Barbic, Bill, Dept. of Administration, Madison
Barklar, Craig, Legislative Audit Bureau, Madison
Bass, Melissa, Humphrey Institute, Minneapolis, MN
Bauer, Jere, Jr., Legislative Fiscal Bureau, Madison
Beal, Representative Polly, Milwaukee
Beck, Joan R., Attorney, West Bend
Beckwith, David, UW Regent President Emeritus, Madison
Begay, Gene, Hayward
Begay, Lynn Nell, Hayward
Belmas, Gene, Principal, Pine Lake School, Rhinelander
Berard, David, Hayward
Berby, Judy, Rhinelander
Bergersen, Jon, Quad/Tech Inc., Sussex
Berman, Lisa, Harley Davidson Co., Milwaukee
Bertelsen, Barry, Holmen
Beveridge, Mark, Shared Computer Center, Fond du Lac
Beyer, Jane, City of Milwaukee, Milwaukee
Binger, Lydia, Superior
Birren, David, Dept. of Natural Resources, Madison
Bishop, Jim, Dept. of Natural Resources, Spooner
Blehm, Glen, Dept. of Employment Relations, Madison
Blevins, Deborah, City of Milwaukee, Milwaukee
Bloomberg, Kate, Mayor, City of Brookfield, Brookfield
Borgh, Karin, BioPharmaceutical Technology Center Institute, Madison
Boyd, Taisho, Milwaukee
Brandl, Brenda, Dept. of Administration, Madison
Braun, Ronald J., SEA
Bredeson, Peg, Beloit
Brink, Gene, Sun Prairie
Brink, Mary Jo, Sun Prairie
Brinson, Diane, Dept. of Natural Resources, Madison
Broderick, Dan, La Follette Institute, UW-Madison
Brody, Marc, China Environmental Fund, Mount Horeb
Brown, D’Araun, Milwaukee
Brown, Senn, Wisconsin Association of School Boards, Madison
Bryson, Tina, Dept. of Natural Resources, Milwaukee
Buchholz, Ronald, Dept. of Industry, Labor, and Human Relations, Madison
Bula, Bill, Madison
Bullard, Susan, Dept. of Public Instruction, Madison
Burr, Sara, Dept. of Natural Resources, Madison
Butler, Debbie, Hayward
Byars, Debra, Oscar Mayer Foods Corporation, Madison
Cady, Dean J., Dept. of Administration, Madison
Cady, William, Andersen Consulting, Milwaukee
Cahoon, John, APV Crepaco, Lake Mills
Carlson, Richard, Appleton
Casebolt, Myrna, Dept. of Health and Social Services, Madison
Cassidy, Mary, Dept. of Corrections, Madison
Cattanach, Dale, Legislative Audit Bureau, Madison
Chapin, John, Dept. of Health and Social Services, Madison
Chapman, Esther, Dept. of Agriculture, Trade and Consumer Protection, Madison
Chilsen, Walter, Wausau
Christ, Jack, Leadership Institute, Ripon College, Ripon
Christenson, Stephen, Dept. of Industry, Labor and Human Relations, Madison
Christenson, David, Deputy Commissioner of Savings and Loan, Madison
Christian, Shannon, Dept. of Health & Social Services
Churchill, Susan, Dept. of Natural Resources, Madison
Ciske, Thom, Chamber of Commerce, Appleton
Coakley, Allison, State Senate, Madison
Coggs, Milele, Milwaukee
Coplien, Kim, Madison
Cosgrove, Howard, Lindsay-Stone, Madison
Cosh, Bill, Wisconsin Association of School Boards, Madison
Cottrell, Harry S., Rhinelander
Cullen, Tim, Milwaukee
Curtis, Tom, Teltech, Milwaukee
Daniels, Richard E., Mayor, Marshfield
Darden, Deborah, Right Alternative Family Center, Milwaukee
Dary, Todd, La Follette Institute Student, UW-Madison
Davidson, Linda H., Rhinelander
Davidson, Melvin L., Rhinelander
Davis, Buzz, Madison
Dean, Richard, Commissioner of Banking, Madison
DeBroux, Richard, Mayor, Appleton
Delaney, Corrine, Hayward
Dent, Frank, Editor, Wisconsin State Journal, Madison
Dokken, Janet, Dept. of Administration, Madison
Donoghue, Sheehan, Madison
Drach, Dawn, Merrill
Draws, Jackie, Virchow Krause & Co., Madison
Dreyfus, The Honorable Lee Sherman, Wauskea
DuChateau, Sharon, Appleton
Dummer, Kathleen, Holmen
Dummer, Mike, National Farmers Organization
Dumonsau, Frank R., Jr., Superior
Dums, Arica, Hayward
Dyson, Christopher, La Follette Institute Student, UW-Madison
Earl, The Honorable Anthony, Madison
Eberhardt, Judith, Appleton
Eckberg, Cathryn, Amherst Junction
Ecklund, Karen, Dept. of Health and Social Services, Madison
Ecker, Jack Aarol, City Council, Port Washington, Egggers, William, Reason Foundation, Los Angeles, CA
Ehley, Kent, Creative Quality Solutions, Wauwatosa
Eich, The Honorable William, Wisconsin Court of Appeals, Madison
Eisner, Marc Allen, Wesleyan University, Middletown, CT
Eliasoph, Nina, Madison
Ellingstad, Marc, La Follette Institute Student, Madison
Elliott, Theresa, Dept. of Industry, Labor and Human Relations, Madison
Endres, Paul, Dept. of Public Instruction, Madison
Erickson, Barbara, Superior
Erickson, Donald, Dept. of Natural Resources, Madison
Erickson, Stephen B., Superior
Erickson, Richard, USAA Insurance, San Antonio, TX
Farmilo, Mary, Dept. of Natural Resources, Madison
Farnham, Stanley E., SSI Technologies, Janesville
Fauerbach, Neil, Virchow Krause & Co., Madison
Fay, Margaret, Madison
Ferris, Dave, Virchow Krause & Co., Madison
Fields, Dan, Dept. of Natural Resources, Madison
Fischer, R. Scott, National Academy of Public Administration, Washington, D.C.
Fisher, Joseph, Rhinelander
Fitzpatrick, Mary, GE Medical Systems, Pewaukee
Foeste, Art, Madison
Fogel, Richard, U.S. General Accounting Office
Forbes, Anne, Dept. of Natural Resources, Madison
Franch, Debbie, Madison
Frogg, Harold, Stone Lake
Frank, Boris, Verona
Frazier, Thomas, Coalition of Wisconsin Aging Groups
Fulcher, John, Chief, Menomonee Falls Fire Dept.
Gaebler, Ted, Municipal Resource Consultants, San Rafael, CA
Gaashikibos, Tribal Chair, Lac Courte Oreilles Tribe, Hayward
Garman, James, Arthur Andersen & Co., Milwaukee
Gates, Robin, Dept. of Industry, Labor and Human Relations, Madison
Gatine, Drew, Maine Dept. of Health
Gauger, Sharon, Wausau
Gehrig, Ray, Janesville
Genn, Debbie
Gibson, Gar, Dept. of Transportation, Madison
Gibson, Lori, TDS Telecom, Madison
Giese, Michael, Onalaska
Gold, Steve, Center for Study of the States, Albany, NY
Gomoll, Jeanne, Dept. of Natural Resources, Madison
Gordon, Rick, DE Business Solutions, Middleton
Goss, Janice M., Dept. of Natural Resources, Madison
Gray, William, Harley Davidson Motor Co., Milwaukee
Gregg, Steve, Beloit
Grossenbach, Fred, Grossenbach Associates, Madison
Grover, Bert, Shawano
Guthkecht, Karl, Dept. of Agriculture, Trade and Consumer Protection, Madison
Haidinger, Shirley, Madison
Hamel, Mary, Dept. of Natural Resources, Madison
Hammond, Ken, La Follette Institute Student, UW-Madison
Hangartner, Bill, President, Quality Calibration Service Inc., West Allis
 Hankwitz, John, Quad/Graphics, River Hills
Hanna, Donald E., University of Wisconsin, Madison
Hanson, Dennis, Dept. of Public Instruction, Madison
Hanson, Howard, City Attorney, Hayward
Harris, Doug, La Follette Institute Student, UW-Madison
Hartman, Don, Dept. of Transportation, Madison
Harwood, Ken, Appleton
Haupt, John M., Mayor, Ripon
Haverkampf, Kelly, Rural Development Council, Madison
Heidel, Sandy, Onalaska
Henkes, Jonathan, UW-System, Madison
Heuer, Kathy, Dept. of Revenue, Madison
Hoffmann, Loren, Dept. of Administration, Madison
Hoffman, Marlene, Wisconsin Association of School Boards, Madison
Holman, Shirley, Onalaska
Holperin, The Honorable James, Eagle River
Hornik, James, Integration Planning Services, Madison
Howard, Thomas, Dept. of Agriculture, Trade and Consumer Protection, Madison
Huitt, Frank, Dept. of Transportation, Madison
Hummel, Barb, MAQIN, Madison
Hutchinson, Peter, Public Strategies Group, St.Paul, MN
Hynum, Jill, Madison
Isee, Chris, Hayward
Isham, Michael J. Jr., Stone Lake
James, Ellen, UW System, Madison
Jelinski, David, Dept. of Agriculture, Trade and Consumer Protection, Madison
Johnson, Matt, STRIVE Foundation, Milwaukee
Johnson, Rich, Los Angeles County Courts
Johnson, Ross, Eau Claire
Johnson, Samuel, Milwaukee
Johnson, William, Hayward
Joiner, Brian, Joiner Associates, Madison
Jonen, Michael, Office of Senator Margaret Farrow, Madison
Jones, Dale, Madison
Jones, Megan, John F. Kennedy School, Harvard University, Cambridge, MA
Jordan, Casey, Madison
Kellett, William, Neenah
Kellor, Eileen, Dept. of Employment Relations, Madison
Kelly, Dan T., City Manager, Beloit
Kennedy-Parker, DeWayne, Madison
Kettl, Donald F., La Follette Institute, UW-Madison
Khademian, Anne, La Follette Institute, UW-Madison
King, Douglas, Dept. of Administration, Madison
King, Steve, La Follette Institute Student, Madison
Kinney, Anne Spray, City of Milwaukee, Milwaukee
Kinney, Sandy, Nicolet College, Rhinelander
Kinzler, Ross, Wisconsin Manufactured Housing Association, Madison
Kliminski, George, UW-Madison
Knox, Carol Ward, Morgan & Myers, Jefferson
Kohl-Riggs, John, Isthmus Engineering and Manufacturing, Madison
Kolb, Charlie, Washington, D.C.
Kraus, Bill, Madison
Krause, Joanne, Madison
Krome, Margaret, Wisconsin Rural Development Center, Mt. Horeb
Krueger, The Honorable Moria, Circuit Court Judge, Madison
Kuester, Dennis, M&I Bank, Milwaukee
Kulibert, Gary, Dept. of Natural Resources, Rhinelander
Kuykendall, Marie, Hayward
Kuziej, Jamie, Hayward
Lacy, Anne, Dept. of Natural Resources, Madison
Lake, Michael, Virchow Krause & Co., Madison
Landgraf, Thomas, President, Heartland Properties, Madison
Lang, Bob, Legislative Fiscal Bureau, Madison
Lauer, Noreen, Channel One, Milwaukee
Lavigna, Bob, Dept. of Employment Relations, Madison
Leard, Elizabeth, Oconomowoc
Leahman, Sylvan, Leahman and Associates, Bayside
Leard, Marshall, Oconomowoc
Lee, Mordecai, Milwaukee
Lefebvre, Daniel, Onalaska
Leibowitz, Alice, La Follette Institute Student, UW-Madison
Lichterman, Paul, Madison
Liconna, Ruby, La Follette Institute Student, UW-Madison
Lighten, Christopher, Maine Attorney General's office
Lillge, Eugene, Outagamie County, Appleton
Lorang, Dick, Dept. of Health and Social Services
Lovejoy, Michael, Dept. of Transportation, Madison
Lozoff, Dan, Bayside
Lucey, The Honorable Patrick J., Mequon
Lue-Hing, Rose, Milwaukee
Luljak, Thomas, United Wisconsin Services, Milwaukee
Lutz, Tom, Hayward
Maday, Thomas, Commissioner of Credit Unions, Madison
Madigan, Michael, PSG, Cedarburg
Madison Chamber of Commerce
Madison Junior College of Business, Madison
Maloney, John, Ameritech
Markusen, Jessica, La Follette Institute Student, UW-Madison
Marshall, Jim, Marketing Communications Consultants, Green Bay
Martin, Joseph, Arthur Andersen Co., Roseland, NJ
Martin, Larry, Superior
Mason, Tony, Legislative Fiscal Bureau, Madison
Matarazzo, James, Simmons College, Boston, MA
Matera, Ray, Madison
Maupuy, Marjorie, American Society for Quality Control, Milwaukee
Mayberry, Kris, Hayward
Meyer, Jean B., Dept. of Natural Resources, Madison
McDermid, Mark, Dept. of Natural Resources, Madison
McGillis, Eugene G., Superior
McHugh, Colene, La Follette Institute Student, UW-Madison
McKenzie, Ellyn, Wisconsin Federation of Cooperatives, Madison
McLaughlin, John, Education Investing, Inc., St. Cloud, MN
McMahon, Paul, Dept. of Administration, Madison
Meaney, John, La Follette Institute Student, UW-Madison
Meier, Patrick, Dept. of Administration, Madison
Meltz, Nathan, Superior
Mercer, James, Mercer Group, Atlanta
Merrill, Nancy, Webster
Mestelle, Erica, Hayward
Meyer, Dan, Consolidated Papers, Wisconsin Rapids
Meyer, Jean B., Dept. of Natural Resources
Milkelson, Tom, Legislative Audit Bureau, Madison
Miller, Lauren, The Executive Committee, Horicon
Miller, Michael, Mayor, Fond du Lac
Miller, Stephen R., Hayward
Mishler, Florence, Beloit
Moore, Michael, Wisconsin Education Association Council, Madison
Morgan, James Jr., Wisconsin Association of Manufacturers and Commerce, Madison
Morgan, James Sr., Wisconsin Taxpayers Alliance, Madison
Morse, Stuart, Dept. of Administration, Madison
Morstad, Steven, Montgomery Morstad Inc., Middleton
Mosgaller, Tom, City of Madison, Madison
Mueller, Carl, Milwaukee
Mueller, Janice, Legislative Audit Bureau, Madison
Mugan, Karen, Sun Prairie
Mueller, Gerald R., SEA
Munson, Bruce, Revisor of Statutes, Madison
Murphy, Kathleen M., State of Wisconsin Supreme Court, Madison
Murray, Aleta, Madison
Muzik, Ed, The Association of University of Wisconsin Faculties, Madison
Myers, Jeff, McFarland
Myrla, Sharon, Dept. of Agriculture, Trade and Consumer Protection, Madison
Nachreiner, Beth, Dept. of Agriculture, Trade and Consumer Protection, Madison
Nadeau, E.G., Cooperative Development Services, Madison
Naylor, Joe, Hayward
Niebler, Marybeth, American Society for Quality Control, Milwaukee
Nekich, Timonthy J., City Council, Waukesha
Nelson, Connie, Public Strategies Group, St. Paul, MN
Nelson, Ed., Dept. of Natural Resources, Madison
Nelson, Lewis, Hayward
Nelson, Linda, Dept. of Administration, Madison
Nelson, Mary Jane, Holmen
Nelson, Tiffany, Hayward
Neumann, Thomas, Milwaukee
Nimz, Lynn, Wisconsin Counties Association, Wausau
Novak, Ron, Dept. of Natural Resources, Milwaukee
Nuenfeldt, Phil, AFL-CIO, Milwaukee
Ny whole, Richard B., Superior
O'Brien, Pat, Poynette
Odden, Allen, UW Education Administration, Madison
Oden, Harry, Milwaukee Public Schools, Milwaukee
Ohman, Laurie, Public Strategies Group, St. Paul, MN
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Teschendorf, Nancy, Rhinelander
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Vickers, Dennis, Dept. of Administration, Madison
Vogel, Barbara, Rhinelander
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Winter, The Honorable William, Former Governor of Mississippi
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Wisconsin Association of Manufacturers and Commerce
Wittenmyer, Jayn, Wisconsin Survival Coalition, Madison
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Wright, Sandra, Superior
Wu, Stella, Oak Creek
Wylie, Val, Appleton
Yazzie, Richard, Dept. of Transportation, Madison
Young, Donald, Texas Comptroller of Public Accounts, Austin, TX
Zeinemann, Robert, La Follette Institute Student, UW-Madison
Zeuske, Cathy S., State Treasurer, Madison
Zink, Sherwood K., State Attorneys Association
Zins, Al, Madison
Zopp, Amanda, Hayward
Zoromski, David, Dept. of Agriculture, Trade and Consumer Protection, Madison

* Some individuals had a contribution to make but did not wish to be acknowledged in a public way. Their contributions are appreciated. Listing names does not constitute an endorsement of the report.
APPENDIX F

Selected Documents Prepared for the Commission


- Budget Process Reform Options for Wisconsin.
- Performance Management: A Recommended Approach for Wisconsin.
- Relevance of Customer Service to Government...
- Technology Innovation.


Exchange of letters among Commissioners, UW President Katharine Lyall, DOA Secretary James Klauser, UW-Extension Chancellor Don Hanna and UW Regent President Michael Grebe, Jun.-Nov. 1994.


* All of these documents are available through Document Sales. See page 2 for instructions.
APPENDIX G

Selected Resource Materials Used in Commission Committee Work

COMMITTEE ONE: STRUCTURE

The Book of the States, 1994-95; Council of State Governments.

State Education Governance Structures, Martha McCarthy; Education Commission of the States.

Review of Legislative Operations of the Wisconsin Legislature; Rich Jones; National Conference of State Legislatures; May 1994.

Wisconsin's Financial Regulatory Agencies; Wisconsin Legislative Audit Bureau; 1994.

Government Reorganization in Wisconsin; Temporary Reorganization Committee (Kellett Commission); January 1977.

State of Wisconsin Blue Book; Legislative Reference Bureau.

COMMITTEE TWO: VISION


Employment and Job Training Programs; Legislative Audit Bureau; November 1994.

Impacts of Unfunded Federal Mandates on Wisconsin; Dept. of Administration; January 1994.

Texas Tomorrow: The State Strategic Plan; State of Texas; April 1994.


The Blue Book of the States; Council of State Governments; 1994-95.

A Cabinet is Proposed; Wisconsin Legislative Reference Bureau; October 1973.

Personnel and Purchasing Classification; Wisconsin Dept. of Employee Relations; November 1994.

Summary of Tax Exemption Devices; Wisconsin Dept. of Revenue; February 1993.

Board of Government Innovation and Cooperation; Minnesota Statutes.

Report of the Task Force on State Mandates; State of Wisconsin; May 1993.


The Crisis in America's State Budgets: A Blueprint for Budget Reform; American Legislative Exchange Council; July 1993.

New Design for Education in Wisconsin; Commission on Schools for the 21st Century; December 1990.
Committee Three: Technology

Courtroom 21; College of William and Mary.

Central Courts Video Project; Los Angeles Municipal Court; March 1991.

Meeting the Information Needs of Society; American Library Association; 1993.

Low Bid Hazards in a High Tech World; Charles Mahthesian; Governing; March 1994.


Information Technology Management in Wisconsin; Information Technology Advisory Board; November 1990.


Revitalizing State and Local Public Service; Commission on State and Local Government Service (the Winter Commission); 1993.


Reinventing Government; David Osborne; Addison Wesley.

The Village Partnership, Changing Wisconsin's Schools; 1993 report; The Village Partnership; Box 352, Madison, WI 53201.

Committee Four: Operations


Leadership is an Art; Max DePree; 1990.


Fifth Generation Management; Charles Savage; Digital Press.

Technotrends; Daniel Burrus; Harper Business Press.

The Fifth Discipline; Peter M. Senge; Doubleday.

Regulatory Politics in Transition; Marc Eisner; Johns Hopkins Press.

Reengineering the Corporation; Michael Hammer; Harper Press.

The Knowledge Based Information Economy; Gunnar Eliasson; Stockholm.

The Knowledge Executive; Harlan Cleveland; Ditton Press.


Community Politics; The Kettering Foundation; 1993.

Fourth Generation Management; Brian Joiner; McGraw-Hill.

The Concord Coalition; Citizens for America's Future; September 1992.

Who Killed the Wisconsin Idea; Bryant Kearl; March 1992.

The Dawn of the Knowledge Era; Charles Savage; OR/MS Today; December 1994.


The Age of Social Transformation; Peter Drucker; Atlantic Monthly; November 1994.


After the Pay Revolution, Job Titles Won't Matter; Andrea Gabor; New York Times; May 17, 1992.

Restoring Public Confidence in Infrastructure Investment; Thomas Downs; Intergovernmental Perspective; Fall, 1994.

The Spirit of Community, Rights and Responsibilities; Amiti Etzioni; Crown.

Our Outmoded Tax Systems; Ronald Snell; State Legislatures; August 1994.

Budgeting for Performance, Alice Rivlin; Intergovernmental Perspective; Fall 1994.

Public Management in Lean Years; James Mercer; Quorum.

Reengineering of Acquisition, Payment, Information and Disposition Systems; Dept. of Industry, Labor and Human Relations; January 1994.

The End of the Job; William Bridges; Fortune; Sept. 19, 1994.

Strategic Human Resource Management; James Perry; La Follete Institute; 1994.

America's Anxiety Attack; Ronald Brownstein; Los Angeles Times; May 8, 1994.
“This work is just the beginning. The system cannot change itself. We all must make it happen.”

James E. Burgess, Chairman, Commission for the Study of Administrative Value and Efficiency