

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,



The Honorable Tommy G. Thompson
Governor of Wisconsin

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 work force 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.

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.

"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



James E. Burgess
Chairman, Commission for the Study of Administrative Value and Efficiency

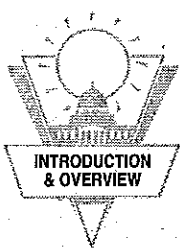


Thomas L. Lyon
Vice Chairman, Commission for the Study of Administrative Value and Efficiency



Senator Margaret A. Farrow
Vice Chairman, Commission for the Study of Administrative Value and Efficiency

Paul Light, University of Minnesota
"There are always second guessers. The media, academics, legislators and other politicians, all waiting for failure and mistakes so they can criticize. You must push the envelope and take those risks."



Fred F. Meyer, Rice Lake

"Running a small business in this state is no fun any more. Every state agency promulgates ever more regulations."

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 pre-

vent 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.

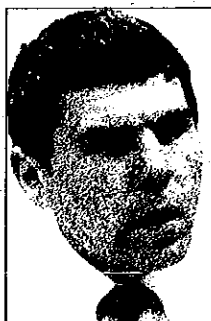
Changing government for the future means moving beyond the past. Unfortunately, the Commission found many within government resistant—and in some cases antagonistic—to change as they defended their own bureaucracies. This was especially true with elements of Wisconsin's educational system, reaching from 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-

"Legislatures get involved in virtually everything that happens in departments because they have no confidence in the information they're getting."

Paul Light, University of Minnesota



Jeff Smoller

Executive Director, Commission for the Study of Administrative Value and Efficiency

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.

"The schools are failing to instill a sense of citizenship and responsibility."

Bev Anderson, Mayor, Darlington

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



**Jerry Wiessner,
Belleville**

"What we need is less government, less government regulation."