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COMMISSION
ON REFORM
AND EFFICIENCY

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**A MINNESOTA
MODEL**

**RECOMMENDATIONS
FOR REORGANIZING
THE EXECUTIVE
BRANCH**

**SUMMARY
REPORT**

MARCH 1993

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SUMM

THE CORE VISION OF STATE GOVERNMENT

The Commission on Reform and Efficiency envisions a Minnesota state government that is mission driven, oriented toward quality outcomes, efficient, responsive to clients, and respectful of all stakeholders. These goals are defined below.

Mission driven

State government will have clearly defined purposes and internal organizational structures that support the achievement of those aims.

Oriented toward quality outcomes

State government will provide quality services. It will focus its human, technical, and financial resources on producing measurable results. Success will be measured by actual outcomes rather than processes performed or dollars spent.

Efficient

State government will be cost-conscious. It will be organized so that outcomes are achieved with the least amount of input. Structures will be flexible and responsive to changes in the social, economic, and technological environments. There will be minimal duplication of services and adequate communication between units. Competition will be fostered. Appropriate delivery mechanisms will be used.

Responsive to clients

State government services will be designed with the customer in mind. Services will be accessible, located conveniently, and provided in a timely manner, and customers will clearly understand legal requirements. Employees will be rewarded for being responsive and respectful. Bureaucratic approvals and forms will be minimized.

Respectful of stakeholders

State government will be sensitive to the needs of all stakeholders in providing services. It will recognize the importance of respecting and cultivating employees. It will foster cooperative relationships with local units of government, and nonprofit and business sectors. It will provide services in the spirit of assisting individual clients and serving the broader public interest.

— Feb. 27, 1992

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EXECUTIVE SUMMARY

A *Minnesota Model: Recommendations for Reorganizing the Executive Branch* is one of a series of interrelated reports by the Commission on Reform and Efficiency. Together, the proposals call for significant change in government structure, systems, policies and procedures. This report addresses issues raised in an earlier CORE report, *Imperatives for Change: An Assessment of State Government*.

Reform is needed now. The demand for government services is growing at a time when government is complex and confusing, with blurred lines of authority. The existing structure and systems fragment what should be a seamless delivery of services.

Recommendations for executive reorganization address four areas:

Executive Management

1. *Minnesota should establish a cabinet structure of executive offices to provide coordination and integration of related policies, functions and programs. Each executive office should be headed by a secretary serving at the will of the governor.*
2. *Reduce the number of executives reporting directly to the governor, creating a more manageable span of control.*
3. *Redefine the role and authority of agency executive leadership, increasing accountability to the governor for service coordination and customer focus.*
4. *Consolidate executive-level agency management.*

5. *Consolidate agency policy and support services management by placing control of these functions directly under the secretaries.*
6. *Invest each secretary with the same general powers and duties.*
7. *Invest each deputy secretary with the same general powers and duties.*
8. *Establish an Executive Office of Public Advocacy, consolidating functions now located in a number of agencies.*
9. *Functionally align all state agencies under the executive offices.*

Smaller agencies

10. *Assign each board, commission, council and advisory task force to a secretary or a secretary's designee. Each secretary could align small agencies' staffing and support activities anywhere within the agencies reporting to the executive office.*
 11. *Sunset all advisory bodies over a four-year period beginning in 1994. Each secretary should recommend whether advisory bodies within their executive office should be reinstated after their sunset date.*
 12. *Include a sunset date in all new legislation creating advisory bodies.*
 13. *Create a central licensing agency responsible for all administrative functions in support of independent licensing and examining boards.*
 14. *Sunset all professional licensing over a four-*
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year period beginning in 1994. Each secretary should recommend whether licensing activities within their executive office should be reinstated after their sunset date.

15. *Eliminate the Department of Public Service, transferring its staff and responsibilities to the Public Utilities Commission. (Advocacy functions would be transferred to the Executive Office of Public Advocacy.)*
16. *Reduce the Public Utilities Commission from five to three full-time commissioners.*
17. *Consolidate gambling regulation activities by merging the Racing Commission and the Gambling Control Board.*

Constitutional offices

18. *Allow the governor and agencies to select in-house (non-litigation) counsel on a competitive basis. Continue the role of attorney general as exclusive representative of state government in litigation.*
19. *Combine the consumer advocacy functions of the Attorney General's Office with other related advocacy functions in the proposed Executive Office of Public Advocacy.*
20. *After establishing a secretary of finance, examine the roles and relationship between the finance secretary and the state treasurer.*
21. *Governors should consider the option of assigning lieutenant governors to serve in a secretarial role.*

Policies and practices

22. *Agencies should relocate to common facilities and, whenever possible, integrate their activities to improve service delivery.*

23. *Establish a statewide data and technology investment plan to improve both customer service and the efficiency of state systems.*
24. *The leaders of all three branches of government should establish a joint commission to create a uniform code of ethics for all employees of state government.*
25. *The Executive Office of Administration should establish transition processes and provide training for appointed officials to assist rapid orientation to the complex environment of public management.*

Implementing these recommendations would substantially change the way state government operates; functions and programs would be streamlined and restructured; and interagency planning, policy development and program management would be strengthened. Service delivery would be focused on its users, or customers. Implementing the Minnesota model would enable agencies to better respond to the challenges and priorities of tomorrow.

INTRODUCTION

Minnesota has long had a reputation for being the state that works. But what was good government in the 1980s may not be good enough for the 1990s and beyond. Service delivery systems are often fragmented and ineffective. Meanwhile, the state's chronic budget deficit and demographic trends point to a future of expanding needs and shrinking resources. Maintaining the status quo is no longer an option. State government must change — radically and soon.

The above paragraph introduces the executive summary of *Imperatives for Change: An Assessment of Minnesota State Government*, published in December 1992 by the Commission on Reform and Efficiency (CORE). The assessment examined the challenges facing the state and presented five significant opportunities for structural and management reform. Cutting broadly across all areas of state government, those reform imperatives are:

- Government must be held accountable for results.
- Government must have a strong customer focus.
- Government must streamline fragmented and overlapping services.
- Government must replace outdated, inflexible administrative systems.
- Government must be structured to deal more effectively with the frequent turnover of top management.

Meeting these imperatives is a daunting task. It demands a response every bit as complex as the problems that it addresses. Any single change has consequences for policies, structures, systems and procedures throughout state government.

CORE's assessment report indicates what needs to be done differently. CORE's subsequent reports show *how* it can be done differently.

This document completes a series of reports recommending change. Each report approaches the imperatives from a different perspective; together, they represent a comprehensive strategy for achieving CORE's vision statement (found on each report's inside front cover).

This report addresses overall reorganization of the executive branch. It builds on, and augments, the recommendations in earlier reports. While each of those reports places a system or functional area under a microscope, this report presents an encompassing view of the executive branch, particularly those agencies and operations under the direction of the governor.

Why reorganize?

CORE examined data gathered from state employee surveys, interviews with former and current state managers, discussions with academic and political leaders, and an organizational analysis of government in both Minnesota and other states. The conclusion reached is that Minnesota's current structure creates barriers to effective executive management.

The barriers are significant. The governor's span

of control over 26 cabinet-level agencies and about 200 smaller agencies hampers the governor's ability to communicate and effectively implement policies. Executive branch complexity blurs lines of authority and accountability. Service delivery is fragmented, making it difficult for citizens to receive needed services. Fragmentation also leads to overlap and duplication among agencies.

The barriers inhibit accountability. It is difficult for the governor, the legislature or citizens to hold individual commissioners accountable for state policies when commissioners lack the power to coordinate activities that transcend their agency's functions. In addition, both agencies and their organized constituencies protect against changes that may diminish their influence, even at the expense of administrative efficiency or service effectiveness. With government organized around narrowly defined functions, the burden is on each citizen to untangle the web of interrelated services.

Learning from the past

In this century, Minnesota has sponsored 14 major studies on the organization and management of state government (listed in Appendix 1). Those reports reviewed the state's constitution, recommended major structural reorganizations, and promoted managerial reforms. The studies were driven by a need to concentrate executive authority and to coordinate staff services, a lack of functional integration between agencies, and a proliferation of boards and commissions.

Most of Minnesota's reform efforts saw limited success. Of their hundreds of recommendations, only a fraction were adopted shortly after publication. Many reorganization proposals were suggested repeatedly over a period of 10 to 50 years before they were adopted.

A Minnesota model

Minnesota's previous efforts focused on internal issues, but did not emphasize external factors, such as customer satisfaction. CORE's approach is to address external customers through redesigned service delivery *as well as* internal customers through streamlined processes.

CORE's overarching concern is to create a "Minnesota model" — a structure and delivery system that better assess and respond to customer needs, and that enable state employees to provide quality services to customers. As part of its strategy, CORE identified five reorganization objectives:

- Establish reasonable management spans of control.
- Strengthen interagency planning, policy development, program management, and service delivery.
- Create a flexible structure that can be reconfigured to meet changing management and customer needs.
- Design a structure that will facilitate changes of administration.
- Strengthen executive-legislative branch relations.

CORE's recommendations face the same barriers that delayed or scuttled earlier reforms. What may be different this time is that reform has become less of an insider's game and more of an issue in which the public has ownership. Minnesota's citizens, as well as its political leadership, have made change a priority. It has been CORE's obligation and privilege to help chart the course.

EXECUTIVE MANAGEMENT

CORE proposes a Minnesota model of executive offices, to reduce the number of reporting executives so that the governor can better communicate administration priorities and hold top officials accountable for meeting goals. The model groups agencies with similar goals and customers to improve service integration and delivery. The model replaces some existing agency administrators with a smaller number of secretaries and deputy secretaries who have the authority to shift resources, eliminate redundant services and demand program effectiveness.

The model goes far beyond reshuffling the boxes on the state organization chart. It changes processes, or the ways that things get done. It redefines and realigns administrative power. It attempts to institutionalize the capacity for change, giving each governor the ability to continually reorganize and fine-tune programs to address the priorities of the day.

Comparison with other states

All states are similar in that they provide the same basic services; all states differ somewhat in how they are organized to deliver those services. Organizational research categorizes each state as one of three types, generally termed commission, agency-cabinet, and secretary-coordinator. CORE proposes a hybrid of both agency-cabinet and secretary-coordinator concepts.

Recommendations

1. Minnesota should establish a cabinet structure of executive offices to provide coordination and integration of related policies,

functions and programs. Each executive office should be headed by a secretary serving at the will of the governor.

The following eight recommendations define the proposed structure:

2. Establish a cabinet structure of executive offices headed by secretaries, reducing the number of executives reporting directly to the governor and creating a more manageable span of control.

Today, about 200 agency executives can claim to report directly to the governor. Even the current 26 cabinet-level agency executives present the governor with a formidable span of control. Given a governor's extensive responsibilities and time constraints, a reduced number of reporting executives would enhance meaningful communication.

The past four administrations have coped by clustering similar agencies, and having agency communication flow through one or more layers of the governor's administrative staff. By streamlining the cabinet, the governor would be able to communicate directly with decision-making executives.

This proposal recommends grouping agencies together under eight executive offices: Administration, Business Development, Education, Environment, Finance, Health and Human Services, Public Advocacy, and Transportation and Safety. (A proposed organization chart is shown in Appendix 2, and each executive office is discussed in detail in Recommendation 9 on Page 8.) A final executive office configuration would need to be jointly determined by the governor and the legislature.

3. *Redefine the role and authority of agency executive leadership, increasing accountability to the governor for service coordination and customer focus.*

The Minnesota model introduces new terms, including the secretary and deputy secretary titles, to emphasize that the roles of these officials would be significantly different from the current roles of the many commissioners and deputy commissioners they would replace. All terminology differs in meaning in different states. For the Minnesota model, the meanings are:

Secretary: one of a relative handful of initial key gubernatorial appointees. Working directly and regularly with the governor, each secretary would be accountable for the coordination of policy implementation and service delivery within the executive office, regardless of agency jurisdictional boundaries and other traditional impediments to cooperation. As extensions of the governor, secretaries would be expected to serve terms concurrent with the governor's.

Deputy secretary: the chief operating officer of an agency, reporting to a secretary. Deputy secretaries would be accountable for achieving the agency's goals and objectives. They would report to a secretary who works with them to achieve the administration's policy goals. A deputy secretary would be a professional manager serving at the will of the governor.

Today, a governor-elect needs to give immediate consideration to appointing commissioners and other top managers in many key agencies. The governor's staff is immersed in the need to make hundreds of appointments to numerous boards, commissions, councils and other agencies.

In this model, the avalanche of immediate appointments would be both delayed and shared

with others. The governor would need to be concerned immediately with eight, rather than 26, top administrative appointments. Those eight appointees would advise the governor on deputy secretary and other staff selections as well as on board and commission appointees.

4. *Consolidate executive-level agency management.*

Today, the governor's cabinet agencies (excluding the uniquely structured Military Affairs Department) are served by 116 commissioners, deputy commissioners, assistant commissioners and assistants to the commissioners. With secretaries directing agency policy formulation and deputy secretaries directing agency operations, a net reduction of agency executives (commissioner and deputy commissioner-level positions) should accompany the initial implementation of the new system. Further position consolidation would continue as secretaries reorganize the agencies reporting to their offices.

5. *Consolidate agency policy and support services management by placing control of these functions directly under the secretaries.*

Each executive office would have responsibility for policy and planning coordination and for support services administration. A policy coordinator and a support services chief administrator would report directly to the secretary and are defined as:

Policy coordinator: a staff member responsible for assisting with the coordination and integration of policies, plans, budgets and programs within each secretary's purview. A large staff would not be required, because the actual planning and budgeting would be conducted by the individual agencies. The policy coordinator would be concerned with improving individual program effectiveness through coordination, and would assist

the secretary in mediating and resolving disputes among competing agency interests. This position would assist with legislative relations.

Chief administrator: a staff member responsible for directing all support functions for the executive office's agencies. Support services staff would remain within their agencies, reporting to a matrix management involving the agency and the executive office. Support services management would be placed in the executive office, reporting to a chief administrator who would directly serve the secretary. This consolidation within each executive office would enable the elimination of management positions in areas including human resources, procurement, communications, legislative relations, information systems, staff training and development, statistical research, quality control, safety and workers' compensation.

6. Invest each secretary with the same general powers and duties.

Each secretary would have the same general power and duties:

Represent, and act on behalf of, the governor on issues related to the secretary's functional area. Boards and commissions that nominally report directly to the governor would instead report to a secretary as the governor's representative.

Advise the governor on the appointment of deputy secretaries, small agency heads and board members. Although the governor would retain all final authority for all appointive positions in the executive branch, secretaries would relieve much of the burden through a significant consulting role for appointments in their functional areas.

Supervise deputy secretaries and hold them accountable for their actions. Deputy secretaries

would report directly to the secretaries. For agencies, this would be the clearest area in which the secretaries act as extensions of the governor.

Direct strategic planning and policy development for the functional area assigned to the executive office. In an area such as long-term health care, for example, each involved agency would be responsible for its own planning, but the Secretary of Health and Human Services would be held accountable for coordination of all agency plans. Multi-agency operations should appear seamless from a customer perspective. Secretaries also would bear responsibility for coordination of programs involving more than one executive office.

Direct the formulation and presentation of a comprehensive program budget for the functional area assigned to the executive office. The budgeting process would be an extension of the planning process. Again, in an area such as long-term health care, each involved agency would be responsible for developing its own budgets. The Secretary of Health and Human Services would then be responsible for ensuring coordination among all long-term care budgets within that executive office. If a program was to be enhanced or diminished in one agency, its impact on related programs in other agencies would need to be identified and reflected within the comprehensive budget of the executive office.

Reorganize and reassign programs, program budgets and support services to improve operations among the agencies assigned to that executive office. In order to meet emerging needs, and in order to maximize effectiveness with existing resources, flexibility would need to be instilled in state operations. This secretarial power would be a key element in creating that flexibility. The power also would serve another purpose: While

secretaries should resolve inter-agency conflict with negotiation, this power would give secretaries an ultimate tool for resolving such conflict.

Resolve administrative, jurisdictional, operational, program or policy conflicts between agencies or officials assigned to that executive office. Turf issues have long hampered program effectiveness and have prevented agencies from having a customer focus. Secretaries would be responsible for resolving these issues. For example, a secretary could be held accountable if two agencies continued to collect related data in incompatible formats, inhibiting the flow of important information.

Coordinate development of legislation, and represent agencies in the legislative process. As the person responsible for the coordination of budgets within an executive office, the secretary would be responsible for the presentation of those budgets to the legislature. As an extension of the governor, the secretary would be accountable for negotiations during the legislative process.

7. Invest each deputy secretary with the same general powers and duties.

Each deputy secretary would have the same general power and duties:

Formulate agency planning and budget recommendations on behalf of the secretary responsible for the agency's functional area. Deputy secretaries would conduct all agency planning and budget activities. They would be responsible for providing the secretary with all requested data, information and recommendations.

Implement agency plans by directing the agency's operations and controlling the agency's line item budget. Deputy secretaries would be the chief operating officers of agencies, reporting to the secretaries.

Exercise all administrative authority not assigned to a secretary. As professional managers, deputy secretaries would develop reporting and working relationships with secretaries.

8. Establish an Executive Office of Public Advocacy, consolidating functions now located in a number of agencies.

Minnesota provides many programs that advocate on behalf of individuals or groups seeking fair treatment from government or regulated businesses. Examples include the Ombudsman for Mental Health and Mental Retardation, the Council on Disability, the Human Rights Department, the Crime Victims Advisory Council, the Board on Aging, the Spanish Speaking Affairs Council and the consumer advocacy functions of the Attorney General's Office and the Department of Public Service. And, in a separate report, CORE has recommended that a public advocate for environmental issues be included in the Executive Office of Public Advocacy.

Coordinating these programs through an executive office would create a visible point of access for citizens who seek help but don't know what, or how, services are available. The executive office should be accountable for agency follow-through and effectiveness, and should be responsible for eliminating overlap and fragmentation among related services.

9. Functionally align all state agencies under the executive offices.

Agencies and programs should be grouped rationally from a customer perspective, bringing together those services or regulatory functions that provide a common customer base with a continuum of integrated services.

The configuration should be jointly determined by the governor and the legislature. CORE considered a range of five to 14 executive offices.

Many variations would be workable, but the following alignment of eight offices is recommended:

Executive Office of Administration. State agencies themselves would be the primary customers of the programs within the Executive Office of Administration. The Employee Relations Department and many of the Administration Department programs would support and improve the work of other agencies that directly serve citizens. The secretary should be the state's primary change agent for ongoing improvement in state management practices.

Executive Office of Business Development. Numerous programs affect the development of the state's commerce and industries, including agriculture, as well as the technology areas in which new business may emerge. Regulation and development functions should be kept in separate organizational units, but placing these programs in one executive office would enhance policy coordination and move toward "one-stop shopping" among related programs.

Executive Office of Education. Education is a traditional priority for state government. CORE proposes consolidating all education-related agencies and programs, including arts and history, within this executive office. Gov. Arne Carlson has proposed the creation of a Department of Children and Education Services. The governor's proposal offers greater, and differing, detail than does CORE's; however, both proposals are consistent with CORE's alignment criterion.

Executive Office of Environment. In a separate report, *Reforming Minnesota's Environmental Services System*, CORE recommends consolidation of all environment-related agency programs into two new agencies — a Department of Resource Management and a Department of Environmental Protection.

Executive Office of Finance. The secretary of finance would be a critical resource for the governor. In coordinating the functions of the departments of Finance and Revenue, as well as the state's strategic planning efforts, the secretary would be the governor's chief financial adviser.

Executive Office of Health and Human Services. In a separate report, *Reforming Minnesota's Human Services Delivery System*, CORE recommends placing the Health, Human Services, Veterans Affairs and Corrections departments, the Housing Finance Agency and some programs of the Jobs and Training Department within one executive office.

Executive Office of Public Advocacy. This executive office would create one point of access for citizens seeking fair treatment from government or regulated businesses.

Executive Office of Transportation and Safety. This executive office would bring together services traditionally connected since the "highway patrol" days and continued through related involvement with state drivers.

Program transfers among agencies. While an agency may be placed within one executive office, many of its programs more appropriately may be placed within other executive offices. An example is the Jobs and Training Department. From a customer perspective, some of its programs would be best aligned with the Executive Office of Education, while other programs would be best aligned with Business Development or Health and Human Services. While not an explicit CORE recommendation, program realignment could lead to the dissolution of traditional agencies.

Location. The model wouldn't require the immediate relocation of any agency, although later moves would result from continuing agency reorganization. The executive offices may be best located in one building in the state capitol

FIGURE 1. Proposed alignment of agencies

EXECUTIVE OFFICE OF ADMINISTRATION

Department of Administration
Department of Employee Relations

EXECUTIVE OFFICE OF BUSINESS DEVELOPMENT

Bureau of Mediation Services
Department of Agriculture
Department of Commerce
Department of Trade
and Economic Development
Department of Labor and Industry
Iron Range Rehabilitation
and Resources Board

EXECUTIVE OFFICE OF EDUCATION

Department of Education
Department of Jobs and Training

EXECUTIVE OFFICE OF ENVIRONMENT

Department of Resource Management
(proposed)
Department of Environmental Protection
(proposed)

EXECUTIVE OFFICE OF FINANCE

Department of Finance
Department of Revenue
Office of Strategic
and Long Range Planning

EXECUTIVE OFFICE OF HEALTH AND HUMAN SERVICES

Department of Corrections
Department of Health
Department of Human Services
Department of Veterans Affairs
Housing Finance Agency

EXECUTIVE OFFICE OF PUBLIC ADVOCACY

Department of Human Rights
Consumer advocacy functions from the
Attorney General's Office and the
Department of Public Service

EXECUTIVE OFFICE OF TRANSPORTATION AND SAFETY

Department of Military Affairs
Department of Public Safety
Department of Transportation

This list does not reflect program realignment, but presents the primary placement of current cabinet agencies among the proposed executive offices. Additional CORE recommendations call for elimination of the Department of Public Service, and for consolidation of the Department of Natural Resources, the Pollution Control Agency and the Office of Waste Management within the two new departments proposed for the Executive Office of Environment.

complex, to facilitate communication among secretaries and with the governor and legislators. A common location also would enable shared support staff.

Figure 1 shows the proposed alignment of cabinet-level agencies with executive offices. Appendix 3 shows the proposed alignment of most state agencies with executive offices.

SMALLER AGENCIES

Minnesota has about 275 boards, commissions, councils and advisory task forces, with more being created every year. These often obscure bodies develop policy, make rules, promote industries, regulate activities, issue reports, and oversee the operation of public infrastructure. Each is intended to add value to the state, but their sheer number strains managerial control and adds to the perception that government is fragmented.

Accountability

10. *Assign each board, commission, council and advisory task force to a secretary or a secretary's designee. Each secretary could align small agencies' staffing and support activities anywhere within the agencies reporting to the executive office.*

Smaller agencies usually report only to whoever appointed their members to office, but even that accountability is often nominal. Most appointments are for fixed terms that don't coincide with any elected official's term.

Some small agencies hire their own staff while others rely on staff provided by cabinet-level agencies. No one is explicitly responsible for ensuring that staffing is provided effectively or efficiently.

The operating cost of boards, commissions, councils and advisory task forces is small but not obvious. The costs of those staffed by larger agencies are absorbed by the larger agencies' budgets. Other smaller agencies are funded by fees paid by the industries and occupations they regulate, which in turn pass the cost on to consumers.

Advisory bodies

11. *Sunset all advisory bodies over a four-year period beginning in 1994. Each secretary should recommend whether advisory bodies within their executive office should be reinstated after their sunset date.*
12. *Include a sunset date in all new legislation creating advisory bodies.*

Advisory bodies provide citizens and organized constituencies with a formal opportunity to advise the governor and other leaders on policy issues. Once they are created, however, no one has oversight responsibility for redundancy or obsolescence. Many, but not all, have sunset provisions calling for their automatic expiration on a certain date, unless the legislature extends their organizational life. Placing sunset provisions on all current and future advisory groups would increase the likelihood that they would continue to serve a relevant purpose.

Occupational licensing

13. *Create a central licensing agency responsible for all administrative functions in support of independent licensing and examining boards.*
14. *Sunset all professional licensing over a four-year period beginning in 1994. Each secretary should recommend whether licensing activities within their executive office should be reinstated after their sunset date.*

Examining and licensing boards would remain independent, but administrative and support

functions would be centralized under the Secretary of Administration, eliminating redundant executive directors and duplicated activities.

Sunset provisions would assist the legislature in considering the continued value of regulating more than 60 professions through licensing, registration or certification. Of these professions, 27 are regulated through independent examining and licensing boards (each with four to 17 members). The others are regulated by agencies without public boards.

Although Minnesota has "sunrise" legislation to create threshold standards to be met before additional professions are licensed, the number of licenses continues to increase. While the intent of licensing is to safeguard citizens from poorly trained professionals, often the effect is to limit the professional pool and thus raise costs.

Regulation

Minnesota has 10 boards and commissions to regulate various commercial activities. Recommended changes for several, including the Pollution Control Agency Board, the Environmental Quality Board and the Board of Water and Soil Resources, are included in other CORE reports.

This report's recommendations address three additional regulatory boards.

- 15. Eliminate the Department of Public Service, transferring its staff and responsibilities to the Public Utilities Commission. (Advocacy functions would be transferred to the Executive Office of Public Advocacy.)**

The Department of Public Service serves as both a consumer advocate before the Public Utilities Commission and enforces orders issued by the

commission. The department also serves as consumer advocate on energy matters before the Federal Energy Regulatory Commission. Additional functions include maintaining energy conservation and weights and measures programs. The Public Utilities Commission is a quasi-judicial body with an independent staff and executive secretary to support its decision-making role.

If the consumer advocacy functions of the Department of Public Service are transferred to an Executive Office of Public Advocacy, there would no longer be need for separate, independent staff in both the department and the commission.

The remaining responsibilities of the Department of Public Service should be transferred to the Public Utilities Commission, consolidating utility regulatory and energy conservation programs in one agency. This consolidation would eliminate the Department of Public Service and allow for more efficient use of the remaining regulatory staff.

Although these changes would improve accountability, this move would not provide state budget savings because these activities are primarily fee funded, but would reduce the cost of regulation, which is now paid by utility customers through rates approved by the commission.

- 16. Reduce the Public Utilities Commission from five to three full-time commissioners.**

The Public Utilities Commission currently has five full-time commissioners. A decision-making body this large can make it difficult for the public to hold commissioners accountable.

At least two earlier state studies have urged reducing the commission size. In addition to saving money, having three instead of five commissioners would still allow for diverse repre-

sentation while making it easier for the public to hold individual commissioners accountable for their decisions. Minnesota has eight full-time commissioners (five at the Public Utilities Commission and three at the Transportation Regulation Board) doing the work that a majority of states do with just three commissioners.

17. Consolidate gambling regulation activities by merging the Racing Commission and the Gambling Control Board.

Minnesota has two regulatory agencies for gambling — the Gambling Control Board and the Racing Commission. In addition, a separate board oversees the operation of the state lottery.

The Gambling Control Board (formerly the Charitable Gambling Board) regulates lawful

gambling to prevent its commercialization and to maintain integrity of operations. The board of seven part-time members is appointed by the governor and operates through an executive director and staff.

The Racing Commission has a board of nine part-time members and regulates horse racing and parimutuel betting as well as grants licenses to developers of race tracks. The Racing Commission retains an executive director and staff to carry out its work.

Consolidating the Gambling Control Board and Racing Commission could result in more efficiency and cost savings through fewer management, support staff and appointed governing members. The separate board that oversees the state lottery is not included because its role is operational and promotional, not regulatory.

CONSTITUTIONAL OFFICES

CORE's examination of the executive branch concentrated on those agencies and appointed officials that report to the governor. The study did not address the appropriateness of having independently elected state constitutional officers. CORE did, however, identify areas in which its general premises and recommendations could have an impact on some of the constitutional offices. The following recommendations are limited to those areas.

Attorney general

- 18. Allow the governor and agencies to select in-house (non-litigation) counsel on a competitive basis. Continue the role of attorney general as exclusive representative of state government in litigation.*

By statute, the Office of Attorney General has the exclusive right to act as attorney for all state officers as well as boards and commissions. The attorney general currently represents the state in all litigation as well as providing in-house counsel to the governor and agencies. Agencies may not hire counsel or retain private counsel without the attorney general's approval.

There is a compelling argument for requiring the attorney general to represent the state during litigation: It establishes clear responsibility for the litigation and consistency in arguments presented to the courts. There is no compelling argument, however, for exclusive, centralized legal services to the agencies.

Many agencies have highly specialized needs or may need additional counsel to address discrete, specific problems from time to time. The attor-

ney general's staff may not have that specialized knowledge, or they may be shorthanded because of other demands. Another concern is that an agency is required to pay the cost of legal services but the agency is not allowed to hold the attorney accountable for results.

CORE is concerned with creating a customer focus in all of state government. Allowing agencies to select in-house counsel by purchasing services from the attorney general, hiring an attorney in an unclassified position, or contracting with an outside law firm could create healthy competition based on price, ability and customer service. Agencies should follow the example of other large organizations, both public and private, that use a mix of legal services, based on the organization's needs.

Advocacy

- 19. Combine the consumer advocacy functions of the Attorney General's Office with other related advocacy functions in the proposed Executive Office of Public Advocacy.*

CORE has recommended creation of an Executive Office of Public Advocacy to coordinate and strengthen the many advocacy programs already in operation. It makes sense to also include the related activities now housed in the Attorney General's Office.

The Residential Utilities Division of the Attorney General's Office represents residential and small business consumers before the Minnesota Public Utilities Commission and the Federal Energy Regulatory Commission. Minnesota consumers are also represented before these same agencies

by the Public Service Department. For consumer protection matters not related to regulated utility services, the Consumer Division of the Attorney General's Office responds to individual consumer complaints, investigating and prosecuting consumer-related cases.

Coordination of those activities through the executive office would provide a more visible and consistent voice for consumers. It would also help ensure that state and federal regulatory bodies hear one state position on behalf of Minnesota consumers.

State treasurer

20. After establishing a secretary of finance, examine the roles and relationship between the finance secretary and the state treasurer.

The state treasurer's primary functions include receiving and accounting for all state monies; ensuring that state monies are invested, properly collateralized and protected against default; and determining what monies are available for investment.

Establishing a secretary of finance position would create a significant new position that serves as the governor's chief financial advisor. The relationship between the two fiscal leadership positions would need to be examined. It is possible that under the Minnesota model, the secretary of finance could perform duties and responsibilities of the state treasurer. Further study is needed, however, to determine if consolidation or role changes would enhance the financial management of the state's assets, debts and investments.

Lieutenant governor

21. Governors should consider the option of assigning lieutenant governors to serve in a secretarial role.

The Office of Lieutenant Governor already provides governors with a highly flexible resource. Under current statutory authority, governors can assign any of their responsibilities to lieutenant governors. If the Minnesota model is implemented, the governor may want to consider assigning the lieutenant governor to serve as one of the secretaries. The model would provide governors with an optimal new use for the resources and expertise of the Lieutenant Governor's Office.

POLICIES AND PRACTICES

Each of CORE's eight reports of recommendations includes proposals to change state policies and practices. Included here are overarching proposals not offered in earlier reports.

Co-location

- 22. Agencies should relocate to common facilities and, whenever possible, integrate their activities to improve service delivery.*

In general, each state agency is responsible for establishing its branch offices. Consequently, throughout Minnesota there are separate locations for agencies providing similar services to similar customers.

Minimally, co-location means moving various state offices into one vicinity. Carried further, it involves locating different agency offices in a common building and sharing resources. This could create a new level of customer convenience, particularly in much of Greater Minnesota.

Agencies use a variety of service area boundaries. Co-location in itself wouldn't require these to change, but it likely would accelerate any trend toward standardized boundaries, or toward development of regional centers for the delivery of state services. The Revenue Department currently is considering a network of centers to provide products, services and information from several agencies, using flexible, up-to-date delivery systems.

Implementation expenses would include relocation costs and potentially higher initial lease rates, but long-term efficiency gains through shared resources should heavily outweigh short-

term expense. A single location would enable shared space, staff and equipment, and improved interagency communication.

Technology investment

- 23. Establish a statewide data and technology investment plan to improve both customer service and the efficiency of state systems.*

Information, and the technology to use it effectively, is a critical resource requiring the same level of attention as finances and human resources. State government's primary use of technology has been for collecting and managing data, generally within one program or agency. With the integration of services and rethinking of the ways to deliver those services, the need to support information sharing will continue to grow.

As the state redesigns its management, human resource and service delivery systems, it also needs to re-engineer the administrative processes involved in those systems. This should benefit the state employees who operate those systems and their customers as well. Information can be made both more useful and more user-friendly through technological advances such as multimedia kiosks, image processing, interactive video, and electronic data interchanges.

Information and technology needs must be integrated into comprehensive planning for services. Plans must focus on improving the quality and ability to share data and the effective use of technology in the delivery of services. An analysis of technology investments, in terms of immediate costs, long-term savings and service effectiveness, should be required in any state service planning.

Ethics

24. *The leaders of all three branches of government should establish a joint commission to create a uniform code of ethics for all employees of state government.*

A uniform ethics code is long overdue. Currently, different public employees comply with different laws and principles setting acceptable standards. A lack of uniformity results in confusion and varying degrees of conformance and enforcement.

Minnesota's leaders should see reorganization as an opportunity to affirm the basic values that underlie public service. By creating an environment where all public employees can be motivated to practice high ethical standards, reorganization may strengthen public trust in government. Development of a consistent statement of principles to guide the behavior of all state employees would help achieve this goal. A uniform code could be complemented by more specific codes addressing unique circumstances of different offices, but the uniform code must address all of the public's basic concerns.

Administration transitions

25. *The Executive Office of Administration should establish transition processes and provide training for appointed officials to assist rapid orientation to the complex environment of public management.*

Change in the leadership of state government is the norm. New chief executive officers are elected as often as every four years, bringing new mandates and priorities and new top managers. Appointed state officials often change even more frequently.

Transition issues are significant enough to be one of CORE's five imperatives for change. The

transition is rarely smooth and, at its worst, can resemble a hostile corporate takeover. CORE's assessment report described the consequences. As an example, by the time a major initiative is ready to be implemented, the agency leaders who sponsored it are gone, and the new leaders have new priorities.

The Minnesota model would ease transitions by having secretaries assisting the governor with the appointment process. Once appointments are made, the Executive Office of Administration would need to develop and manage efforts to assist the new officials.

Recommended changes include:

- *An orientation program for executive-level appointees.* Topics would include organizational structure, budget preparation and approval process, decision-making procedure in the governor's office, personnel and ethics policies, data privacy and open meeting laws, availability of legal advice, media relations, legislative relations, and bargaining unit contracts and grievance procedures.
- *The designation of agency transition coordinators.* Each cabinet-level agency would designate one individual in the classified service as transition coordinator. The coordinator would be responsible for providing incoming appointees with current information about the agency.
- *An adequate transition fund.* The current fund of \$34,000 for the governor-elect should be increased to at least \$200,000 to cover the full costs of a transition, including the staff to help the governor-elect select appointees, prepare a budget and initiate legislative proposals. Minnesota would be better served if governors-elect did not have to rely on private contributions to fund the transition when they are forging their programs for the coming biennium.

FISCAL ANALYSIS

This report urges substantial changes in the way state government is organized. The governor's span of control would focus on eight secretaries rather than 26 commissioners and the heads of more than 275 agencies, boards, commissions, councils and task forces. Many agency functions would be streamlined and restructured. The leadership of state agencies would change as new consolidated positions would be given formal accountability for policy, budget and service coordination.

This report summarizes the initial changes recommended for the Minnesota model. Implementation of this model would not be the end, but the beginning, of the reorganization process. Implementation of the model would only set the stage for future, ongoing change.

Implementation

Change requires deliberation and joint action by the governor and legislature. To ensure sufficient time, consideration should begin now, with action as soon as possible. New structures and systems should be in place by January 1995. Experience in other states has shown that reorganization is most effective when it begins concurrent with a new gubernatorial term, regardless of whether the incoming governor is new or an incumbent.

Cost savings

In its realignment of agency authority and accountability, the Minnesota model consolidates the roles of numerous positions. The transition to the model results in an estimated net reduction of

80 to 90 executive or managerial positions and up to 30 professional and clerical support positions. This includes the elimination of commissioner and deputy commissioner positions, creation of new secretary and deputy secretary positions, and consolidation of support services management such as management information systems, public information, research, and training and development.

Department of Finance figures show that operating costs for the executive branch agencies is \$852,968,000 for Fiscal Year 1994. During the first year of operation, the executive office restructuring should result in a net reduction of about \$6,200,000 in operating expenses (Figure 2 on the next page). One third of that amount would result from changing from commissioner-based to secretary-based administration. The remaining savings would result from the consolidation of support services management positions.

Transition costs

One-time transition costs for establishing the eight new executive offices and eliminating management, professional and clerical positions are estimated at \$1,597,700.

Five-year analysis

Over a five-year period, total net savings are estimated at \$37,361,600. The savings would result primarily from reduced personnel costs as well as subsequent reductions in related direct costs, such as reduced equipment expenses.

Overlap with other CORE reports. Other CORE

FIGURE 2. EXECUTIVE REORGANIZATION

Preliminary Fiscal Analysis

ACTIVITY	ANNUAL SAVINGS	ANNUAL INCREASE	ONE-TIME TRANSITION	FIVE-YEAR PROJECTION
Executive Management				
Establish executive offices		\$4,357,600	\$ 19,200	\$21,807,200
Eliminate agency positions replaced by executive offices	(\$6,663,400)		\$458,700	(\$32,858,300)
Boards and Commissions				
Eliminate utility and gambling regulatory positions	(\$308,900)		\$ 74,600	(\$1,469,900)
Other Consolidation				
Support services management and miscellaneous reorganization	(\$5,177,160)		\$1,045,200	(\$24,840,600)
TOTAL	(\$12,149,460)	\$4,357,600	\$1,597,700	(\$37,361,600)*

*Other CORE reports describe environmental and human services reorganization, and include \$7,300,000 of the five-year savings reported here. The exclusive five-year projected savings of this report's recommendations are \$30,061,600. Additional accumulated savings would include a 10 percent reduction in executive branch operating costs over the next four years of operation. This would include productivity improvements and program elimination, reduction, or streamlining. The value of these efficiency improvements is estimated at \$288,531,000.

reports describe, in more detail, the reorganization of agencies in the environmental and human services fields. About \$7,300,000 of the five-year savings reported here is also included in the other reports. The exclusive five-year projected savings of this report's recommendations are \$30,061,600.

Future reorganization and savings

One purpose of the Minnesota model is to structure executive branch agencies in such a way that change can happen on an ongoing basis, enabling agencies to respond to new challenges and priorities.

If the executive offices are established, CORE believes that secretaries, given their authority and responsibility, should be given the directive to continue the reorganization process. Secretaries should be charged with achieving an additional annual savings of 2.5 percent of their agency operating costs over the next four years of operation, through productivity improvements and program elimination, reduction and streamlining. Given the 1994 base line of total agency operating costs, the savings resulting from these efficiencies are estimated at approximately \$288,531,000.

CONCLUSION

During this century, Minnesota has felt compelled to repeatedly examine how its government works. In the 1990s, the drive is unchanged, but the need to take action may be more acute. Today, as citizens try to grasp the extent of the state's array of services, and as they assess the services they receive, there is growing apprehension that government isn't working well. This public perception, coupled with ever-growing demands for services, is forcing change. In a chorus that transcends partisan voices, citizens are calling upon officials to take bold steps so that "the system" will work better for everyone.

Minnesota's approach to executive branch management can be better. It does not fully meet the needs of the governor, or of state agencies, or of the citizens they serve. CORE's recommendations for change address the problems identified in its initial assessment report, *Imperatives for Change*, and are intended to direct Minnesota toward the CORE vision of state government.

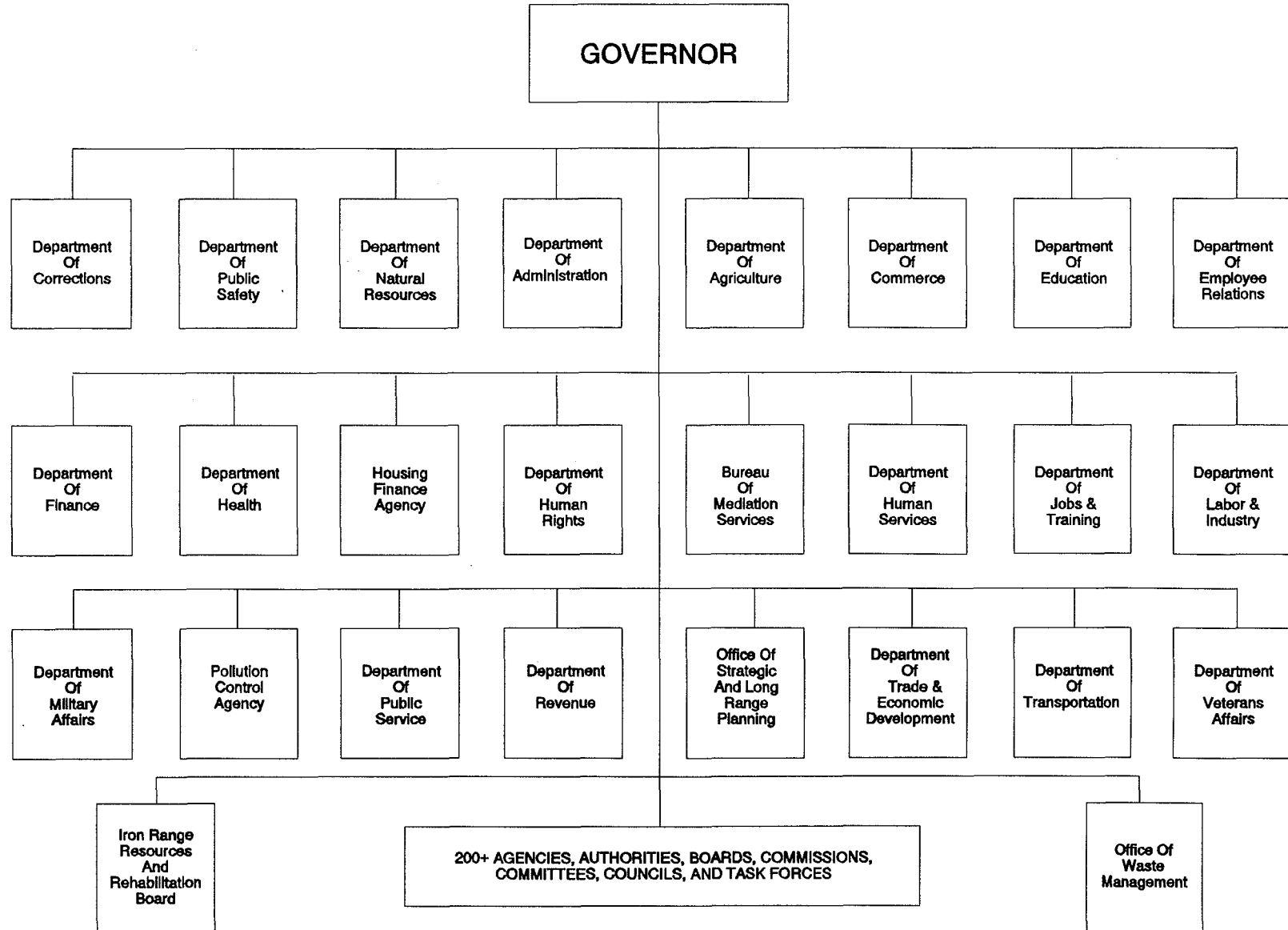
Resolution of the imperatives for change is not a simple task. Real-world problems are complex, and require a comprehensive approach to the interaction of structures, systems, policies and procedures. Agencies, while not the same as businesses, must develop the same mindset that values consumers or users as customers. To be effective, agencies must coordinate activities from a customer perspective; to be efficient, they must consolidate administrative functions; to be appropriate, they must be flexible in a changing world.

In its series of reports, CORE proposes a set of interrelated changes. But no changes, no matter how good, can resolve organizational issues once and for all. Change must be a constant in government. Above anything else, CORE intends to institutionalize the capacity for change, so that every administration has a real ability to continually reorganize and redirect programs to address the priorities of the day. CORE calls for the creation of a new, uniquely Minnesota model of state government.

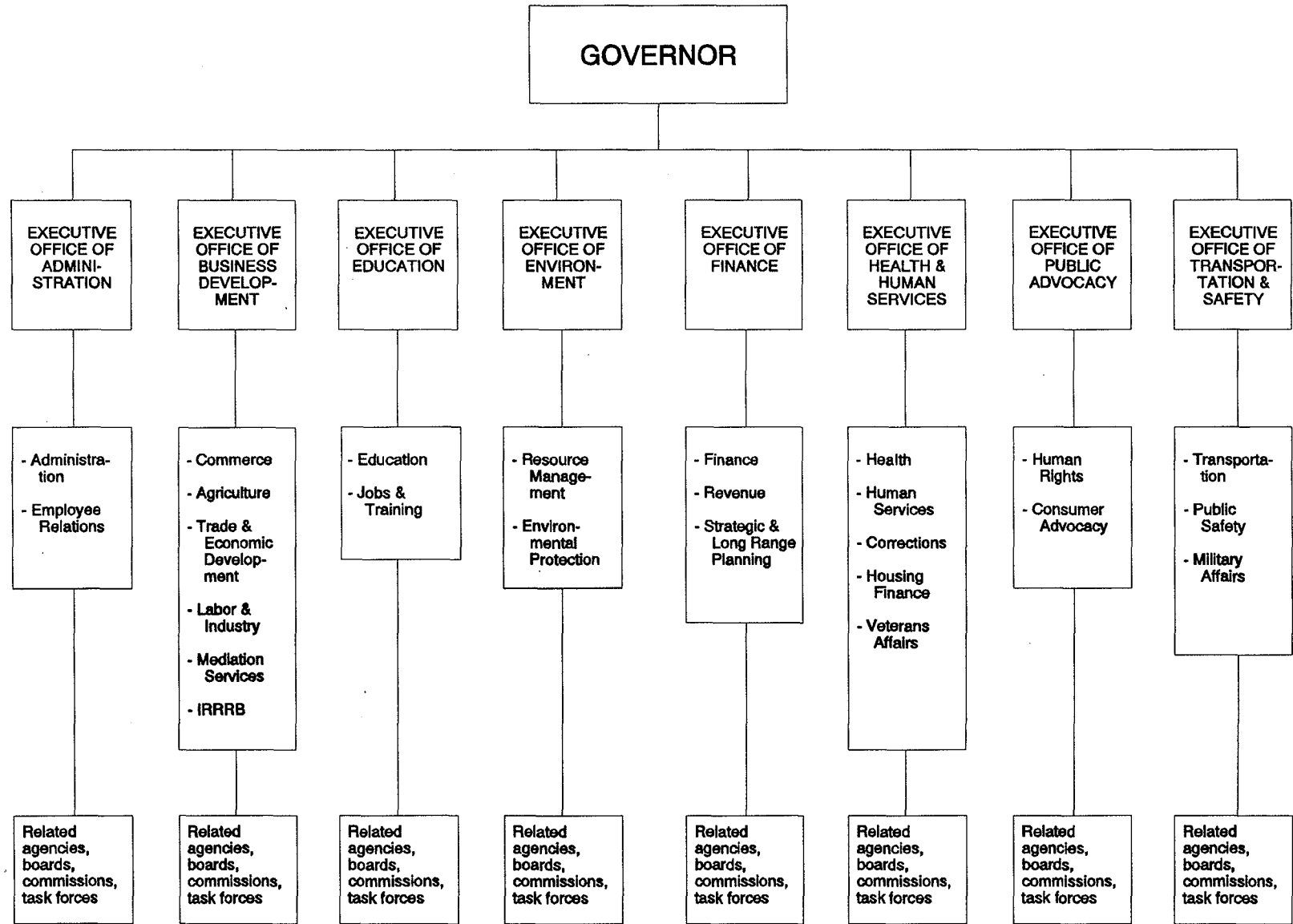
APPENDIX 1. MINNESOTA REORGANIZATION AND REFORM EFFORTS

STUDY	DATES	GOVERNOR	SPONSOR	TYPE
Efficiency and Economy Commission	1913-14	Adolph O. Eberhart	Governor	Executive reorganization, civil service and budgeting reforms
Reorganization Act	1925	Theodore Christianson	Legislature	Executive reorganization
Senate Committee Investigation of All Departments of State Government	1935	Floyd B. Olson	Legislature	Investigation of allegations of political favoritism and misuse of public funds
Reorganization Act	1939	Harold B. Stassen	Legislature	Executive reorganization, civil service reforms
Constitutional Commission of Minnesota	1947-48	Luther W. Youngdahl	Governor	Constitutional reforms, constitutional offices changes
Efficiency in Government Commission	1949-50	Luther W. Youngdahl	Legislature	Reorganization, administrative reforms, strengthening of the legislative branch, increased control for the executive
The Minnesota Self-Survey	1955-58	Orville L. Freeman	Governor	Executive reorganization
Governor's Council of Executive Reorganization	1968	Harold LeVander	Governor	Executive reorganization
Loaned Executive Action Program (LEAP)	1972-73	Wendell R. Anderson	Governor	Executive reorganization, management reforms
Minnesota Constitutional Study Commission	1973	Wendell R. Anderson	Legislature, Governor, Judicial	Reforms in all three branches, constitutional office changes
Governor's Task Force on Waste and Mismanagement	1977-78	Rudy Perpich	Governor	Managerial reforms, some executive reorganization
Governor's Task Force on Constitutional Officers	1984	Rudy Perpich	Governor	Constitutional office changes
Strive for Excellence in Performance (STEP)	1985-90	Rudy Perpich	Governor	Managerial and programmatic reforms
Commission on Reform and Efficiency (CORE)	1991-92	Arne Carlson	Governor	Executive reorganization, managerial and programmatic reforms

APPENDIX 2a. CURRENT MINNESOTA GOVERNMENT



APPENDIX 2b. PROPOSED MINNESOTA MODEL



APPENDIX 3. PROPOSED ORGANIZATION OF EXECUTIVE OFFICES

(Cabinet agencies and departments are designated by boldface type.)

EXECUTIVE OFFICE OF ADMINISTRATION

Department of Administration

Department of Employee Relations

Capitol Area Architectural and Planning Board
Governor's Council on Geographic Information
Information Policy Advisory Task Force
Intergovernmental Information Systems Advisory
Council
Office on Volunteer Services
Office of Volunteer Services
Advisory Committee
Small Business Procurement Advisory Council
STARS Advisory Council

EXECUTIVE OFFICE OF BUSINESS DEVELOPMENT

Bureau of Mediation Services

Department of Agriculture

Department of Commerce

Department of Labor and Industry

**Department of Trade and
Economic Development**

**Iron Range Resources and Rehabilitation
Board**

Advisory Council on Workers' Compensation
Advisory Seed Potato Certification Task Force
Advisory Task Force on Uniform Conveyancing
Blanks

Agent Termination Board of Review

Agriculture Chemical Response Compensation
Board

Agriculture Commodity Research and Promotion
Councils

Agriculture Research Loan Guaranty Program
Advisory Committee

Agriculture Research Loan Guaranty Board

Apprenticeship Advisory Council

Area One Potato Research and Promotion
Council

Bank Advisory Committee

Board of Veterinary Medicine

Board of Animal Health

Board of Electricity

Board of Boxing

Board of Accountancy

Board of Abstracters

Board of Architecture, Engineering, Land
Surveying, and Landscape Architecture

Board of Barber Examiners

Builders State Advisory Council

Code Enforcement Advisory Council

Committee on Science and Technology Research
and Development

Consumer Advisory Council on Vocational
Rehabilitation

Continuing Insurance Education Advisory Task
Force

Cosmetology Advisory Council

Credit Union Advisory Task Force

Dairy Research and Promotion Council

Employment Agency Advisory Task Force

Export Finance Authority Board of Directors

Fair Plan Board of Directors

Family Farm Advisory Council

Insurance Solvency Task Force

Insurance Advisory Task Force

Interstate Cooperation Commission

Lawful Gambling Control Board

Market Assistance Program Committee

Medical Malpractice Joint Underwriting
Association

Minnesota Technology, Inc.

Minnesota Public Facilities Authority

Minnesota Automobile Assigned Claims Bureau

Minnesota Automobile Insurance Plan Governing
 Committee
 Minnesota Insurance Guaranty Association
 Minnesota Joint Underwriting Association -
 Liability Insurance
 Minnesota Life and Health Insurance Guaranty
 Association Board of Directors
 Minnesota Property Insurance Placement Facility
 Minnesota Comprehensive Health Association
 Board of Directors
 Minnesota Racing Commission
 Minnesota Rural Finance Authority
 Minnesota Small Business Development Center
 Advisory Board
 Natural Wild Rice Promotion Advisory Council
 Occupational Safety and Health
 Advisory Council
 Occupational Safety and Health Review Board
 Petroleum Tank Release Compensation Board
 Private Detective and Protective Agency Services
 Board
 Property Insurance Placement Facility
 Real Estate Advisory Task Force
 Real Estate Appraiser Advisory Board
 Rehabilitation Review Panel
 Reinsurance Association Board of Directors
 Rural Development Board
 Securities Regulation Advisory Committee
 Soybean Research and Promotion Council
 State Fund Mutual Insurance Company
 State Compensation Insurance Fraud Board of
 Directors
 Steamfitting Examination Advisory Council
 Turkey Research and Promotion Council
 Workers' Compensation Insurers Association
 Workers' Compensation Administrative
 Task Force
 Workers' Compensation Assigned Risk Plan
 Review Board
 Workers' Compensation Self-Insurance Security
 Fund
 Workers' Compensation Self-Insurers Advisory
 Committee

EXECUTIVE OFFICE OF EDUCATION

Department of Education

Department of Jobs and Training

Administrator's Academy
 Advisory Committee for Supported Employment
 Services
 Advisory Council on the Minnesota Academy
 for the Deaf and the Blind
 Advisory Council on Uniform Financial
 Accounting and Financial Standards
 American Indian Education Committees
 Asian/Pacific Learner Task Force
 Average Cost Funding Task Force
 Board of the Minnesota Center for
 Arts Education
 Board of Teaching
 Career Teacher Task Force
 Children's Trust Fund Advisory Council
 Consumer Advisory Council on Vocational
 Rehabilitation
 Elementary-Secondary-Vocational Computer
 Council
 Environmental Education Advisory Board
 Faribault Academy
 Governor's Job Training Council
 Governor's Interagency Coordinating Council on
 Early Childhood Intervention
 Higher Education Coordinating Board
 Higher Education Board Candidate Advisory
 Council
 Higher Education Advisory Council
 Higher Education Facilities Authority
 Hispanic Learner Task Force
 Interagency Adult Learning Advisory Committee
 Job Service Employer Committee
 Mastery Learning Advisory Council
 Mayo Medical School
 Minnesota Academy of Science
 Minnesota Academic Excellence Foundation
 Minnesota Education in Agriculture Leadership
 Council

Minnesota Humanities Commission
 Minnesota Job Skills Partnership Board
 Minnesota Indian Scholarship Committee
 Minnesota Library for the Blind and Physically
 Handicapped Advisory Committee
 Minnesota State Arts Board
 Minnesota State University Board
 Nonpublic Education Council
 Nonpublic Schools Committee
 Operator Management Committee
 Research and Development for Alternative
 Education Structures and Practices
 Advisory Task Force
 Special Education Advisory Council
 Speech-Language Pathologist and Audiologist
 Advisory Council
 State Council on Vocational Technical Education
 State University System
 State Curriculum Advisory Committee
 State Board for Community Colleges
 State Board of Education
 State Board of Technical Colleges
 Student Advisory Council to the HECB
 Summer Scholarship Advisory Committee
 Task Force on Education and Employment
 Transitions

EXECUTIVE OFFICE OF ENVIRONMENT

**Department of Environmental Protection
(proposed)**
**Department of Resource Management
(proposed)**

Advisory Council on Wells and Borings
 Citizens Council on Voyageurs National Park
 Citizens Environmental Board (proposed)
 Environmental Conservation Library
 Great Lakes Commission
 Hazardous Waste Management Planning
 Council

Local Government Advisory Board on
 Environmental Services (proposed)
 Market Development Coordinating Council
 Metropolitan Parks and Open Space Commission
 Mineral Coordinating Board
 Minnesota Environmental Council
 Minnesota-Wisconsin Boundary Area
 Commission Technical Advisory Task Force
 Mississippi River Parkway Commission
 Nuclear Waste Council
 Pollution Prevention Task Force
 Solid Waste Management Advisory Council
 Southern Minnesota Rivers Basin Board
 Waste Education Coalition
 Water Supply and Wastewater Treatment
 Operations Certification Council
 Wetland Heritage Advisory Committee

EXECUTIVE OFFICE OF FINANCE

Department of Finance
Department of Revenue
Office of Strategic and Long Range Planning

Advisory Task Force on Divestment, State
 Board of Investment
 Agriculture and Economic Development Board
 Board of Assessors
 Equalization Board
 Investment Advisory Council
 Minnesota State Retirement System
 Minnesota Tax Court
 Minnesota Teachers Retirement Association
 Public Employees Retirement Association
 State Retirement System

EXECUTIVE OFFICE OF HEALTH AND HUMAN SERVICES

Department of Corrections
Department of Health

Department of Human Services
Department of Veterans Affairs
Housing Finance Agency

Abused Children Advisory Task Force
Action for Children Commission
Advisory Council on Plumbing Code
Examinations
Advisory Task Force on the Women Offender in
Corrections
Advisory Task Force on Mental Retardation and
Related Conditions
Alcohol and Other Drug Abuse Advisory
Council
American Indian Child Welfare Advisory
Council
American Indian Advisory Task Force on
Chemical Dependency
Battered Women Advisory Council
Big Island Veteran's Camp Board of Directors
Board of Marriage and Family Therapy
Board of Nursing
Board of Social Work
Board of Psychology
Board of Chiropractic Examiners
Board of Dentistry
Board of Optometry
Board of Pharmacy
Board of Podiatry
Board of Examiners for Nursing Home
Administrators
Board of Medical Practice
Board of Pardons
Chemical Dependency Advisory Council
Chemical Dependency Council and Continuing
Education Committee
Child Abuse Prevention Advisory Council
Children's Trust Fund Advisory Council
Community Education Advisory Task Force
(Pharmacy)
Controlled Substances Advisory Council
Corrections Advisory Board
Corrections Board

Disabled Children Interagency Coordinating
Board
Drug Utilization Review Board
Emergency Medical Services Advisory Council
Environmental Health Specialist/Sanitarian
Advisory Task Force
Health Advisory Task Force
Health Care Cost Containment Commission
Health Promotion and Wellness Advisory Task
Force
Health Quality Assurance Interagency Board
Hearing Instrument Dispenser Advisory Council
Home Care Task Force
Hospital Planning Committees
Housing Trust Fund Advisory Committee
Human Services Board
Human Services Board Advisory Committee
In Home Services Task Force
Institute for Addiction and Stress Research Board
of Directors
Institutional Care and Economic Impact Planning
Board
Interagency Long Term Care Planning
Commission
Juvenile Justice Advisory Committee
Maternal and Child Health Advisory Task Force
Medical Policy Directional Task Force on
Mental Health
Medical Services Review Board
Mental Health and Chemical Dependency
Facility Review Board
Merit Systems Council
Minnesota Early Childhood Care and
Educational Council
Minnesota Veterans Homes Board
Mortuary Science Advisory Council
Pharmacy Continuing Education Committee
Physical Therapy Council
Physician Assistant Advisory Council
Sexual Assault Advisory Council
Social Work Continuing Education Committee
State Advisory Council on Mental Health
State Mental Health Services Planning Council

Subcommittee on Children's Mental Health
Telecommunication Access for Communication
Impaired Persons Board

**EXECUTIVE OFFICE
OF PUBLIC ADVOCACY**

Department of Human Rights
All consumer advocacy functions from Attor-
ney General's Office and the Department of
Public Service

Board on Aging
Council for the Blind
Council on Asian-Pacific Minnesotans
Council on Black Minnesotans
Council on Disability
Council for the Hearing Impaired
Crime Victims Reparation Board
Environmental Advocacy (proposed)
General Crime Victims Advisory Council
Governor's Advisory Council on Technologies
for People with Disabilities (STAR Program)
Governor's Planning Council on Developmental
Disabilities
Human Rights Advisory Task Force
Indian Affairs Council
Minnesota Crime Victim and Witness Advisory
Council
Ombudsman for Asian-Pacific Minnesotans
Ombudsman for Older Minnesotans
Ombudsman for Mental Health and Mental
Retardation
Ombudsman for Spanish Speaking Minnesotans
Ombudsman for Corrections
Ombudsman for Crime Victims
Ombudsman for Native Americans
Spanish Speaking Affairs Council

**EXECUTIVE OFFICE OF
TRANSPORTATION AND SAFETY**

Department of Military Affairs
Department of Public Safety
Department of Transportation

Airport Zoning Board
Armory Building Commission
Board of Peace Officer Standards and Training
D.A.R.E. Advisory Council
Drug Abuse Prevention Resource Council
Emergency Response Commission
Fire Protection Systems Advisory Council
Governor's Council on Fire Prevention and
Control
Hazardous Materials Incident Response Advisory
Task Force
Highway Sign Franchise Program Advisory
Committee
Metropolitan Airports Commission
Metropolitan Transit Commission
Minnesota Safety Council
Pipeline Safety Advisory Council
Poison Information Advisory Task Force
Regional Transit Board
Seaway Port Authority of Duluth
Transportation Regulation Board

OTHER STATE ORGANIZATIONS

Agriculture Society
Ethical Practices Board
Historical Society
Humane Society
Metropolitan Sports Facilities Commission
Metropolitan Council
Minnesota Zoological Board
Municipal Board
Office of Administrative Hearings
Office of State Archeologist
Public Utilities Commission
Science Museum of Minnesota
Sibley House
State High School League
University of Minnesota

THE CORE MEMBERSHIP

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COMMISSION CHAIR
Chairman, President and CEO
Minnesota Power
Duluth

MARCIA F. APPEL
Executive Director
Association of Area
Business Publications
Lakeville

JANE BELAU
President
Belau Consulting Group
Rochester

SHARON SAYLES BELTON
Minneapolis City Council
President
Minneapolis

JOHN E. BRANDL
Professor
University of Minnesota
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GARY DENAULT
Executive Director
Middle Management Association
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JACK W. EUGSTER
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BECK HORTON
President
Juno Enterprises, Inc.
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St. Cloud

ROBIN PANLENER
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Minnesota Association of
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