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**A REPORT TO THE LEGISLATURE BY
THE MINNESOTA POLLUTION CONTROL AGENCY
CITIZENS' BOARD**

February, 1993

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ACKNOWLEDGMENTS

The MPCA Citizens Board would like to thank the members of our Environmental Policy and Procedures Advisory Committee, especially the Chairman, Ross Hammond, for their contributions of time and input to this report. Thanks to Jim Goralski of Project Research, Inc., for facilitating discussions and drafting this report. Thanks to staff at MPCA and the University of Minnesota Testing Services for assistance with the survey.

I. BACKGROUND AND PURPOSE

The Minnesota Pollution Control Agency Citizens' Board is comprised of nine part-time, citizen members and serves as the decision making body for the Minnesota Pollution Control Agency (MPCA). Board members are not required by law to have any particular expertise in the work of the Agency. The law requires that the Board membership be "broadly representative of the skills and experience necessary to effectuate the policy" of the state and that one member be "knowledgeable in the field of agriculture". Board members are governor appointees, with state senate consent, and serve staggered four year terms.

The Board represents the diverse Minnesota citizenry. See Tab A for the Board's historic membership and descriptions of current members.

Although the law vests nearly all Agency decision-making authority with the Citizens Board, the Board regularly delegates much of that authority to a commissioner, and the 600 employees who work for the Pollution Control Agency. The Commissioner is appointed by and serves at the pleasure of the then-sitting Governor. Besides implementing responsibilities delegated to the Commissioner, the Commissioner is charged with organizing the Agency, managing the Agency's personnel, shaping the Agency's budget and funding requests, and responding to Legislative requests.

The Board and its committees regularly meet two days a month to handle non-delegated matters, resolve controversial matters, and hear staff briefings on upcoming rules and other policy issues. In addition, the Board schedules additional meetings from time to time to consider special items of controversy and/or to assure public input into an Agency decision. Frequently, the Board has traveled to various communities throughout Minnesota when an issue generates significant local interest.

The Board's Agenda is prepared by the Commissioner and briefing documents known as "Board items" are prepared by staff members for each agenda item. These "Board items" provide background, recommend a course of action, and provide justification for decisions. "Board items" are mailed to Board members, affected parties, and are also available to the public prior to each Board meeting. At Board meetings, the staff is given the first opportunity to speak to each item, and then comments are taken from affected parties and members of the public, as time permits.

The Minnesota Legislature (Chap. 576, Sec. 10, Minn. Sess. Laws (1992)), has requested that:

"The MPCA board shall study and develop recommendations on what the Board's role should be in formulating, implementing and enforcing environmental policy in the state."

The Legislature also asked the Board to consider and discuss recommendations relating to the Board contained in the January 1991 report on the Pollution Control Agency by the Program Evaluation Division of the Office of the Legislative Auditor. A complete transcript of the Legislative request for this Report can be found at Tab B.

As a result of the legislature's request, a research project was initiated in order to determine the following:

- ° What is the mission of the Board?
- ° What is the public's and staff's impression of the Board?
- ° Should the Board be full-time, part-time, and comprised of volunteers?
- ° What are strengths of the Board's structure?
- ° What are criticisms of the Board's structure?
- ° What should the Board's role be in the future?

This report summarizes the findings of that project.

II. LEGISLATIVE AUDITOR'S REPORT

In January, 1991, the Office of the Legislative Auditor issued a program analysis of the MPCA. Included in this analysis were findings and recommendations relating to the Citizens Board. Those recommendations were considered by the Board in the formulation of this report. The Legislative Auditor made the following three Board related findings.

- ° The Board spends little time discussing broad strategic issues.

- ° The Board's strongest advantage is that it provides a forum for discussion of difficult issues having widespread impacts.
- ° The presence of both a staff and Board weakens accountability.

See Tab C for the Legislative Auditor's comments. Consequently, the Legislative Auditor offered the following two recommendations to the Board:

- ° The Legislature should authorize the Commissioner, rather than the Board, to conduct more activities than the Board currently delegates -- including superfund requests for response actions, stipulation agreements, and certain rulemaking.
- ° The Board should focus more of its efforts on overall policy and the evaluation of Agency effectiveness, and less of its efforts on individual case review.

The Board concurs that delegating more decisions to the Commissioner frees the Board from some of the detailed decision making, thus opening up time and opportunity to address other concerns. This has already occurred to some extent. The Board has already implemented a number of additional delegations to staff in each of the last two years. While the Auditor suggested that the Legislature should carry out this recommendation, the Board itself has the authority to delegate and does so each year at its October meeting.

The Board also concurs that it can increase its effectiveness by focusing more of its efforts on overall policy and the evaluation of the Agency's effectiveness, and views this report as a plan of action for the Board to move more in that direction. The Board would like to monitor Agency and Board performance in selected areas, measuring progress in reaching attainable objectives on an ongoing basis. The Board would also like to develop with the Commissioner an overall Agency mission statement.

In carrying out these recommendations, the Board will maintain a role in hearing appeals on individual cases, authorizing and approving rulemaking, and providing a forum for public input. It should be emphasized that the Board is strongly committed to carrying out a shift to greater involvement in guiding the future activities of the Agency.

III. METHODOLOGY

In order to accomplish the aforementioned objectives, both qualitative and quantitative research techniques were utilized. Qualitatively, two group discussions were held with Board members in October and November of 1992. These discussions were facilitated by a hired Communications Specialist and addressed the key questions from the perspective of Board members.

A quantitative mail survey was also initiated by the Environmental Policies and Procedures Advisory Committee (EPPAC). This committee consists of twelve members representing broad interests, including industry and environmentalists, and serves to provide input and advice to the Board. See Tab D for list of members. Using mail lists supplied by the MPCA, Association of Minnesota Counties, and other sources, a total of 2500 surveys were mailed to the following constituencies in October of 1992:

- ° 500 to MPCA employees
- ° 500 to members of state and local government
- ° 1500 split among permittees, recipients of "The Minnesota Environment", and interested parties

Twenty-nine percent (29%) of the surveys were returned which represents a substantially better than average expectation. Returns segmented by key constituencies follow:

- ° Regulated Firms: 209
- ° MPCA Staff: 231
- ° Members of Government: 83
- ° Citizen Groups: 33

Survey results were tabulated by the University of Minnesota Testing Services, and are attached under Tab E.

An additional qualitative portion resulted where EPPAC talked to over 100 people about the Board, and then conducted detailed interviews of 20 of those people. This was done to get additional thoughts, comments, and ideas that may not be covered by the survey.

IV. SUMMARY AND CONCLUSIONS

- ° There is support for an MPCA citizens' Board because a majority of the respondents believe it enhances the environmental decision-making process.

- ° The primary appeal of the Board stems from the fact that the Board insures public input into the decision-making process. As such, the Board is perceived as a citizens' forum and public ombudsman relative to environmental issues.
- ° In order for the Board to maintain its independence, objectivity, and freedom from potential financial or political influence, the composition of the Board should remain as is -- staffed with part-time, unpaid, citizen volunteers.
- ° There is strong support for the Board to increase its overall effectiveness by refocusing its role to include policy formulation and the application of a more strategic approach to the study of environmental issues affecting the state and its citizens. Ideally, the role of the Board in the future would evolve in three distinct areas -- as a conduit for public input, as a resolver of conflict and controversy, and as formulator of policy through proactive oversight functions and activities.
- ° Since nearly all decision-making authority rests with the Board, yet primary implementation of the Agency's responsibilities rests with the Commissioner, institutional tension exists between the Commissioner's role and the Board, as originally designed by the Legislature in 1967.
- ° The Board needs to limit its involvement in the details of individual permits and, instead, work with the Commissioner more on "big picture" matters.
- ° While a variety of proposed changes were noted relative to the Board increasing its future effectiveness, three emerge as critical, if the Board is to assume a more strategic posture. First, work in unison with the Commissioner to identify strategic environmental issues affecting the state and to create plans for dealing with those issues. Second, create an overall Mission guiding the MPCA. Third, through a variety of periodic reports, the Agency's and the Board's performance in selective areas should be monitored on an on-going basis against predetermined measurable and attainable objectives and goals.

- ° The highest levels of familiarity with Board activities and interaction with the Board are exhibited by MPCA Staff individuals and members of citizens' groups. While they are strong Board supporters and advocates of the Board adopting a more strategic perspective, the MPCA Staff voices concern about the future ability of a "non-expert" Board coping with the increasingly complex and technical environmental issues of the future. They also wish to see a greater level of consistency among Board rulings and decisions.
- ° Citizens' groups share the concern of a "non-expert" Board but this concern is outweighed by their desire to preserve the Board's sense of independence and objectivity.
- ° Among staff and citizens' respondents, the majority felt the Board insures that staff reports and decisions are presented in understandable language.
- ° Members of government and regulated industry representatives account for the lowest levels of familiarity with the Board and its activities. While both groups call for a more strategically focused Board, members of government reflect an interest in a greater degree of public accountability and reporting of Board activities.

V. DETAILED FINDINGS

What are the Strengths of a Board Structure?

- ° It brings diverse expertise and outside perspective to important environmental issues.
- ° It provides a public forum available to everyone and is an ombudsman protecting the public's welfare in matters of environmental importance.
- ° It facilitates decision-making between various interested and affected parties.
- ° It provides a generalist's environmental viewpoint which otherwise may not be heard.

- ° Because of the length of individual appointments and their staggered nature, the Board provides a sense of continuity on environmental issues.
- ° It can serve as an environmental "court of appeals."
- ° It helps ensure that staff articulates decision-making rationales.
- ° It ensures understandable explanations of highly technical matters.
- ° The Board operates with no financial dependency, thereby minimizing the opportunity to influence its decisions.
- ° The Board is non-partisan and consequently subject to minimum political influence.
- ° It represents a diverse range of constituencies.
- ° Though not holding elective office, the Board is held accountable by the laws and administrative procedural requirements of the State.

What are Criticisms of a Board Structure?

- ° Individual members may not have technical and/or scientific expertise.
- ° It delays decision-making.
- ° It may focus too much on the technical details of individual permits.
- ° It currently lacks consistency in decision-making.
- ° It does not spend enough time working on new rules.
- ° The Board is only as good as the collective quality of its appointees.
- ° There is confusion relative to the Board's accountability.

What Should the Role of the Board Be?

The Board should act more like a true corporate Board; that is, it must think, act and contribute more strategically in the area of policy formulation rather than be the arbiter of individual permits.

There were numerous suggestions indicating that the future role of the Board be focused more strategically in the area of policy formulation in order to increase its effectiveness. By formalizing a more strategic approach, the Board can assist the Commissioner in focusing on environmental forecasting, prioritizing problems and work, and the setting of environmental standards and goals.

In order to be consistent with its rulings between regulated parties and to help chart a future course consistent with the needs of the state's citizens, the Board must be aware of the bigger environmental picture and of how its proposed actions can alter that picture. Examples of such increased global thinking could include a larger role in interagency policy development and resource planning as well as a review of potential health risk issues and the establishment of policies to address such risks. Once again, the key differences of a future Board hinge on its ability to think and act strategically and to accept a much broader role in terms of policy formulation.

Specific areas of future Board responsibilities include both the authorization and approval of rulemaking, enhancing the perception of the "Public Forum" through the continuation of the appellate function of the Board, and the limitation of permit involvement to only the most controversial. Reducing the detailed work associated with permits is also a strong desire of Board members. Indeed, over the past two years, the Board has added quite a few authorities to its annual delegation of authorities to the Commissioner, including approval of stipulation agreements (subject to notification of Board members). As a result, Board agendas have already lightened considerably, freeing up time to focus on broad policy. Other potential future Board delegations of responsibility include non-negotiated stipulation agreements of a controversial nature, Agency administrative orders for action, permanent list priorities, and municipal priority project lists.

In order for the Board to effectively execute its responsibilities, periodic progress checks monitoring rulemaking are recommended. Such progress checks would feature annual and quarterly summary overviews of all planned rulemaking.

To summarize, the ideal Board of the future would be a conduit for public input, a resolver of conflict and controversy, and would deal in the arena of policy formulation through proactive oversight functions and activities.

Possible Changes to Increase the Board's Effectiveness

In order for the Board to accomplish the duties recommended in its revised role and to increase its overall effectiveness in the future, a number of changes are suggested. Those changes or suggestions which fostered the greatest degree of agreement among current Board members are summarized as follows:

- ° The Board should avoid intervening in the details of specific permits except when the permit in question involves an issue of major policy question or public controversy.
- ° Increase public awareness of the Board and its role.
- ° Annually review and approve after public comments an overall Agency Mission and review strategic plans.
- ° Review updates of the progress on the strategic plan.
- ° On a regular basis, the Board should have a public meeting to discuss the Agency's funding sources.
- ° On a regular basis, the Board should review a report summarizing permit issuance speed by specific category -- simple, complex, and controversial.
- ° On a regular basis, the Board should review the Agency's penalty policy.
- ° The Board should have a public discussion of the economic and environmental effects and impact of Agency actions.
- ° On a regular basis, the Board should review permit compliance.
- ° To succeed in the future, it is imperative that a resolute spirit exists whereby the Commissioner, the Agency, and the Board work together in an environment of mutual trust and respect.

- ° Review and approve Legislative initiatives.

All of the aforementioned tasks can be accomplished by Board action, with the cooperation of the Commissioner and staff. No legislative action is required.

VI. SUMMARY OF BOARD PERCEPTIONS BY GROUP

As noted previously, the support for a citizens' board was consistent among all groups sampled. There were, however, some varying perceptions of the Board and its current effectiveness dependent upon the group. These perceptions by group are summarized in this section of the report. A complete review of the mail survey responses by group, may be found under Tab E of this report.

Staff

Of all of the groups surveyed, the Staff exhibited the highest levels of familiarity, involvement, and contact with the Board. It can be generally stated that as a group establishes a close affiliation with the Board, its knowledge of the Board is increased, and as a result of this increased knowledge, the group's appreciation for the Board is greatly enhanced. On an overall basis, the Board is held in high esteem by the Staff. Those concerns that do exist tend to focus on the technical expertise and abilities of Board members relative to environmental issues. Another concern of Staff individuals is that they currently are unaware of how Board members perceive them and their roles.

To the Staff, the Board would be most effective if it focused its attention on major environmental issues and policies from a more strategic perspective. It is also noted that a need exists to demonstrate more consistency in the Board's rulings and decisions.

Members of Government

Members of government are strong philosophical and theoretical supporters of the Board as a citizen's forum. It should be noted that the level of contact and experience with the Board as noted by surveyed members of government is low.

The two primary concerns of this group relative to the Board's future call for an expansion of the Board's role as a policy maker and an increased accountability and reporting of the Board's actions to the public.

Regulated Industries

Once again, there is a high level of philosophical and theoretical support for the Board's existence. As was noted with members of government, a low level of interaction with the Board was also evidenced in this group. The primary recommendation offered by this group for increasing Board effectiveness was the enhancement of the Board's role as a policy maker and strategic thinker on key environmental issues.

Citizens' Groups

Next to the MPCA Staff, the Citizens' Groups surveyed exhibited the greatest degree of involvement and interaction with the Board. As was the case with all other groups, an extremely high level of support for the Board exists. To these individuals, the Board represents both a citizens' forum and an ombudsman, protecting the environmental rights of Minnesota citizens.

To the citizens' groups, it is imperative that the Board maintain its credibility, its objectivity, and its non-partisan independence. In order to do so, it must continue to distance itself from the potential influence and control of paid Agency staff or representatives. Another concern of these groups focus on a "non-expert" Board's ability to deal with the increasingly complex environmental issues of the future.

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CURRENT PCA BOARD MEMBERS

Russ Domino

Appointed April 2, 1990 to First Monday in January, 1994

Is a Carpenter by trade. Has served on Energy and Environmental Committee of the Minnesota AFL-CIO for many years. Is certified as an instructor for Asbestos Abatement by the U.S. EPA.

Daniel Foley, M.D.

Re-Appointed, January 30, 1989 to First Monday in January, 1993

Presently: Vice President, Medical Affairs, United Hospital, St. Paul

Creighton University, Omaha, Neb., BS
Medical School, University of Parma, Italy, MD

Residency: United Hospital- Miller Division, Anatomic and Clinical
Pathology

University of Minnesota Department of Family Practice and Community
Health-North Memorial

Clinical Associate Professor of Family Practice University of Minnesota
Graduate School of Medicine

Emergency Medicine, United Hospital

Edward Garvey

Appointed June 30, 1991 to First Monday in January, 1995

Presently: Associate in Law Firm of Gray, Plant, Mooty, Mooty & Bennett,
P.A.

Deputy Legislative Director/Legislative Assistant to United States Senator
Durenberger, 1987-90

Author/Researcher for the Water Resources Research Center of the University
of Minnesota. Wrote **Minnesota Water Rights and Regulations** 1986, a 28-page
booklet on Minnesota's water use regulations, 1985-87

Undergraduate: University of Minnesota, 1983
Law School: University of Minnesota, 1986
Admitted to Minnesota Bar, 1986

Sandra Holm

Appointed June 30, 1991 to First Monday in January, 1995

Presently: Technical Coordinator, Mississippi Headwaters River Watch
Program - Mississippi Headwater Board, Walker, MN

University of Minnesota, B.S., Medical Technology
Arizona State University, Biological Science teaching certificate
Peace Corps, Colombia, South America, Math-Science Teaching Program
St. Cloud State University, M.A., Limnology

Community Service Activities:

Mission Township Auxiliary
Horseshoe Lake Association: Water monitoring team
Crosby-Ironton School District Staff Development Committee
Comprehensive Arts Planning Project (CAPP): Crosby-Ironton School District
#182

Public and Private Involvement:

Region 5 Environmental Education Council
Central Minnesota Water Quality Project: Representative of the Region 5
Environmental Education Council
Crow Wing County Water Planning Task Force: Consultant
Izaak Walton League of America: Board of Directors, State Director at
Large

Loni Kemp

Appointed April 24, 1990 to First Monday in January, 1994

Natural Resources Analyst for the Minnesota Project, a non-profit rural
community development organization.

Macalester College, B.A./ Humphrey Institute of Public Affairs, M.A.
University of Minnesota

Member of the Board of Water and Soil Resources, 1988-90
Represented BWSR on Environmental Quality Board Water Resources Committee
Member, Southern Minnesota Rivers Basin Council, 1984-1987

Russell Kirby

Appointed June 30, 1991 to First Monday in January, 1995

Presently: Manager and Secretary of the Valley Branch Watershed District
Member of Washington County Board of Adjustment and Appeals

U.S. Army: 1943-55
99th Infantry Division: 1943-46 - USA and European
Theatre of Operations
U.S. Army Reserve: 1946-50
U.S. Army Ordnance Corps: 1950-55

Princeton University, MS in Engineering, 1954

3M Company: 1953-1982 (8 patents - U.S., British, French, Japanese and
German)
Project Engineer
Supervisor - Film Pilot Plant
Supervisor - Process and Chemical Engineering - Engineering
Research
Manager - Engineering Research
Project Manager - Replication Tooling
Senior Research Specialist

University of Wisconsin - Stout: 1985-87, Adjunct Professor of
Metallurgy

White Bear Lake City Council Member, 1960-62

Baytown Township: 1967-88
Planning Commission
Planning Commission Chairman

Washington County: 1982-90, Planning Advisory Commission

Keith Langmo

Appointed March 24, 1992 to First Monday in January, 1996.

Appointed in 1982 and reappointed in 1986 to Minnesota Pollution Control
Agency Board. Served two years as Vice Chairman and two years as
Chairman.

Presently: Self-employed Agri-Business

University of Minnesota, B.S. Agricultural Education; graduated with
honors 1956

Central Minnesota Vocational Center: Founded, directed and wrote programs
for this innovative consortium of seven area high schools. Administered
the entire staff and curriculum to provide vocational education to area
high school students.

Community Service:

Litchfield Golf Club Board member and President
Litchfield Watercade Board member and Chairman
Presently serving on Litchfield Waste Management Board
Presently serving on Meeker County Solid Waste Board
Presently serving on MTGA Environmental Work Group

Member of U.S. Air Force and U.S. Air Force Reserve, 1949-58

William Urseth

Appoint June 30, 1991 to First Monday in January, 1992

Presently: Chairman, U.S. Directives, Minneapolis
President and CEO, Richway International, CANADA
Owner, Minnesota Horse and Hunt Club

Board Memberships:

General Board of Directors for the Minneapolis YMCA
Board of Augsburg College Regents
Guthrie Theater
James Ford Bell Library
Omegon, a chemical dependency treatment center for youth
The Greater Minneapolis Chamber of Commerce

Chairman of the 1991 Governor's Inauguration Committee - Environmental Day

Chairman of the Governor's Office of Open Appointments

Member of the Minneapolis Rotary Club and the Minneapolis Club

Sue Hiller

Appointed January 1993

Sue Hiller has worked as an environmental consultant for over eleven years. Her previous experience was in agricultural research and construction inspection. Ms. Hiller's educational background includes an MS in soil, water and engineering from the University of Arizona and post graduate studies in environmental science at Miami University in Ohio. She has lived in Duluth for four years, where she continues to consult and to take classes at UMD.

YEARS OF SERVICE BY BOARD MEMBERS

1967

Howard Andersen
John Borchert
Steve Gadler
Mace Harris
Homer Luick
Wayne Packard
Bob Tuveson

1968

Howard Andersen
John Borchert
Steve Gadler
Mace Harris
Homer Luick
Wayne Packard
Bob Tuveson

1969

Howard Andersen
John Borchert
Jim Fellows
Steve Gadler
Mace Harris
Homer Luick
Dorothy Nelson
Wayne Packard
Bob Tuveson

1970

Howard Andersen
John Borchert
Jim Fellows
Steve Gadler
Mace Harris
Homer Luick
Dorothy Nelson
Wayne Packard
Bob Tuveson

1971

Howard Andersen
Jim Fellows
Hal Field
Steve Gadler
Mace Harris
Homer Luick
Dale Olson
Wayne Packard
Bob Tuveson

1972

Howard Andersen
Jim Fellows
Hal Field
Steve Gadler
Mace Harris
Homer Luick
Dale Olson
Bob Tucker
Marion Watson

1973

Howard Andersen
Art Englebrecht
Hal Field
Steve Gadler
Burt Genis
Joe Grinnell
Mace Harris
Dale Olson
Marion Watson

1974

Howard Andersen
Art Englebrecht
Hal Field
Steve Gadler
Burt Genis
Joe Grinnell
Dale Olson
Marion Watson
David Zentner

1975

Howard Andersen
Carol Buckmann
Art Englebrecht
Hal Field
Steve Gadler
Burt Genis
Joe Grinnell
Marion Watson
David Zentner

1976

Howard Andersen
Carol Buckmann
Art Englebrecht
Hal Field
Steve Gadler
Burt Genis
Joe Grinnell
Marion Watson
David Zentner

1977

Howard Andersen
Carol Buckmann
Art Englebrecht
Hal Field
Steve Gadler
Burt Genis
Joe Grinnell
Marion Watson
David Zentner

1978

Howard Andersen
Carol Buchmann
Art Englebrecht
Hal Field
Steve Gadler
Burt Genis
Joe Grinnell
Marion Watson
David Zentner

1979

Howard Andersen
Carol Buchmann
Art Englebrecht
Hal Field
Steve Gadler
Burt Genis
Joe Grinnell
Virgil Herrick
Duane Rappanna
Marion Watson

1980

Howard Andersen
Art Englebrecht
Steve Gadler
Burt Genis
Joe Grinnell
Virgil Herrick
Wally Nelson
Duane Rappanna
Marion Watson

1981

Howard Andersen
Art Englebrecht
Steve Gadler
Burt Genis
Virgil Herrick
Cynthia Jepsen
Wally Nelson
Duane Rappanna
Marion Watson
Lois West

1982

Howard Andersen
Duane Dahlberg
Russell Domino
Virgil Herrick
Cynthia Jepsen
Curtis Johnson
Keith Langmo
Wally Nelson
Duane Rappanna
Lois West

1983

Duane Dahlberg
 Russell Domino
 Edward Fairbanks
 Steve Gadler
 Janet Green
 Virgil Herrick
 Cynthia Jepsen
 Curtis Johnson
 Keith Langmo
 Duane Rappanna
 Lois West

1984

Duane Dahlberg
 Russell Domino
 Edward Fairbanks
 Steve Gadler
 Marcia Gelpe
 Janet Green
 Cynthia Jepsen
 Keith Langmo
 Lois West

1985

Carol Baudler
 Duane Dahlberg
 Russell Domino
 Edward Fairbanks
 Daniel Foley
 Steve Gadler
 Marcia Gelpe
 Janet Green
 Keith Langmo
 Bill Walker
 Lois West

1986

Carol Baudler
 Duane Dahlberg
 Russell Domino
 Ruth Ericson
 Edward Fairbanks
 Daniel Foley
 Marcia Gelpe
 Janet Green
 Cynthia Jepsen
 Keith Langmo
 Arnold Onstad

1987

Russell Domino
 Ruth Ericson
 Edward Fairbanks
 Daniel Foley
 Marcia Gelpe
 Janet Green
 Keith Langmo
 Arnold Onstad
 Milton Radjenovich

1988

Russell Domino
 Van Ellig
 Ruth Ericson
 Daniel Foley
 Marcia Gelpe
 Janet Green
 Keith Langmo
 Arnold Onstad
 Milton Radjenovich

1989

William Bryson
 Russell Domino
 Van Ellig
 Ruth Ericson
 Daniel Foley
 Marcia Gelpe
 Janet Green
 Keith Langmo
 Arnold Onstad
 Milton Radjenovich

1990

William Bryson
 Russell Domino
 Van Ellig
 Ruth Ericson
 Daniel Foley
 Marcia Gelpe
 Janet Green
 Keith Langmo
 Milton Radjenovich

1991

Russell Domino
 Ruth Ericson
 Daniel Foley
 Edward Garvey
 Marcia Gelpe
 Janet Green
 Sandra Holm
 Loni Kemp
 Russell Kirby
 Milton Radjenovich
 William Urseth

1992

Russell Domino
 Daniel Foley
 Edward Garvey
 Sandra Holm
 Loni Kemp
 Russell Kirby
 William Urseth

1993

Russell Domino
 Daniel Foley
 Edward Garvey
 Sandra Holm
 Loni Kemp
 Russell Kirby
 Sue Hiller

Subd. 5. OFFICE SUPPORT. The commissioner shall provide the ombudsman with the necessary office space, supplies, equipment, and clerical support to effectively perform the duties imposed by sections 6 to 9.

Sec. 9. [116.99] SMALL BUSINESS AIR QUALITY COMPLIANCE ADVISORY COUNCIL.

Subdivision 1. CREATION. A small business air quality compliance assistance advisory council is established within the agency.

Subd. 2. DUTIES. The council has the following duties:

- (1) rendering advisory opinions on the effectiveness of the program, difficulties encountered, and degree and severity of enforcement;
- (2) preparing periodic reports on matters relating to the program as requested by appropriate federal and state agencies;
- (3) reviewing information for sources to ensure the information is complete, comprehensive, and understandable to the lay person; and
- (4) other duties it finds appropriate to comply with applicable federal or state air quality laws and regulations.

Subd. 3. MEMBERSHIP. The council consists of the following members:

- (1) two members appointed by the governor who represent the general public and are not owners or representatives of owners who are small business stationary sources;
- (2) the commissioner or the commissioner's designee, who shall represent the agency;
- (3) four members appointed by the legislature who are owners or representatives of owners of small business stationary sources;
- (4) the director of the office of waste management or the director's designee; and
- (5) the commissioner of trade and economic development or the commissioner's designee.

The majority and minority leaders of the house of representatives and the senate shall each appoint one of the members listed in clause (3).

Subd. 4. MEMBERSHIP TERMS; COMPENSATION; REMOVAL. The membership terms, compensation, and removal of council members are governed by section 15.0575, except that subdivision 5 does not apply.

Subd. 5. CHAIR. The council shall select its chair by a majority vote.

Subd. 6. PROGRAM. The council may set its own agenda and work program, consistent with the requirements of the Clean Air Act, after consultation with the commissioner and the small business ombudsman established by this chapter.

Subd. 7. FUNDING. The commissioner shall allocate and administer the funds reasonably necessary to cover the operational costs of the council.

Subd. 8. STAFF. The commissioner shall provide staff services reasonably required by the council.

Sec. 10. REPORT ON ROLE OF POLLUTION CONTROL AGENCY BOARD.

(a) The pollution control agency board shall study and develop recommendations on what the board's role should be in formulating, implementing, and enforcing environmental policy in the state. In developing the recommendations, the board shall consider:

- (1) the comments of the legislative auditor on the board's role, as contained in the auditor's report dated January, 1991; and

- (2) any other relevant factors not addressed in the auditor's report.

(b) By January 15, 1993, the board shall report the results of the study to the legislative policy committees having jurisdiction over environmental and natural resource issues and the environment and natural resource divisions of the senate finance and house appropriations committees. In addition to the board's recommendations, the report must include:

(1) spe
board's r

(2) a p
tion.

Sec. 11

The cc
health pr
isoner sh
The com

The cc
reduced
antiglare
video dis
to video
implemer
ing vide
laws, reg

The co
the legis

Sec. 12

By Jan
the legis
having j
ongoing
activities

Sec. 13

The m
allowed

Sec. 14

Section
collected

Present

Approv

REA

AN ACT
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Section

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(1) specific discussion of each of the legislative auditor's recommendations on the board's role; and

(2) a plan for implementing the board's recommendations, including proposed legislation.

Sec. 11. VIDEO DISPLAY TERMINAL OPERATOR HEALTH STUDY.

The commissioner of labor and industry shall review and identify the occupational health problems associated with the operation of video display terminals. The commissioner shall review existing literature on the subject and may conduct additional research. The commissioner shall recommend solutions to any health problems that are identified.

The commissioner shall study the potential savings and benefits to employers in reduced days lost off work due to providing ergonomically correct work stations, antiglare screens, and other features and programs, including amount of time in front of video display terminals, also education and training, designed to prevent injury or illness to video display terminal operators. The commissioner shall also study the effects of implementation of other state, county, and city laws, regulations, and ordinances regulating video display terminal operators and the ability of employers to comply with those laws, regulations, and ordinances.

The commissioner shall report the results of the study and make recommendations to the legislature by February 15, 1993.

Sec. 12. REPORT ON RULEMAKING ACTIVITIES.

By January 1, 1993, the commissioner of the pollution control agency shall submit to the legislative commission to review administrative rules and legislative committees having jurisdiction over environmental and natural resource issues a report describing the ongoing rulemaking activities of the agency as of that date and any additional rulemaking activities the agency plans to begin before July 1, 1993.

Sec. 13. FUNDING FOR MONITORING PROGRAM.

The monitoring program established under section 8 must be implemented to the extent allowed by the additional revenues generated by section 1.

Sec. 14. EFFECTIVE DATE.

Section 4 is effective the day after final enactment. Section 1 is effective for fees collected in fiscal year 1994 and thereafter.

Presented to the governor April 17, 1992.

Approved April 29, 1992.

REAL PROPERTY—MORTGAGES—VOLUNTARY FORECLOSURES

CHAPTER 547

H.F. No. 2649

AN ACT relating to real estate foreclosures; establishing a voluntary foreclosure process with waiver of deficiency claims and equity; proposing coding for new law in Minnesota Statutes, chapter 582.

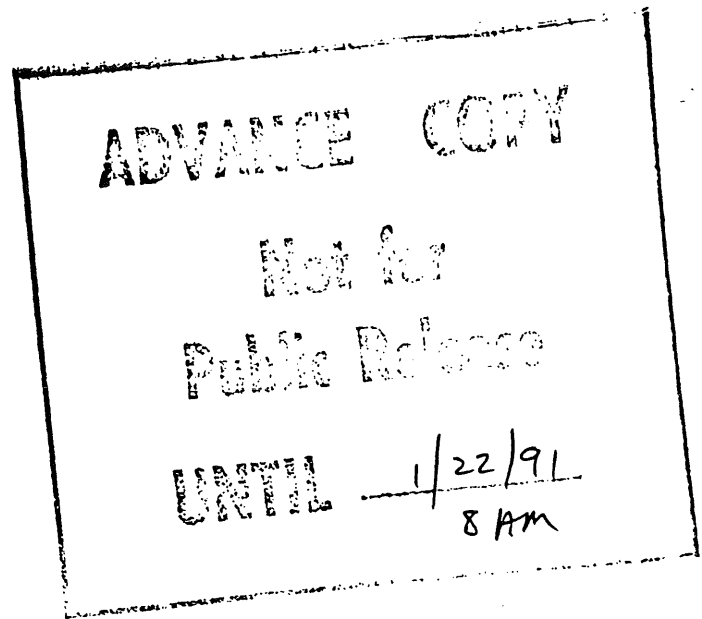
BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF MINNESOTA:

Section 1. [582.32] VOLUNTARY FORECLOSURE; PROCEDURE.

Subdivision 1. APPLICATION. This section applies to mortgages executed on or after August 1, 1993, under which there has been a default and where the mortgagor and mortgagee enter into a written agreement for voluntary foreclosure of the mortgaged real estate under this section. This section applies only to real estate no part of which is homestead or agricultural property.

Pollution Control Agency

January 1991



Program Evaluation Division
Office of the Legislative Auditor
State of Minnesota

less, in our opinion, state regulatory agencies should not accept gifts from those they are responsible for regulating.

It seems to us that the underlying problems in this case are the permit backlog and delay (discussed in the next chapter on the Air Quality Division) and a permit fee that might not properly capture the costs of permit reviews. As we discuss more fully in the next chapter, the cost of permitting and regulating Koch is not recaptured through the permit fees the company is paying. If funding is the problem, the agency needs to make its case in legislative appropriation hearings for increased fees or general fund appropriations, rather than cutting deals with the regulated entities. We believe that PCA should return the gift and seek alternate financing for Koch's permitting from the Legislature. However, that may not be practical at this time. We also believe that this is a practice that state regulatory agencies should not be engaged in. We recommend:

- The Legislature should amend *Minnesota Statutes* §116 to prohibit PCA from accepting gifts from parties that it regulates.

ROLE OF THE PCA BOARD

Aside from the Legislature, the nine-member, part-time PCA Board is Minnesota's chief policy-making body for pollution control. In fact, state law defines the Pollution Control Agency as the board, not as the commissioner and staff. As a result, almost all agency actions must be approved or explicitly delegated by the board. Legislators asked us to consider whether the PCA board was still needed. In order to address this, we interviewed current board members, past and current commissioners and agency managers, and a variety of representatives of regulated entities about what they thought of the board process.

The 1967 Legislature created the citizens board largely as a check against the power of the Governor or PCA commissioner. The Legislature wanted to strengthen and consolidate the state's pollution control activities, but it also wanted to guard against excessive regulation.

Other States' Organizational Structure

Many states besides Minnesota have boards that oversee state pollution control, but we are unaware of any that have authority comparable to that of PCA.¹⁵ A common model in other midwestern states is to have a board or boards to review and approve administrative rules.

The PCA Board has broad authority.

¹⁵ We were unable to find literature discussing the organizational structure of pollution regulation in all 50 states, although we discussed the issue with EPA officials, and reviewed literature discussing the issue and state statutes from selected states. In addition, we talked to a current PCA board member who has conducted research on citizen boards in other states. See Marcia Gelpe, "Citizen Boards as Regulatory Agencies," *Urban Lawyer* 22, no.3 (Summer 1990): 451-483.

Illinois has three executive agencies that deal with environmental regulation. The Illinois Environmental Protection Agency (IEPA) issues permits, takes enforcement actions, and recommends emission and effluent standards to the Pollution Control Board. The Pollution Control Board consists of seven members who actually set standards through the rulemaking process. The board, which has its own staff, also functions as an administrative appellate reviewer of IEPA actions. The Department of Energy and Natural Resources serves in a planning and environmental coordination role, much like the State Planning Agency in Minnesota.

Indiana has both an air quality and a water quality board, staffed by the agency, that establish administrative rules. The Indiana Environmental Protection Agency issues the permits and takes enforcement and other actions.

In Michigan, the Department of Natural Resources (DNR) oversees water, air, and solid waste programs. A seven-member bi-partisan Natural Resources Commission oversees the DNR and appoints the director. However, the director is responsible for taking enforcement actions. The commission hears permit appeals for all types of permits. A six-member Water Resource Commission establishes surface and ground water quality standards and issues all water permits. Three members of the commission are state department heads and three are executive appointees. An 11-member Air Pollution Control Commission sets ambient air quality standards and emission levels and issues permits. The commission consists of a toxicologist, two industry representatives, two local government, and one organized labor representatives, two public members, and three state agency heads.

Wisconsin's air, water, and solid waste pollution control efforts are vested entirely in the Department of Natural Resources. The DNR issues permits, collects fines, and takes enforcement actions other than litigation. Wisconsin's Natural Resources Board adopts policy and conducts rulemaking.

How Does the Board Conduct Business?

The board normally meets for two days per month. In recent years the board has developed a committee structure to consider upcoming board issues in a less formal setting. The board has committees for air and water quality, ground water and solid waste, hazardous waste, radioactive waste, and environmental policy. Board committees generally meet on the day before the regular board meeting. Although the committees have no formal role in board deliberations, controversial items are almost always discussed in committee before being brought before the whole board. The board's formal meeting normally is held on a Tuesday and it generally lasts all day. The board sometimes has additional special meetings to consider other items.

The agenda for committee and board meetings is generally set by staff, although board members frequently request that certain items be included. Permittees and other affected parties can also request to be heard by the board. Issues are brought to the board by staff in the form of "board items." Board items are background memoranda describing the issue before the board, the

recommended staff decision, and the rationale for the recommendation. Board members receive packets containing several hundred pages of board items approximately one week before board meetings. During fiscal year 1990, PCA staff brought 181 items before the board for formal decisions. In addition, staff presented 230 items for information, for committee review, or to respond to individual member requests. In most divisions, the number of items brought before the board represents a relatively small portion of total division actions taken. For example, the Air Quality Division told us that about five percent of its permit actions and ten percent of enforcement actions came before the board during 1989.¹⁶

Most board items are voted on. Previous commissioners and current board members estimated that well over 90 percent of board actions followed staff recommendations. Sometimes the board does amend staff proposed resolutions, but there is no real effort to establish or follow precedents or to articulate the reasons for not following staff recommendations. As a result, some staff said they got conflicting messages from the board. Some regulated interests also reported what they perceived as inconsistent board actions.

Each year, the board formally delegates certain responsibilities to the commissioner and staff. For example, the board has delegated to the commissioner the authority to issue notices of violation and to issue most permits. However, staff often bring delegated items to the board if they are likely to be controversial. The delegation agreement requires matters to be raised at a board meeting if "an affected or interested person requests."

Board members and staff told us that policy is largely made on a case-by-case basis. According to current and former managers, the board has been more interested in the application of policy to particular cases than in discussing the issues and implications of rulemaking. While the board spends considerable time discussing specific cases,

- The board spends little time discussing broad strategic issues.

For example, the board rarely considers overall strategies to improve the effectiveness of the agency's enforcement and permitting efforts, or looks at the relative health risks of pollution problems addressed by various PCA divisions. It would be difficult for the board to devote significant time to strategic discussions without reducing the rest of its workload. Board members told us that the demands of current PCA meeting agendas are already formidable. One exception to this general finding is the efforts of the Environmental Policy Committee and a taskforce of regulated parties to develop an improved permitting process. This group recently put together a brochure explaining the permitting process and its requirements.

**The PCA
Board does not
focus enough
on broad
strategy.**

¹⁶ All stipulation agreements must go through the board.

Reasons to Keep the Board

We discussed the PCA Board with representatives of both environmental advocacy and business interests. Within both groups, most of the people we talked with think the board serves a useful purpose. In fact, it appears to us that:

- **The PCA Board's strongest advantage is that it provides a forum for discussion of difficult issues with widespread impacts.**

Business representatives told us that no state agency affects their companies more than PCA. Environmental regulation significantly affects business owners' costs and operating methods. Most of the business representatives we talked with preferred having a board rather than leaving decisions solely to staff. Environmental advocacy groups believe that the board process offers a forum for their views. The process allows board members to make decisions based on many factors, not just the technical recommendations of staff.

The board is a useful forum for discussing difficult environmental issues.

Another benefit of the board cited by many was that it served as a buffer for both the Legislature and PCA staff in difficult and controversial environmental decisions. The board process shifts final responsibility for controversial decisions from staff to the board, which some people told us reduces staff burnout.

There was general agreement that the board process results in better staff work. Before making decisions, the board listens to the viewpoints of various groups, including staff. Because most board members are not technical experts, staff and other interested groups must present their arguments in clear terms to persuade the board. Some members told us that this makes debates on controversial issues more understandable to the general public.

A final advantage claimed for the board is that it brings an independence to decision making that staff lacks. Agency staff may have narrow or technical perspectives or may act in the interest of the agency, rather than the public. In contrast, citizen boards are intended to provide independent, common sense approaches to regulation. Board members have no direct ties to the bureaucracy; for example, the commissioner is not a board member, and state employees cannot be board members. The board has authority to participate in the agency's budget process, but usually has not played an active role.

Reasons to Eliminate the Board

It is the exception rather than the rule for executive agencies in Minnesota state government to report to a governing board. In our view, the primary disadvantage of the PCA's structural arrangement is that:

- **The presence of both a staff and board weakens accountability.**

First, parties affected by PCA decisions are not sure who is in charge. The board makes final decisions on most important matters, but many interested parties work extensively with staff before these decisions occur. Some industry representatives told us that PCA staff try to anticipate the response of board members to their technical recommendations, thus tainting the objectivity of these recommendations. Likewise, board members justify some actions by saying that they merely followed the advice of staff.

Perhaps more important, having a board may weaken public accountability by creating a buffer between the Governor and agency staff.¹⁷ Because PCA members serve staggered terms, a new Governor has limited impact over the board's composition and policies early in a four-year gubernatorial term. The PCA commissioner appointed by the Governor may have views that differ significantly from the board's. In fact, one former commissioner told us this has occurred.

Several board members also noted that the commissioner and staff were not directly accountable to the board, which has created problems in the past. They noted that it made the board less able to shape the agency's agenda. Several suggested that accountability would be improved if the commissioner was appointed by the board rather than the Governor. In contrast, several former commissioners felt that if a board is necessary at all, the commissioner should be a member and perhaps chairman.

Some people told us that legislative changes since 1967 have reduced the need for a board. In its early years, the board was the primary venue for appeals for people who felt they had been wronged by the regulatory process. Since that time, however, the Legislature has created an Office of Administrative Hearings to consider contested cases. The PCA Board authorizes contested case hearings and ultimately decides whether to accept the recommendations from them. Nevertheless, the presence of the Office of Administrative Hearings makes the PCA Board's appellate role less necessary today than it was in 1967.

The board requires significant staff time and causes delays in agency actions.

Another disadvantage of the board is the time required by staff to prepare for and attend board meetings. Some current and former PCA managers told us that the time required to prepare for meetings is not justified by the board's eventual impact on decisions.¹⁸ We asked PCA administrators to estimate the amount of time their staff devoted to board activities in the past year. Based on their best estimates, PCA staff spent about 11,000 hours (or about six staff-years) on activities that would not have been done without a board. Much of this time is spent by the agency's top supervisors and management. Many current and former managers commented that the board process drives the rhythm of the agency's activity. A board meeting occurs, then agency managers have a week or two to carry out their normal responsibilities before they begin to prepare for the next board meeting.

¹⁷ *State Environmental Management: Case Studies of Nine States* (New York: Praeger, 1973), 64-5.

¹⁸ According to both staff and board members, it is relatively uncommon for the board to overrule staff.

The board also causes delays in PCA actions. Actions requiring board approval usually take two to three months longer than other actions. Many issues are discussed in committee for one or more months before being taken to the full board. Although we discuss problems with agency timeliness later in the report, we think the board approval process is only one of many contributing factors.¹⁹

Finally, the strength of the board depends on the quality of its members, and many people we interviewed expressed concerns about appointments. Some people told us that staff provide a check on the board, rather than vice versa as the Legislature originally intended. While people should not be required to have special expertise to serve on the board and the appointees should be broadly representative of the public, the board's work involves complex legal and technical issues. Even with good background materials from PCA staff, part-time board members may feel overwhelmed by their workload. It is likely that the workload will increase and become more technical in the future. Board members also told us that their jobs were complicated by the fact that there is little orientation to the board for new members, nor is there a formal statement of the board's role and purpose. Board members learn about the board and the agency by attending board meetings, rather than through written statements of purpose or orientation sessions. As a result, it is possible that board members can have a number of views on what the proper role of the board is.

Conclusions

Although the PCA Board delegates many of its authorized duties to staff, it infrequently addresses strategic issues and is nearly overwhelmed by its current agenda. There are several possible ways to address the workload of the board. The board could be made full-time (like the Public Utilities Commission, for example), though it may not be possible to get a broad cross section of membership if the job required a full-time commitment. Alternately, as several other states have done, there could be several boards with each focusing on just one issue area. The advantages of a more limited scope of decision would be better familiarity with the issues and less of a time demand on members. The disadvantage is a fragmentation of decision making authority and a lack of consistent overview of all agency activities. Another alternative is that the board could not consider some items that it currently spends time on. The board could delegate more items to staff or the Legislature could reassign some of the board's current statutory role to the commissioner. Several people told us there are additional items the board could delegate to staff, but board members are reluctant to delegate more. We recommend:

- **The Legislature should authorize the commissioner, rather than the board, to conduct more activities than the board currently delegates, including superfund requests for response actions, stipulation agreements, and certain rule making.**

The PCA commissioner should have greater authority to act.

¹⁹ The board acts on a relatively small portion of PCA activities, and the board delays are minor compared to the total length of some processes for permitting and enforcement.

We believe the best form of organization would retain the board's quasi-appellate function, but give the commissioner the responsibility for taking most actions except for major rulemaking.²⁰ Any decision of the agency would be appealable to the board within a set period of time after the commissioner took action.²¹ This would retain the board scrutiny of agency actions and allow interested parties to appeal agency decisions without going through a contested case proceeding or to court, but it would make the lines of permit and enforcement action decision making clearer.

In our view, the board's first priority should be the establishment of overall strategic policy for pollution regulation, and hearings on individual cases should have lower priority. Thus, we recommend:

- **The board should focus more of its efforts on overall policy and evaluation of agency effectiveness, and less on individual case review.**

We think that it would be extremely helpful if the board would develop a statement of its role and purpose and work with agency staff to develop information packets for new board members. We believe systematic annual reviews by the board of how well the agency is carrying out its strategic plan for pollution regulation would also be helpful. Although we believe the board should be more active in overseeing the agency's operations, the board should resist the temptation to be overly involved in agency day-to-day operations.

**The board
should focus
more on broad
policy and
appeals.**

In addition to considering how the board could operate more effectively, we also considered whether it makes sense to continue having a PCA Board. We concluded that empirical analysis alone does not suggest a clear answer. There are advantages and disadvantages to the current organizational structure and deciding whether the board is still needed depends on how one evaluates the tradeoffs between them. Moreover, it is difficult to evaluate the advantages and disadvantages of the board structure. For example, the co-existence of a policy board and an executive agency provides citizen oversight of staff decisions and a forum for discussions among stakeholders. However, these hard-to-measure benefits must be weighed against the costs, confusion, and reduced public accountability that can result. We think the Legislature should periodically discuss these tradeoffs and assess the costs and benefits of having a board. We do not think, however, that it is sufficient to conclude that having a board is "a good thing." Advocates of having a board should press to ensure that the board focuses its attention on the most significant issues and operates as an effective decision making body.

²⁰ The board currently exercises its review of staff decisions before actions are taken because they are the body authorized by statute to act.

²¹ A procedure for permittees and interested parties commenting on public notice to waive appeal would be necessary so as not to delay the issuance of non-controversial permits. Alternatively, the commissioner's action could be made final immediately, avoiding the potential delay on controversial actions. This would require the board to establish more formal procedures for hearing appeals and would also establish precedents for guiding future commissioners' actions.

Minnesota Pollution Control Agency 11-5-92
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eppac.lst



REGULATED

Course:

Term: 1992

Form: SURVEY QUESTIONNAIRE FORM

Item Key: 9210048

Following are your survey results. For each item the number responding to each alternative is listed at the end of the bars. In addition each response percentage is listed in parentheses and is calculated using the number of responses to the item. The mean, median, and standard deviation also are listed.

The mean is the average rating of an item. Each response is assigned an integer weight (number in parentheses in front of each bar), such as 1 through 5; or 1 through 7; the mean is then calculated on all responses to the item using the response weights. The mean is a good measure for summarizing results if the distribution of responses approximates a bell-shaped curve.

The median indicates the mid-point of the item responses. It is the point at which 50% of the responses are higher and 50% are lower. The median can be more important than the mean in summarizing results, especially if the distribution does not approximate a bell-shaped curve, but appears to have a long tail at one end or the other. Sometimes with small numbers of respondents, the mean or median may hide important differences in opinions, for example if 1/2 circled 1 and 1/2 circled 7, then the resultant mean and median of 4 would mask an important difference.

The standard deviation can be used as an index of consensus among the responses; the lower the standard deviation, the greater the similarity of responses--generally on a 5 to 7-point scale, a standard deviation of 0.8 to 1.0 or less can be considered low. Items with the highest standard deviation indicate items for which the responses are the most spread-out.

The frequency distributions and graphs provide you with the exact information as to how the respondents answered each item.

Please note the percentage of responses to each item. The further away from 100%, the more you are dealing with the opinions of only a portion of the group. If there were only a few responses to an item, you probably should disregard it.

The options column lists the various response alternatives that are available on different general purpose answer sheets. They are listed as reference to the integer weight assigned to each alternative.

When you are studying these results, be careful not to overinterpret them. Differences between means of less than one-half to three-quarters of a point are not meaningful in a practical sense; the biggest differences are the most trustworthy.

If you have any questions about your results, please feel free to contact us.

SURVEY QUESTIONNAIRE FORM -- 1992

GROUP A

Items:

1. When was your last contact with the MPCA Board?
Mean = 3.08 Median = 3.17
Standard Deviation = 1.78
Responses to item = 206 (98.6%)
2. When did you last attend a Regular Board Meeting?
Mean = 2.43 Median = 1.52
Standard Deviation = 1.68
Responses to item = 207 (99.0%)
3. If so, did you participate or observe the Regular Board Meeting?
Mean = 2.55 Median = 1.32
Standard Deviation = 1.95
Responses to item = 129 (61.7%)
4. When did you last attend a Board Committee Meeting?
Mean = 2.13 Median = 1.28
Standard Deviation = 1.65
Responses to item = 205 (98.1%)
5. If so, did you participate or observe the Board Committee Meeting?
Mean = 2.95 Median = 2.00
Standard Deviation = 1.97
Responses to item = 103 (49.3%)
6. The MPCA Board enhances the environmental decision making process.
Mean = 3.27 Median = 3.52
Standard Deviation = 1.05
Responses to item = 206 (98.6%)
7. The Board holds the Agency accountable for decisions on rules, permits, enforcements.
Mean = 3.20 Median = 3.35
Standard Deviation = 0.99
Responses to item = 206 (98.6%)
8. The Board ensures that staff decisions are presented in understandable language....
Mean = 2.85 Median = 2.89
Standard Deviation = 1.05
Responses to item = 206 (98.6%)
9. The Board provides a forum for citizens of the state to appeal staff actions and....
Mean = 3.45 Median = 3.68
Standard Deviation = 0.99
Responses to item = 206 (98.6%)
10. The Board's resolution of issues reduces the number of court challenges to Agency..
Mean = 3.01 Median = 3.04
Standard Deviation = 0.92
Responses to item = 205 (98.1%)
11. The Board assures that decisions are made in a public forum.
Mean = 3.17 Median = 3.29
Standard Deviation = 1.00
Responses to item = 206 (98.6%)

Options:

- Never
Over 3 Years
Within 3 Years
Within 2 Years
Within 1 Year

Responses :

- | | | | |
|----------------|-----|--|-------------|
| Never | (1) | | 70(34.0%) |
| Over 3 Years | (2) | | 25(12.1%) |
| Within 3 Years | (3) | | 12(5.8%) |
| Within 2 Years | (4) | | 16(7.8%) |
| Within 1 Year | (5) | | 83(40.3%) |
| | | | |
| Never | (1) | | 103(49.8%) |
| Over 3 Years | (2) | | 27(13.0%) |
| Within 3 Years | (3) | | 12(5.8%) |
| Within 2 Years | (4) | | 16(7.7%) |
| Within 1 Year | (5) | | 49(23.7%) |
| | | | |
| Never | (1) | | 79(61.2%) |
| Over 3 Years | (2) | | 0(0.0%) |
| Within 3 Years | (3) | | 0(0.0%) |
| Within 2 Years | (4) | | 0(0.0%) |
| Within 1 Year | (5) | | 50(38.8%) |
| | | | |
| Never | (1) | | 131(63.9%) |
| Over 3 Years | (2) | | 12(5.9%) |
| Within 3 Years | (3) | | 6(2.9%) |
| Within 2 Years | (4) | | 16(7.8%) |
| Within 1 Year | (5) | | 40(19.5%) |
| | | | |
| Never | (1) | | 51(49.5%) |
| Over 3 Years | (2) | | 1(1.0%) |
| Within 3 Years | (3) | | 2(1.9%) |
| Within 2 Years | (4) | | 0(0.0%) |
| Within 1 Year | (5) | | 49(47.6%) |
| | | | |
| Strg Disagree | (1) | | 11(5.3%) |
| Disagree | (2) | | 44(21.4%) |
| No Opinion | (3) | | 46(22.3%) |
| Agree | (4) | | 89(43.2%) |
| Strongly Agree | (5) | | 16(7.8%) |
| | | | |
| Strg Disagree | (1) | | 13(6.3%) |
| Disagree | (2) | | 35(17.0%) |
| No Opinion | (3) | | 65(31.6%) |
| Agree | (4) | | 83(40.3%) |
| Strongly Agree | (5) | | 10(4.9%) |
| | | | |
| Strg Disagree | (1) | | 23(11.2%) |
| Disagree | (2) | | 57(27.7%) |
| No Opinion | (3) | | 59(28.6%) |
| Agree | (4) | | 62(30.1%) |
| Strongly Agree | (5) | | 5(2.4%) |
| | | | |
| Strg Disagree | (1) | | 10(4.9%) |
| Disagree | (2) | | 27(13.1%) |
| No Opinion | (3) | | 47(22.8%) |
| Agree | (4) | | 104(50.5%) |
| Strongly Agree | (5) | | 18(8.7%) |
| | | | |
| Strg Disagree | (1) | | 14(6.8%) |
| Disagree | (2) | | 35(17.1%) |
| No Opinion | (3) | | 99(48.3%) |
| Agree | (4) | | 48(23.4%) |
| Strongly Agree | (5) | | 9(4.4%) |
| | | | |
| Strg Disagree | (1) | | 11(5.3%) |
| Disagree | (2) | | 44(21.4%) |
| No Opinion | (3) | | 61(29.6%) |
| Agree | (4) | | 79(38.3%) |
| Strongly Agree | (5) | | 11(5.3%) |

51%

Items:

Options:

Responses:

GROUP A

23. The Board does not have sufficient expertise and experience to make sound.... Mean = 3.17 Median = 3.16 Standard Deviation = 1.00 Responses to item = 203 (97.1%)	Strg Disagree (1) 9(4.4%) Disagree (2) 42(20.7%) No Opinion (3) 76(37.4%) Agree (4) 57(28.1%) Strongly Agree (5) 19(9.4%)
24. The Board is inconsistent in its decision making process. Mean = 3.27 Median = 3.21 Standard Deviation = 0.90 Responses to item = 203 (97.1%)	Strg Disagree (1) 6(3.0%) Disagree (2) 26(12.8%) No Opinion (3) 98(48.3%) Agree (4) 54(26.6%) Strongly Agree (5) 19(9.4%)
25. The Board process results in delaying issuance of permits and rules. Mean = 3.50 Median = 3.57 Standard Deviation = 1.02 Responses to item = 204 (97.6%)	Strg Disagree (1) 8(3.9%) Disagree (2) 23(11.3%) No Opinion (3) 66(32.4%) Agree (4) 73(35.8%) Strongly Agree (5) 34(16.7%)
26. The Board is too accessible in the decision making process resulting in delays... Mean = 3.01 Median = 3.01 Standard Deviation = 1.04 Responses to item = 203 (97.1%)	Strg Disagree (1) 15(7.4%) Disagree (2) 46(22.7%) No Opinion (3) 80(39.4%) Agree (4) 45(22.2%) Strongly Agree (5) 17(8.4%)
27. The Board is not sufficiently involved in long-range planning, setting priorities... Mean = 3.27 Median = 3.18 Standard Deviation = 0.88 Responses to item = 203 (97.1%)	Strg Disagree (1) 4(2.0%) Disagree (2) 26(12.8%) No Opinion (3) 105(51.7%) Agree (4) 47(23.2%) Strongly Agree (5) 21(10.3%)
28. The Board is too involved in issues not related to specific permit and rule.... Mean = 2.93 Median = 2.94 Standard Deviation = 0.84 Responses to item = 204 (97.6%)	Strg Disagree (1) 10(4.9%) Disagree (2) 39(19.1%) No Opinion (3) 120(58.8%) Agree (4) 25(12.3%) Strongly Agree (5) 10(4.9%)
29. The Board lacks accountability to the Governor. Mean = 2.95 Median = 2.93 Standard Deviation = 0.85 Responses to item = 203 (97.1%)	Strg Disagree (1) 6(3.0%) Disagree (2) 51(25.1%) No Opinion (3) 103(50.7%) Agree (4) 33(16.3%) Strongly Agree (5) 10(4.9%)
30. The Board lacks accountability to the Legislature. Mean = 3.00 Median = 2.97 Standard Deviation = 0.86 Responses to item = 204 (97.6%)	Strg Disagree (1) 5(2.5%) Disagree (2) 50(24.5%) No Opinion (3) 99(48.5%) Agree (4) 40(19.6%) Strongly Agree (5) 10(4.9%)
31. The Board lacks accountability to the citizens. Mean = 3.25 Median = 3.23 Standard Deviation = 1.02 Responses to item = 203 (97.1%)	Strg Disagree (1) 7(3.4%) Disagree (2) 42(20.7%) No Opinion (3) 72(35.5%) Agree (4) 58(28.6%) Strongly Agree (5) 24(11.8%)
32. Environmental issues are becoming too complex for volunteer Board members. Mean = 3.25 Median = 3.33 Standard Deviation = 1.20 Responses to item = 202 (96.7%)	Strg Disagree (1) 13(6.4%) Disagree (2) 53(26.2%) No Opinion (3) 42(20.8%) Agree (4) 59(29.2%) Strongly Agree (5) 35(17.3%)
33. The Board weakens accountability for the NPCA (by having a board and staff both.... Mean = 3.07 Median = 3.05 Standard Deviation = 1.08 Responses to item = 203 (97.1%)	Strg Disagree (1) 13(6.4%) Disagree (2) 52(25.6%) No Opinion (3) 66(32.5%) Agree (4) 52(25.6%) Strongly Agree (5) 20(9.9%)

Items:

45. The Board should approve the MPCA legislative agenda.
 Mean = 3.38 Median = 3.44
 Standard Deviation = 0.97
 Responses to item = 203 (97.1%)

46. The Board should give more consideration to the relative health risks of pollution
 Mean = 3.31 Median = 3.31
 Standard Deviation = 1.01
 Responses to item = 202 (96.7%)

47. The Board should delegate more responsibilities to the commissioner.
 Mean = 3.04 Median = 3.03
 Standard Deviation = 0.95
 Responses to item = 203 (97.1%)

48. The Board needs to meet more frequently.

Mean = 2.85 Median = 2.93
 Standard Deviation = 0.76
 Responses to item = 203 (97.1%)

Options:

Responses:

GROUP A

Strg Disagree (1) ■ 9(4.4%)
 Disagree (2) ■ 23(11.3%)
 No Opinion (3) ■ 74(36.5%)
 Agree (4) ■ 75(36.9%)
 Strongly Agree (5) ■ 22(10.8%)

Strg Disagree (1) ■ 11(5.4%)
 Disagree (2) ■ 25(12.4%)
 No Opinion (3) ■ 80(39.6%)
 Agree (4) ■ 63(31.2%)
 Strongly Agree (5) ■ 23(11.4%)

Strg Disagree (1) ■ 13(6.4%)
 Disagree (2) ■ 34(16.7%)
 No Opinion (3) ■ 102(50.2%)
 Agree (4) ■ 40(19.7%)
 Strongly Agree (5) ■ 14(6.9%)

Strg Disagree (1) ■ 14(6.9%)
 Disagree (2) ■ 33(16.3%)
 No Opinion (3) ■ 127(62.6%)
 Agree (4) ■ 28(13.8%)
 Strongly Agree (5) ■ 1(0.5%)



MPCA STAFF

GROUP B

Course:

Term: 1992

Form: SURVEY QUESTIONNAIRE FORM

Item Key: 9210048

Following are your survey results. For each item the number responding to each alternative is listed at the end of the bars. In addition each response percentage is listed in parentheses and is calculated using the number of responses to the item. The mean, median, and standard deviation also are listed.

The mean is the average rating of an item. Each response is assigned an integer weight (number in parentheses in front of each bar), such as 1 through 5; or 1 through 7; the mean is then calculated on all responses to the item using the response weights. The mean is a good measure for summarizing results if the distribution of responses approximates a bell-shaped curve.

The median indicates the mid-point of the item responses. It is the point at which 50% of the responses are higher and 50% are lower. The median can be more important than the mean in summarizing results, especially if the distribution does not approximate a bell-shaped curve, but appears to have a long tail at one end or the other. Sometimes with small numbers of respondents, the mean or median may hide important differences in opinions, for example if 1/2 circled 1 and 1/2 circled 7, then the resultant mean and median of 4 would mask an important difference.

The standard deviation can be used as an index of consensus among the responses; the lower the standard deviation, the greater the similarity of responses--generally on a 5 to 7-point scale, a standard deviation of 0.8 to 1.0 or less can be considered low. Items with the highest standard deviation indicate items for which the responses are the most spread-out.

The frequency distributions and graphs provide you with the exact information as to how the respondents answered each item.

Please note the percentage of responses to each item. The further away from 100%, the more you are dealing with the opinions of only a portion of the group. If there were only a few responses to an item, you probably should disregard it.

The options column lists the various response alternatives that are available on different general purpose answer sheets. They are listed as reference to the integer weight assigned to each alternative.

When you are studying these results, be careful not to overinterpret them. Differences between means of less than one-half to three-quarters of a point are not meaningful in a practical sense; the biggest differences are the most trustworthy.

If you have any questions about your results, please feel free to contact us.

SURVEY QUESTIONNAIRE FORM -- 1992

GROUP B

Items:

Options:

Responses:

1. When was your last contact with the MPCA Board?
Mean = 3.97 Median = 4.65
Standard Deviation = 1.45
Responses to item = 229 (99.1%)
2. When did you last attend a Regular Board Meeting?
Mean = 4.15 Median = 4.70
Standard Deviation = 1.30
Responses to item = 230 (99.6%)
3. If so, did you participate or observe the Regular Board Meeting?
Mean = 3.00 Median = 3.00
Standard Deviation = 1.98
Responses to item = 218 (94.4%)
4. When did you last attend a Board Committee Meeting?
Mean = 3.42 Median = 4.51
Standard Deviation = 1.81
Responses to item = 226 (97.8%)
5. If so, did you participate or observe the Board Committee Meeting?
Mean = 3.83 Median = 4.78
Standard Deviation = 1.80
Responses to item = 178 (77.1%)
6. The MPCA Board enhances the environmental decision making process.
Mean = 3.39 Median = 3.68
Standard Deviation = 1.09
Responses to item = 230 (99.6%)
7. The Board holds the Agency accountable for decisions on rules, permits, enforcements,
Mean = 3.40 Median = 3.65
Standard Deviation = 0.95
Responses to item = 230 (99.6%)
8. The Board ensures that staff decisions are presented in understandable language....
Mean = 3.19 Median = 3.46
Standard Deviation = 1.06
Responses to item = 230 (99.6%)
9. The Board provides a forum for citizens of the state to appeal staff actions and....
Mean = 4.14 Median = 4.16
Standard Deviation = 0.74
Responses to item = 230 (99.6%)
10. The Board's resolution of issues reduces the number of court challenges to Agency..
Mean = 3.21 Median = 3.17
Standard Deviation = 0.96
Responses to item = 230 (99.6%)
11. The Board assures that decisions are made in a public forum.
Mean = 3.83 Median = 3.96
Standard Deviation = 0.85
Responses to item = 229 (99.1%)
- Never
Over 3 Years
Within 3 Years
Within 2 Years
Within 1 Year
- Never
Over 3 Years
Within 3 Years
Within 2 Years
Within 1 Year
- Never
Over 3 Years
Within 3 Years
Within 2 Years
Within 1 Year
- Never
Over 3 Years
Within 3 Years
Within 2 Years
Within 1 Year
- Never
Over 3 Years
Within 3 Years
Within 2 Years
Within 1 Year
- Strg Disagree
Disagree
No Opinion
Agree
Strongly Agree
- Strg Disagree
Disagree
No Opinion
Agree
Strongly Agree
- Strg Disagree
Disagree
No Opinion
Agree
Strongly Agree
- Strg Disagree
Disagree
No Opinion
Agree
Strongly Agree
- Strg Disagree
Disagree
No Opinion
Agree
Strongly Agree
- Strg Disagree
Disagree
No Opinion
Agree
Strongly Agree
- (1) 29(12.7%)
(2) 15(6.6%)
(3) 26(11.4%)
(4) 24(10.5%)
(5) 135(59.0%)
- (1) 18(7.8%)
(2) 18(7.8%)
(3) 19(8.3%)
(4) 32(13.9%)
(5) 143(62.2%)
- (1) 107(49.1%)
(2) 1(0.5%)
(3) 2(0.9%)
(4) 2(0.9%)
(5) 106(48.6%)
- (1) 73(32.3%)
(2) 8(3.5%)
(3) 10(4.4%)
(4) 21(9.3%)
(5) 114(50.4%)
- (1) 50(28.1%)
(2) 1(0.6%)
(3) 2(1.1%)
(4) 1(0.6%)
(5) 124(69.7%)
- (1) 11(4.8%)
(2) 49(21.3%)
(3) 36(15.7%)
(4) 107(46.5%)
(5) 27(11.7%)
- (1) 5(2.2%)
(2) 46(20.0%)
(3) 46(20.0%)
(4) 117(50.9%)
(5) 16(7.0%)
- (1) 12(5.2%)
(2) 80(26.1%)
(3) 45(19.6%)
(4) 98(42.6%)
(5) 15(6.5%)
- (1) 1(0.4%)
(2) 9(3.9%)
(3) 15(6.5%)
(4) 136(59.1%)
(5) 69(30.0%)
- (1) 3(1.3%)
(2) 55(23.9%)
(3) 85(37.0%)
(4) 64(27.8%)
(5) 23(10.0%)
- (1) 2(0.9%)
(2) 24(10.5%)
(3) 21(9.2%)
(4) 146(63.8%)
(5) 36(15.7%)

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Items:

Options:

Responses:

GROUP B

23. The Board does not have sufficient expertise and experience to make sound.... Mean = 3.15 Median = 3.13 Standard Deviation = 1.02 Responses to item = 227 (98.3%)	Strg Disagree Disagree No Opinion Agree Strongly Agree	(1) 6(2.6%) (2) 65(28.6%) (3) 67(29.5%) (4) 68(30.0%) (5) 21(9.3%)
24. The Board is inconsistent in its decision making process. Mean = 3.41 Median = 3.37 Standard Deviation = 0.87 Responses to item = 228 (98.7%)	Strg Disagree Disagree No Opinion Agree Strongly Agree	(1) 2(0.9%) (2) 29(12.7%) (3) 95(41.7%) (4) 78(34.2%) (5) 24(10.5%)
25. The Board process results in delaying issuance of permits and rules. Mean = 3.48 Median = 3.67 Standard Deviation = 0.96 Responses to item = 228 (98.7%)	Strg Disagree Disagree No Opinion Agree Strongly Agree	(1) 3(1.3%) (2) 42(18.4%) (3) 51(22.4%) (4) 107(46.9%) (5) 25(11.0%)
26. The Board is too accessible in the decision making process resulting in delays... Mean = 3.05 Median = 2.99 Standard Deviation = 1.00 Responses to item = 228 (98.7%)	Strg Disagree Disagree No Opinion Agree Strongly Agree	(1) 8(3.5%) (2) 65(28.5%) (3) 83(36.4%) (4) 52(22.8%) (5) 20(8.8%)
27. The Board is not sufficiently involved in long-range planning, setting priorities... Mean = 3.57 Median = 3.63 Standard Deviation = 0.93 Responses to item = 228 (98.7%)	Strg Disagree Disagree No Opinion Agree Strongly Agree	(1) 1(0.4%) (2) 30(13.2%) (3) 72(31.6%) (4) 88(38.6%) (5) 37(16.2%)
28. The Board is too involved in issues not related to specific permit and rule.... Mean = 2.83 Median = 2.83 Standard Deviation = 0.85 Responses to item = 228 (98.7%)	Strg Disagree Disagree No Opinion Agree Strongly Agree	(1) 10(4.4%) (2) 66(28.9%) (3) 114(50.0%) (4) 29(12.7%) (5) 9(3.9%)
29. The Board lacks accountability to the Governor. Mean = 2.79 Median = 2.81 Standard Deviation = 0.81 Responses to item = 228 (98.7%)	Strg Disagree Disagree No Opinion Agree Strongly Agree	(1) 10(4.4%) (2) 68(29.8%) (3) 115(50.4%) (4) 30(13.2%) (5) 5(2.2%)
30. The Board lacks accountability to the Legislature. Mean = 2.93 Median = 2.94 Standard Deviation = 0.81 Responses to item = 228 (98.7%)	Strg Disagree Disagree No Opinion Agree Strongly Agree	(1) 7(3.1%) (2) 57(25.0%) (3) 114(50.0%) (4) 45(19.7%) (5) 5(2.2%)
31. The Board lacks accountability to the citizens. Mean = 2.72 Median = 2.60 Standard Deviation = 0.89 Responses to item = 228 (98.7%)	Strg Disagree Disagree No Opinion Agree Strongly Agree	(1) 9(3.9%) (2) 97(42.5%) (3) 78(34.2%) (4) 37(16.2%) (5) 7(3.1%)
32. Environmental issues are becoming too complex for volunteer Board members. Mean = 3.37 Median = 3.63 Standard Deviation = 1.15 Responses to item = 228 (98.7%)	Strg Disagree Disagree No Opinion Agree Strongly Agree	(1) 9(3.9%) (2) 61(26.8%) (3) 32(14.0%) (4) 89(39.0%) (5) 37(16.2%)
33. The Board weakens accountability for the MPCA (by having a board and staff both.... Mean = 2.86 Median = 2.69 Standard Deviation = 1.04 Responses to item = 228 (98.7%)	Strg Disagree Disagree No Opinion Agree Strongly Agree	(1) 12(5.3%) (2) 92(40.4%) (3) 52(22.8%) (4) 59(25.9%) (5) 13(5.7%)

Items:

Options:

Responses:

GROUP B

45. The Board should approve the MPCA legislative agenda.

Mean = 2.70 Median = 2.69
Standard Deviation = 1.09
Responses to item = 228 (98.7%)

Strg Disagree (1) ■ 36(15.8%)
Disagree (2) ■ 66(28.9%)
No Opinion (3) ■ 63(27.6%)
Agree (4) ■ 57(25.0%)
Strongly Agree (5) ■ 6(2.6%)

46. The Board should give more consideration to the relative health risks of pollution

Mean = 3.34 Median = 3.44
Standard Deviation = 0.93
Responses to item = 228 (98.7%)

Strg Disagree (1) ■ 8(3.5%)
Disagree (2) ■ 33(14.5%)
No Opinion (3) ■ 78(34.2%)
Agree (4) ■ 92(40.4%)
Strongly Agree (5) ■ 17(7.5%)

47. The Board should delegate more responsibilities to the commissioner.

Mean = 3.36 Median = 3.53
Standard Deviation = 1.11
Responses to item = 227 (98.3%)

Strg Disagree (1) ■ 14(6.2%)
Disagree (2) ■ 39(17.2%)
No Opinion (3) ■ 58(25.6%)
Agree (4) ■ 83(36.6%)
Strongly Agree (5) ■ 33(14.5%)

48. The Board needs to meet more frequently.

Mean = 2.66 Median = 2.63
Standard Deviation = 0.93
Responses to item = 227 (98.3%)

Strg Disagree (1) ■ 20(8.8%)
Disagree (2) ■ 82(36.1%)
No Opinion (3) ■ 87(38.3%)
Agree (4) ■ 31(13.7%)
Strongly Agree (5) ■ 7(3.1%)



Group C

MEMBER OF GOVERNMENT

Course:

Term: 1992

Form: SURVEY QUESTIONNAIRE FORM

Item Key: 9210048

Following are your survey results. For each item the number responding to each alternative is listed at the end of the bars. In addition each response percentage is listed in parentheses and is calculated using the number of responses to the item. The mean, median, and standard deviation also are listed.

The mean is the average rating of an item. Each response is assigned an integer weight (number in parentheses in front of each bar), such as 1 through 5, or 1 through 7; the mean is then calculated on all responses to the item using the response weights. The mean is a good measure for summarizing results if the distribution of responses approximates a bell-shaped curve.

The median indicates the mid-point of the item responses. It is the point at which 50% of the responses are higher and 50% are lower. The median can be more important than the mean in summarizing results, especially if the distribution does not approximate a bell-shaped curve, but appears to have a long tail at one end or the other. Sometimes with small numbers of respondents, the mean or median may hide important differences in opinions, for example if 1/2 circled 1 and 1/2 circled 7, then the resultant mean and median of 4 would mask an important difference.

The standard deviation can be used as an index of consensus among the responses; the lower the standard deviation, the greater the similarity of responses--generally on a 5 to 7-point scale, a standard deviation of 0.8 to 1.0 or less can be considered low. Items with the highest standard deviation indicate items for which the responses are the most spread-out.

The frequency distributions and graphs provide you with the exact information as to how the respondents answered each item.

Please note the percentage of responses to each item. The further away from 100%, the more you are dealing with the opinions of only a portion of the group. If there were only a few responses to an item, you probably should disregard it.

The options column lists the various response alternatives that are available on different general purpose answer sheets. They are listed as reference to the integer weight assigned to each alternative.

When you are studying these results, be careful not to overinterpret them. Differences between means of less than one-half to three-quarters of a point are not meaningful in a practical sense; the biggest differences are the most trustworthy.

If you have any questions about your results, please feel free to contact us.

SURVEY QUESTIONNAIRE FORM -- 1992

GROUP C

Items:

1. When was your last contact with the MPCA Board?
Mean = 3.24 Median = 3.44
Standard Deviation = 1.73
Responses to item = 83 (100.0%)
2. When did you last attend a Regular Board Meeting?
Mean = 1.88 Median = 1.33
Standard Deviation = 1.31
Responses to item = 83 (100.0%)
3. If so, did you participate or observe the Regular Board Meeting?
Mean = 2.74 Median = 1.38
Standard Deviation = 1.98
Responses to item = 46 (55.4%)
4. When did you last attend a Board Committee Meeting?
Mean = 1.77 Median = 1.19
Standard Deviation = 1.43
Responses to item = 81 (97.6%)
5. If so, did you participate or observe the Board Committee Meeting?
Mean = 2.50 Median = 1.36
Standard Deviation = 1.85
Responses to item = 38 (45.8%)
6. The MPCA Board enhances the environmental decision making process.
Mean = 3.10 Median = 3.24
Standard Deviation = 1.15
Responses to item = 80 (96.4%)
7. The Board holds the Agency accountable for decisions on rules, permits, enforcements.
Mean = 2.91 Median = 3.05
Standard Deviation = 1.18
Responses to item = 81 (97.6%)
8. The Board ensures that staff decisions are presented in understandable language....
Mean = 2.65 Median = 2.50
Standard Deviation = 1.05
Responses to item = 80 (96.4%)
9. The Board provides a forum for citizens of the state to appeal staff actions and....
Mean = 3.32 Median = 3.62
Standard Deviation = 1.13
Responses to item = 81 (97.6%)
10. The Board's resolution of issues reduces the number of court challenges to Agency..
Mean = 2.88 Median = 2.95
Standard Deviation = 0.87
Responses to item = 80 (96.4%)
11. The Board assures that decisions are made in a public forum.
Mean = 3.16 Median = 3.39
Standard Deviation = 1.15
Responses to item = 80 (96.4%)

Options:

- Never
Over 3 Years
Within 3 Years
Within 2 Years
Within 1 Year

Responses :

- | | |
|----------------|-------------------------------------|
| Never | (1) ██████████ 23(27.7%) |
| Over 3 Years | (2) ██████ 11(13.3%) |
| Within 3 Years | (3) █████ 8(9.6%) |
| Within 2 Years | (4) █████ 5(6.0%) |
| Within 1 Year | (5) ████████████████████ 36(43.4%) |
| Never | (1) ████████████████████ 50(60.2%) |
| Over 3 Years | (2) ██████ 13(15.7%) |
| Within 3 Years | (3) █████ 7(8.4%) |
| Within 2 Years | (4) █████ 6(7.2%) |
| Within 1 Year | (5) █████ 7(8.4%) |
| Never | (1) ████████████████████ 26(56.5%) |
| Over 3 Years | (2) █████ 0(0.0%) |
| Within 3 Years | (3) █████ 0(0.0%) |
| Within 2 Years | (4) █████ 0(0.0%) |
| Within 1 Year | (5) ████████████████████ 20(43.5%) |
| Never | (1) ████████████████████ 59(72.8%) |
| Over 3 Years | (2) █████ 7(8.6%) |
| Within 3 Years | (3) █████ 1(1.2%) |
| Within 2 Years | (4) █████ 3(3.7%) |
| Within 1 Year | (5) █████ 11(13.6%) |
| Never | (1) ████████████████████ 22(57.9%) |
| Over 3 Years | (2) █████ 1(2.6%) |
| Within 3 Years | (3) █████ 1(2.6%) |
| Within 2 Years | (4) █████ 2(5.3%) |
| Within 1 Year | (5) ████████████████████ 12(31.6%) |
| Strg Disagree | (1) █████ 8(10.0%) |
| Disagree | (2) ██████████ 18(22.5%) |
| No Opinion | (3) ██████████ 19(23.8%) |
| Agree | (4) ██████████ 28(35.0%) |
| Strongly Agree | (5) █████ 7(8.8%) |
| Strg Disagree | (1) █████ 13(16.0%) |
| Disagree | (2) ██████████ 17(21.0%) |
| No Opinion | (3) ██████████ 19(23.5%) |
| Agree | (4) ██████████ 28(34.6%) |
| Strongly Agree | (5) █████ 4(4.9%) |
| Strg Disagree | (1) █████ 11(13.8%) |
| Disagree | (2) ██████████ 29(36.3%) |
| No Opinion | (3) ██████████ 18(22.5%) |
| Agree | (4) ██████████ 21(26.3%) |
| Strongly Agree | (5) █████ 1(1.3%) |
| Strg Disagree | (1) █████ 8(9.9%) |
| Disagree | (2) █████ 11(13.6%) |
| No Opinion | (3) ██████████ 17(21.0%) |
| Agree | (4) ██████████ 37(45.7%) |
| Strongly Agree | (5) █████ 8(9.9%) |
| Strg Disagree | (1) █████ 7(8.8%) |
| Disagree | (2) ██████████ 14(17.5%) |
| No Opinion | (3) ██████████ 42(52.5%) |
| Agree | (4) ██████████ 16(20.0%) |
| Strongly Agree | (5) █████ 1(1.3%) |
| Strg Disagree | (1) █████ 8(10.0%) |
| Disagree | (2) ██████████ 16(20.0%) |
| No Opinion | (3) ██████████ 18(22.5%) |
| Agree | (4) ██████████ 31(38.8%) |
| Strongly Agree | (5) █████ 7(8.8%) |

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Items:

23. The Board does not have sufficient expertise and experience to make sound....
Mean = 3.28 Median = 3.23
Standard Deviation = 1.13
Responses to item = 80 (96.4%)
24. The Board is inconsistent in its decision making process.
Mean = 3.49 Median = 3.41
Standard Deviation = 1.04
Responses to item = 79 (95.2%)
25. The Board process results in delaying issuance of permits and rules.
Mean = 3.59 Median = 3.57
Standard Deviation = 0.93
Responses to item = 80 (96.4%)
26. The Board is too accessible in the decision making process resulting in delays...
Mean = 3.14 Median = 3.07
Standard Deviation = 1.03
Responses to item = 80 (96.4%)
27. The Board is not sufficiently involved in long-range planning, setting priorities...
Mean = 3.23 Median = 3.12
Standard Deviation = 0.84
Responses to item = 79 (95.2%)
28. The Board is too involved in issues not related to specific permit and rule....
Mean = 3.17 Median = 3.08
Standard Deviation = 0.82
Responses to item = 80 (96.4%)
29. The Board lacks accountability to the Governor.
Mean = 2.99 Median = 2.99
Standard Deviation = 0.78
Responses to item = 80 (96.4%)
30. The Board lacks accountability to the Legislature.
Mean = 3.24 Median = 3.22
Standard Deviation = 0.93
Responses to item = 79 (95.2%)
31. The Board lacks accountability to the citizens.
Mean = 3.49 Median = 3.65
Standard Deviation = 0.99
Responses to item = 80 (96.4%)
32. Environmental issues are becoming too complex for volunteer Board members.
Mean = 3.16 Median = 3.17
Standard Deviation = 1.36
Responses to item = 80 (96.4%)
33. The Board weakens accountability for the MPCA (by having a board and staff both....
Mean = 2.99 Median = 2.93
Standard Deviation = 1.18
Responses to item = 80 (96.4%)

Options:

Strg Disagree
Disagree
No Opinion
Agree
Strongly Agree

Strg Disagree
Disagree
No Opinion
Agree
Strongly Agree

Strg Disagree
Disagree
No Opinion
Agree
Strongly Agree

Strg Disagree
Disagree
No Opinion
Agree
Strongly Agree

Strg Disagree
Disagree
No Opinion
Agree
Strongly Agree

Strg Disagree
Disagree
No Opinion
Agree
Strongly Agree

Strg Disagree
Disagree
No Opinion
Agree
Strongly Agree

Strg Disagree
Disagree
No Opinion
Agree
Strongly Agree

Strg Disagree
Disagree
No Opinion
Agree
Strongly Agree

Strg Disagree
Disagree
No Opinion
Agree
Strongly Agree

Strg Disagree
Disagree
No Opinion
Agree
Strongly Agree

Responses:

(1) 4(5.0%)
(2) 17(21.3%)
(3) 26(32.5%)
(4) 19(23.8%)
(5) 14(17.5%)

(1) 1(1.3%)
(2) 13(16.5%)
(3) 28(35.4%)
(4) 20(25.3%)
(5) 17(21.5%)

(1) 0(0.0%)
(2) 10(12.5%)
(3) 28(35.0%)
(4) 27(33.8%)
(5) 15(18.8%)

(1) 4(5.0%)
(2) 16(20.0%)
(3) 35(43.8%)
(4) 15(18.8%)
(5) 10(12.5%)

(1) 1(1.3%)
(2) 10(12.7%)
(3) 46(58.2%)
(4) 14(17.7%)
(5) 8(10.1%)

(1) 1(1.3%)
(2) 11(13.8%)
(3) 48(60.0%)
(4) 13(16.3%)
(5) 7(8.8%)

(1) 2(2.5%)
(2) 17(21.3%)
(3) 43(53.8%)
(4) 16(20.0%)
(5) 2(2.5%)

(1) 0(0.0%)
(2) 20(25.3%)
(3) 27(34.2%)
(4) 25(31.6%)
(5) 7(8.9%)

(1) 1(1.3%)
(2) 15(18.8%)
(3) 19(23.8%)
(4) 34(42.5%)
(5) 11(13.8%)

(1) 9(11.3%)
(2) 23(28.8%)
(3) 12(15.0%)
(4) 18(22.5%)
(5) 18(22.5%)

(1) 8(10.0%)
(2) 22(27.5%)
(3) 23(28.8%)
(4) 17(21.3%)
(5) 10(12.5%)

GROUP C

GROUP C

Items:

45. The Board should approve the MPCA legislative agenda.

Mean = 3.17 Median = 3.29
Standard Deviation = 1.19
Responses to item = 80 (96.4%)

46. The Board should give more consideration to the relative health risks of pollution

Mean = 3.29 Median = 3.32
Standard Deviation = 1.06
Responses to item = 80 (96.4%)

47. The Board should delegate more responsibilities to the commissioner.

Mean = 3.14 Median = 3.08
Standard Deviation = 0.95
Responses to item = 79 (95.2%)

48. The Board needs to meet more frequently.

Mean = 2.87 Median = 2.94
Standard Deviation = 0.67
Responses to item = 78 (94.0%)

Options:

Responses:

Strg Disagree (1) 10(12.5%)
Disagree (2) 11(13.8%)
No Opinion (3) 24(30.0%)
Agree (4) 25(31.3%)
Strongly Agree (5) 10(12.5%)

Strg Disagree (1) 5(6.3%)
Disagree (2) 12(15.0%)
No Opinion (3) 28(35.0%)
Agree (4) 25(31.3%)
Strongly Agree (5) 10(12.5%)

Strg Disagree (1) 3(3.8%)
Disagree (2) 14(17.7%)
No Opinion (3) 39(49.4%)
Agree (4) 15(19.0%)
Strongly Agree (5) 8(10.1%)

Strg Disagree (1) 4(5.1%)
Disagree (2) 11(14.1%)
No Opinion (3) 54(69.2%)
Agree (4) 9(11.5%)
Strongly Agree (5) 0(0.0%)



CITIZEN GROUP

GROUP C

Course:

Term: 1992

Form: SURVEY QUESTIONNAIRE FORM

Item Key: 9210048

Following are your survey results. For each item the number responding to each alternative is listed at the end of the bars. In addition each response percentage is listed in parentheses and is calculated using the number of responses to the item. The mean, median, and standard deviation also are listed.

The mean is the average rating of an item. Each response is assigned an integer weight (number in parentheses in front of each bar), such as 1 through 5, or 1 through 7; the mean is then calculated on all responses to the item using the response weights. The mean is a good measure for summarizing results if the distribution of responses approximates a bell-shaped curve.

The median indicates the mid-point of the item responses. It is the point at which 50% of the responses are higher and 50% are lower. The median can be more important than the mean in summarizing results, especially if the distribution does not approximate a bell-shaped curve, but appears to have a long tail at one end or the other. Sometimes with small numbers of respondents, the mean or median may hide important differences in opinions, for example if 1/2 circled 1 and 1/2 circled 7, then the resultant mean and median of 4 would mask an important difference.

The standard deviation can be used as an index of consensus among the responses; the lower the standard deviation, the greater the similarity of responses--generally on a 5 to 7-point scale, a standard deviation of 0.8 to 1.0 or less can be considered low. Items with the highest standard deviation indicate items for which the responses are the most spread-out.

The frequency distributions and graphs provide you with the exact information as to how the respondents answered each item.

Please note the percentage of responses to each item. The further away from 100%, the more you are dealing with the opinions of only a portion of the group. If there were only a few responses to an item, you probably should disregard it.

The options column lists the various response alternatives that are available on different general purpose answer sheets. They are listed as reference to the integer weight assigned to each alternative.

When you are studying these results, be careful not to overinterpret them. Differences between means of less than one-half to three-quarters of a point are not meaningful in a practical sense; the biggest differences are the most trustworthy.

If you have any questions about your results, please feel free to contact us.

SURVEY QUESTIONNAIRE FORM -- 1982

GROUP C

Items:

1. When was your last contact with the MPCA Board?
Mean = 3.77 Median = 4.69
Standard Deviation = 1.74
Responses to item = 26 (96.3%)
2. When did you last attend a Regular Board Meeting?
Mean = 3.62 Median = 4.63
Standard Deviation = 1.80
Responses to item = 26 (96.3%)
3. If so, did you participate or observe the Regular Board Meeting?
Mean = 3.18 Median = 4.58
Standard Deviation = 1.99
Responses to item = 22 (81.5%)
4. When did you last attend a Board Committee Meeting?
Mean = 3.19 Median = 4.50
Standard Deviation = 1.92
Responses to item = 26 (96.3%)
5. If so, did you participate or observe the Board Committee Meeting?
Mean = 3.44 Median = 4.68
Standard Deviation = 1.95
Responses to item = 18 (66.7%)
6. The MPCA Board enhances the environmental decision making process.
Mean = 3.46 Median = 3.77
Standard Deviation = 1.22
Responses to item = 26 (96.3%)
7. The Board holds the Agency accountable for decisions on rules, permits, enforcements.
Mean = 3.35 Median = 3.68
Standard Deviation = 1.21
Responses to item = 26 (96.3%)
8. The Board ensures that staff decisions are presented in understandable language....
Mean = 3.15 Median = 3.25
Standard Deviation = 1.35
Responses to item = 26 (96.3%)
9. The Board provides a forum for citizens of the state to appeal staff actions and....
Mean = 3.65 Median = 3.94
Standard Deviation = 1.27
Responses to item = 26 (96.3%)
0. The Board's resolution of issues reduces the number of court challenges to Agency..
Mean = 3.27 Median = 3.32
Standard Deviation = 0.98
Responses to item = 26 (96.3%)
1. The Board assures that decisions are made in a public forum.
Mean = 3.60 Median = 3.86
Standard Deviation = 1.30
Responses to item = 25 (92.6%)

Options:

- Never
Over 3 Years
Within 3 Years
Within 2 Years
Within 1 Year

Responses :

- Never (1) 7 (26.9%)
Over 3 Years (2) 0 (0.0%)
Within 3 Years (3) 1 (3.8%)
Within 2 Years (4) 2 (7.7%)
Within 1 Year (5) 16 (61.5%)
- Never (1) 8 (30.8%)
Over 3 Years (2) 0 (0.0%)
Within 3 Years (3) 1 (3.8%)
Within 2 Years (4) 2 (7.7%)
Within 1 Year (5) 15 (57.7%)
- Never (1) 10 (45.5%)
Over 3 Years (2) 0 (0.0%)
Within 3 Years (3) 0 (0.0%)
Within 2 Years (4) 0 (0.0%)
Within 1 Year (5) 12 (54.5%)
- Never (1) 11 (42.3%)
Over 3 Years (2) 0 (0.0%)
Within 3 Years (3) 1 (3.8%)
Within 2 Years (4) 1 (3.8%)
Within 1 Year (5) 13 (50.0%)
- Never (1) 7 (38.9%)
Over 3 Years (2) 0 (0.0%)
Within 3 Years (3) 0 (0.0%)
Within 2 Years (4) 0 (0.0%)
Within 1 Year (5) 11 (61.1%)
- Strg Disagree (1) 2 (7.7%)
Disagree (2) 5 (19.2%)
No Opinion (3) 3 (11.5%)
Agree (4) 11 (42.3%)
Strongly Agree (5) 5 (19.2%)
- Strg Disagree (1) 2 (7.7%)
Disagree (2) 6 (23.1%)
No Opinion (3) 3 (11.5%)
Agree (4) 11 (42.3%)
Strongly Agree (5) 4 (15.4%)
- Strg Disagree (1) 5 (19.2%)
Disagree (2) 2 (7.7%)
No Opinion (3) 8 (30.8%)
Agree (4) 6 (23.1%)
Strongly Agree (5) 5 (19.2%)
- Strg Disagree (1) 2 (7.7%)
Disagree (2) 4 (15.4%)
No Opinion (3) 3 (11.5%)
Agree (4) 9 (34.6%)
Strongly Agree (5) 8 (30.8%)
- Strg Disagree (1) 2 (7.7%)
Disagree (2) 2 (7.7%)
No Opinion (3) 11 (42.3%)
Agree (4) 9 (34.6%)
Strongly Agree (5) 2 (7.7%)
- Strg Disagree (1) 2 (8.0%)
Disagree (2) 4 (16.0%)
No Opinion (3) 4 (16.0%)
Agree (4) 7 (28.0%)
Strongly Agree (5) 8 (32.0%)

6d 5%
over

1992

NUMBER OF SURVEYS = 27

Item Key: 9210048

Items:

23. The Board does not have sufficient expertise and experience to make sound....
Mean = 2.69 Median = 2.50
Standard Deviation = 1.07
Responses to item = 26 (96.3%)
24. The Board is inconsistent in its decision making process.
Mean = 2.73 Median = 2.72
Standard Deviation = 1.02
Responses to item = 26 (96.3%)
25. The Board process results in delaying issuance of permits and rules.
Mean = 2.96 Median = 3.00
Standard Deviation = 1.19
Responses to item = 26 (96.3%)
26. The Board is too accessible in the decision making process resulting in delays...
Mean = 2.23 Median = 2.14
Standard Deviation = 0.97
Responses to item = 26 (96.3%)
27. The Board is not sufficiently involved in long-range planning, setting priorities...
Mean = 3.31 Median = 3.30
Standard Deviation = 1.20
Responses to item = 26 (96.3%)
28. The Board is too involved in issues not related to specific permit and rule....
Mean = 2.54 Median = 2.61
Standard Deviation = 1.01
Responses to item = 26 (96.3%)
29. The Board lacks accountability to the Governor.
Mean = 2.69 Median = 2.50
Standard Deviation = 0.95
Responses to item = 26 (96.3%)
30. The Board lacks accountability to the Legislature.
Mean = 2.80 Median = 2.81
Standard Deviation = 1.06
Responses to item = 25 (92.6%)
31. The Board lacks accountability to the citizens.
Mean = 2.88 Median = 3.08
Standard Deviation = 1.21
Responses to item = 25 (92.6%)
32. Environmental issues are becoming too complex for volunteer Board members.
Mean = 2.23 Median = 1.75
Standard Deviation = 1.34
Responses to item = 26 (96.3%)
33. The Board weakens accountability for the MPCA (by having a board and staff both....
Mean = 2.19 Median = 2.00
Standard Deviation = 1.04
Responses to item = 26 (96.3%)

Options:

Responses:

GROUP C

- Strg Disagree (1) 3 (11.5%)
Disagree (2) 10 (38.5%)
No Opinion (3) 6 (23.1%)
Agree (4) 6 (23.1%)
Strongly Agree (5) 1 (3.8%)
- Strg Disagree (1) 3 (11.5%)
Disagree (2) 8 (30.8%)
No Opinion (3) 9 (34.6%)
Agree (4) 5 (19.2%)
Strongly Agree (5) 1 (3.8%)
- Strg Disagree (1) 3 (11.5%)
Disagree (2) 8 (30.8%)
No Opinion (3) 4 (15.4%)
Agree (4) 9 (34.6%)
Strongly Agree (5) 2 (7.7%)
- Strg Disagree (1) 6 (23.1%)
Disagree (2) 11 (42.3%)
No Opinion (3) 7 (26.9%)
Agree (4) 1 (3.8%)
Strongly Agree (5) 1 (3.8%)
- Strg Disagree (1) 3 (11.5%)
Disagree (2) 2 (7.7%)
No Opinion (3) 10 (38.5%)
Agree (4) 6 (23.1%)
Strongly Agree (5) 5 (19.2%)
- Strg Disagree (1) 5 (19.2%)
Disagree (2) 7 (26.9%)
No Opinion (3) 9 (34.6%)
Agree (4) 5 (19.2%)
Strongly Agree (5) 0 (0.0%)
- Strg Disagree (1) 2 (7.7%)
Disagree (2) 11 (42.3%)
No Opinion (3) 6 (23.1%)
Agree (4) 7 (26.9%)
Strongly Agree (5) 0 (0.0%)
- Strg Disagree (1) 3 (12.0%)
Disagree (2) 7 (28.0%)
No Opinion (3) 8 (32.0%)
Agree (4) 6 (24.0%)
Strongly Agree (5) 1 (4.0%)
- Strg Disagree (1) 5 (20.0%)
Disagree (2) 4 (16.0%)
No Opinion (3) 6 (24.0%)
Agree (4) 9 (36.0%)
Strongly Agree (5) 1 (4.0%)
- Strg Disagree (1) 12 (46.2%)
Disagree (2) 4 (15.4%)
No Opinion (3) 3 (11.5%)
Agree (4) 6 (23.1%)
Strongly Agree (5) 1 (3.8%)
- Strg Disagree (1) 7 (26.9%)
Disagree (2) 12 (46.2%)
No Opinion (3) 2 (7.7%)
Agree (4) 5 (19.2%)
Strongly Agree (5) 0 (0.0%)

Items:

45. The Board should approve the MPCA legislative agenda.
Mean = 2.77 Median = 2.67
Standard Deviation = 1.28
Responses to item = 26 (96.3%)

46. The Board should give more consideration to the relative health risks of pollution
Mean = 3.42 Median = 3.50
Standard Deviation = 1.34
Responses to item = 26 (96.3%)

47. The Board should delegate more responsibilities to the commissioner.
Mean = 2.96 Median = 2.75
Standard Deviation = 1.37
Responses to item = 26 (96.3%)

48. The Board needs to meet more frequently.
Mean = 2.96 Median = 3.00
Standard Deviation = 0.92
Responses to item = 25 (92.6%)

Options:

Responses:

GROUP C

Strg Disagree (1) 5 (19.2%)
Disagree (2) 7 (26.9%)
No Opinion (3) 6 (23.1%)
Agree (4) 5 (19.2%)
Strongly Agree (5) 3 (11.5%)

Strg Disagree (1) 2 (7.7%)
Disagree (2) 6 (23.1%)
No Opinion (3) 5 (19.2%)
Agree (4) 5 (19.2%)
Strongly Agree (5) 8 (30.8%)

Strg Disagree (1) 4 (15.4%)
Disagree (2) 8 (30.8%)
No Opinion (3) 4 (15.4%)
Agree (4) 5 (19.2%)
Strongly Agree (5) 5 (19.2%)

Strg Disagree (1) 2 (8.0%)
Disagree (2) 4 (16.0%)
No Opinion (3) 13 (52.0%)
Agree (4) 5 (20.0%)
Strongly Agree (5) 1 (4.0%)