

**STATE OF WISCONSIN
DEPARTMENT OF
ADMINISTRATION**

**AGENCY PRIMER:
“WHAT YOU NEED TO KNOW”**

JANUARY 2023



**INSTITUTE FOR
REFORMING GOVERNMENT**



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FROM THE DESK OF CJ SZAFIR

Freedom and Opportunity. Those are ideals that bind us together as a state. Unfortunately, the size and scope of state government too often gets in the way of individuals and families being able to achieve their full potential as they build their share of the American Dream.

We can do better, and we must do better. We all should ask,– “Is the mission of state government, — of each and every agency, bureau, and division —, aligned with the vision that everyday Wisconsinites have for Wisconsin? Is state government set up to help citizens succeed, or is it a roadblock to success? We need a conservative vision for state government, indeed for each and every agency.

Last spring, with support from our donors and Board of Directors, the Institute for Reforming Government started an ambitious project to help answer those questions about the biggest state agencies to help answer those questions because we believe the best way to enhance liberty is to improve transparency. This project was the work of eight experts in Wisconsin state government, including three senior-level cabinet officials, a budget director, and subject matter experts. In addition, our team had regular meetings with former top officials in state government as well as business leaders and other experts outside of government. We looked at past revenue and spending trends. The findings are not surprising.

State agencies are massive. They spend record amounts of taxpayer dollars year over year. They too often get in the way of individual success and are set up as enforcement agents instead of partners in creating a better Wisconsin. They need reform. We need leaders to bring forward conservative visions to the agencies.

In these briefings, we shine light onto state agencies to help all citizens diagnose what is broken. Later, based on these and discussions with people all over Wisconsin, we'll offer government reform ideas and detailed budget analysis to help chart a new course for Wisconsin, - one where each and every individual in our state has the freedom and opportunity to succeed.

Sincerely,

CJ Szafir

President

Institute for Reforming Government

“Light and liberty go together”

Thomas Jefferson, In a letter to Tench Coxe, 1795”

This document prepared by the Institute for Reforming Government (IRG) is intended to inform policy makers and the public of the full scope of the Wisconsin Department of Administration (DOA). Our partners at the IRG Action Fund will release conservative, free-market, and liberty-minded policy reforms in a separate document.

For the general public, the executive branch of Wisconsin state government can be a mystery. There are countless agencies with billions of tax dollars flowing through them. Although some may have an understanding of an agency because of their daily work or real world experience, few people in Wisconsin have a handle on the entirety of the executive branch. Each agency has its own mission, functions, and programs. Some agencies generate their own revenue, some rely on state tax dollars and many of them take some sort of federal funding. Each agency has unique powers and authorities. The goal of this briefing document is to pull back the veil and show Wisconsinites how their government taxes, spends, and regulates.

Over the course of months, a team of policy experts at IRG pored over all of the information on Wisconsin's biggest agencies. In this briefing document, you will see agency functions, budget trends, a list of past appointees, and policy concerns. These items create a basis for understanding the scope and history of each agency in an effort to inform policy makers in Madison as they carry out their work in the coming legislative session.

Created by an act of the state legislature in 1959, the Department of Administration is unique. While it is only the seventh largest agency in terms of staff, it is the only agency with the authority per state statute (chapter 16) to direct all other state agencies and functionally serves as the right hand of the Governor's office in carrying out the administration's policies. The department also oversees the key area of Executive Budget and Finance, and is responsible for writing the Governor's biennial state budget proposal which currently stands at \$89.2 billion for the 2021-23 operating cycle. In addition, it serves as the main hub for centralized purchasing, financial management, management of state property and provides state-wide security through the Division of Capitol Police.



Commonly referred to as the “Department of All”, the Department of Administration was created in 1959 to consolidate the administrative functions within the executive branch and give the Governor the ability to carry out his/her duties and responsibilities. Between 1959 and present day, DOA has taken on many of the responsibilities it still holds today. In 1991, the Department created the Division of Enterprise Technology (DET) which still exists today. The Division has an incredibly important role in administering the IT functions of all state government. Later in the same decade, 1997 Act 27 gave DOA authority to regulate gaming in Wisconsin, a function that remains with the Department today.

Under the Leadership of Governor Walker, the Department began an effort to start consolidating administrative functions across all state agencies within DOA. The goal was to take common functions like HR and IT, and create efficiencies by having agencies use DOA for those functions. The State Transforming Agency Resources (STAR) system initiative was an integral part of this reform. However, with 35,000 employees and the sheer size of the executive branch, this type of reform was and will continue to be difficult and time consuming. There is more work to be done in the years to come in order to realize the full potential of shared services.

Today, the Department is charged with the daily operations of state government; budget and finance, managing state assets, personnel management, procurement and purchasing, housing and energy assistance, and intergovernmental relations. DOA also advises the Building Commission and the Governor regarding state debt and bonding. Throughout its history, DOA has always been an extension of the Governor’s Office and the lever through which the Governor can steer and direct his administration.

AGENCY DESCRIPTION, MISSION, & FUNCTION

Information in this section was pulled directly from public sources on the Department of Administration website and published documents.

Agency Description

The department is headed by a secretary who is appointed by the Governor with the advice and consent of the Senate. The department provides budget, management, technology and administrative services to state agencies; supports the Governor by preparing executive budget proposals; provides broad administrative support and a variety of program services to state agencies; manages all state office buildings, the Capitol and the Executive Residence; coordinates land management, housing and energy policy and programs; and oversees and regulates state gaming programs.

Mission

The department's mission is to deliver effective and efficient services and the best value to government agencies and the public.

Function

The Department's services are provided through the following 12 Divisions:

Division of Energy, Housing and Community Resources

The Division of Energy, Housing, and Community Resources is a “catch-all” for housing policy in Wisconsin. Through partnerships with local governments, non-profits, developers, and housing authorities, the division provides funding to help address homelessness, affordable housing, and economic development. The division also administers heating and energy assistance and weatherization funding to eligible residents. The Office of Sustainability and Clean Energy, which was created by Governor Evers in 2019, is housed within this division.

Division of Enterprise Operations

The Division of Enterprise Operations handles procurement, risk management, and continuity of government operations. The division shares these services with other executive branch agencies.



Division of Enterprise Technology

The Division of Enterprise Technology is essentially the information technology department for the executive branch of state government. The goal of the division is to improve the efficiency and customer service of state government. The division provides IT services to state agencies and coordinates with various levels of government; including municipal, county, and tribal.

Executive Budget & Finance

Perhaps one of the most important divisions in state government, the Division of Executive Budget and Finance provides the accounting, budget, and financial services for all of state government. Every two years, the budget office assists the Governor in developing their state budget and assists other state agencies in drafting their budget requests.

Division of Facilities Development

The Division of Facilities Development is responsible for the State Building Program, which covers all of state government and the UW System.

The Division of Facilities & Transportation Services

The division's three bureaus are responsible for fleet services, building management, and real estate management. This includes all state property owned by the Department of Administration and leased by state agencies.

Division of Gaming

The division oversees and regulates tribal and charitable gaming across the state. This includes licensing, background checks, and enforcement.

The Division of Hearing and Appeals

The Division of Hearing and Appeals (DHA) is a quasi-judicial independent agency that holds hearings on behalf of executive branch agencies. DHA is independent of DOA and the agencies it serves. It is attached to DOA for administrative purposes and conducts hearings for fifteen state agencies.

Division of Intergovernmental Relations

The Division of Intergovernmental Relations provides support and services to local and tribal governments in the way of land use planning, municipal boundary review, plat review, coastal management, and records management. The division is also responsible for developing and maintaining relationships with Wisconsin's Native American tribes.

Division of Legal Services

The Legal Services Division provides assistance to the Secretary and department leadership regarding legal issues that are in the purview of the department. This includes procurement, contracting, administrative rules, budget, and public records law.

Division of Personnel Management

The Division of Personnel Management (DPM) oversees all state human resource functions and serves over 30,000 employees. DPM is responsible for the civil service system, labor relations, payroll and benefits, HR information systems, and compliance with all applicable employment law. The division has been reformed and reorganized over the years, but still it plays a vital role in the administration of the state government's workforce.

State Capitol Police

Capitol Police is a statewide law enforcement agency responsible for the protection of state employees and assets. They play a role in the continuity of government operations planning and are most visible in and around the State Capitol.

STAR Program

The STAR program is a state government-wide IT solution that consolidates and maintains the state's finance, budget, procurement, business, and human resources functions. The program was a huge undertaking when it was started in 2015. Today, the program creates efficiencies across state government by eliminating the need for duplicative programs at each agency.



AGENCY BUDGET TRENDS

The state budget process begins in September of every even year when each agency sends its budget request to the Department of Administration. The Governor then has several months to put together the executive budget proposal that is forwarded to the Legislature. The Legislature, through the work of the Joint Finance Committee, then holds hearings and votes on the budget through the spring and summer of the odd year. This culminates with the signing of the budget document that summer. While technically due by July 1 of the budget year, often budget debates will drag into the Summer and sometimes the Fall. However, the government does not shut down in Wisconsin as it does at the federal level when there is a budget impasse - it simply continues on the current spending plan until a new budget is adopted.

The budget for the Department of Administration has increased by \$52 million over the past three budgets though general purpose revenue (GPR) has remained relatively stable with a small reduction in staff.

Agency Budget Trend

Fund	2017 ACT 59	2019 ACT 9	2021 ACT 58
GPR	\$33,763,200	\$34,978,000	\$34,838,300
FED	\$279,750,700	\$280,427,200	\$280,397,200
PR	\$727,797,000	\$774,251,300	\$786,338,700
SEG	\$118,875,900	\$111,981,800	\$110,764,800
TOTAL	\$1,160,186,800	\$1,201,638,300	\$1,212,339,000

FTE POSITION SUMMARY

Fund	2017 ACT 59	2019 ACT 9	2021 ACT 58
GPR	61.72	63.72	59.87
FED	60.15	57.8	55.8
PR	1,334.80	1,301.81	1,297.56
SEG	13.75	12.75	12.55
TOTAL	1470.42	1436.08	1425.78

AGENCY LEADERSHIP

As the head of a cabinet agency, the Secretary is appointed by the Governor with the advice and consent of the Senate and serves at the pleasure of the Governor. The Secretary of each agency then must appoint the other members of their team to help them carry out the duties and responsibilities of the agency. Descriptions of each appointed position are listed below:

SECRETARY

Appointed by the Governor, the Secretary leads and represents the agency. The position is responsible for directing and managing the agency to execute the Governor's agenda while ensuring the efficient operation of the agency per state statute. The position is also responsible for reporting on the agency's matters to the Governor and Legislature.

DEPUTY SECRETARY

The Deputy Secretary serves at the pleasure of the Secretary and is primarily responsible for assisting the Secretary with carrying out the mission of the agency including but not limited to, personnel management, day-to-day operations, and external affairs.

ASSISTANT DEPUTY SECRETARY

The Assistant Deputy Secretary also serves at the pleasure of the Secretary and is responsible for assisting both the Secretary and Deputy Secretary. Responsibilities may include but are not limited to day-to-day operations and external affairs aligned with the agency's mission.

CHIEF LEGAL COUNSEL

The Chief Legal Counsel serves at the pleasure of the Secretary and provides legal counsel and support involving the agency's affairs.

LEGISLATIVE LIAISON

The Legislative Liaison is primarily responsible for facilitating and managing relationships with the Legislature and external stakeholders to provide information as needed and requested. The position also helps develop the agency's legislative agenda to align with the Governor's priorities, current industry standards and respond to stakeholder concerns.

COMMUNICATIONS DIRECTOR

The Communications Director supports the Secretary's Office in strategic communications and responds to media inquiries. The position may also speak on behalf of the Secretary and represent the agency in the media.



DIVISION ADMINISTRATOR - EXECUTIVE BUDGET AND FINANCE (STATE BUDGET DIRECTOR)

The State Budget Director, appointed by the Secretary, is responsible for overseeing the division that provides accounting, budget and financial services for state government, which includes fiscal and policy analysis to the governor for development of executive budget proposals and assists agencies in the technical preparation of budget requests. The division reviews legislation and prepares or coordinates the fiscal estimates that accompany all expenditure bills.

DIVISION ADMINISTRATOR - PERSONNEL MANAGEMENT

The Division Administrator of Personnel Management, appointed by the Secretary, oversees the operation of human resources at DOA and across a large number of state agencies. The position is responsible for management of all DOA's recruitment, staffing, payroll and benefits, AA/EEO, and other HR services.

DIVISION ADMINISTRATOR

Division Administrators, appointed by the Secretary, are responsible for providing leadership, personnel management and guidance on day-to-day operations for their assigned division. These positions typically report to the Deputy Secretary, communicating activities and providing advice to ensure the division is in line with the agency's mission. At DOA, the head of the Capitol Police Division and Administrator of Hearings & Appeals are civil service positions and not appointed.

These appointments may change during the 4-year term of a governor. Listed here are the teams serving under Gov. Evers in mid-2022, as well as the team that served at the end of Gov. Walker's final term.

AGENCY LEADERSHIP

POSITION	EVERS	WALKER
SECRETARY	Kathy Blumenfeld	Ellen Nowak
DEPUTY SECRETARY	Chris Patton	Cate Zeuske
ASSISTANT DEPUTY SECRETARY	Olicia Hwang	John Hogan
CHIEF LEGAL COUNSEL	Anne Hanson	Chris Green
COMMUNICATIONS DIRECTOR	Vacant	Steve Michels
LEGISLATIVE DIRECTOR	Brian Vigue	Tristan Cook
DIVISION ADMINISTRATORS (LIST ALL)		
EXECUTIVE BUDGET AND FINANCE	Brian Pahnke	Waylon Hurlburt
ENERGY, HOUSING, AND COMMUNITY RESOURCES	Susan Brown	Lisa Marks
INTERGOVERNMENTAL AFFAIRS	Dawn Vick	Dawn Vick
FACILITIES DEVELOPMENT AND MANAGEMENT	Naomi Demers	Summer Strand
GAMING	John Dillett	Steve Knudson
PERSONNEL MANAGEMENT	Malika Evanco	Stacey Rolston
FACILITIES AND TRANSPORTATION SERVICES	Paula Veltum	John Klenke
ENTERPRISE TECHNOLOGY	Trina Zanow	David Cagigal
ENTERPRISE OPERATIONS	Jana Steinmetz	Jim Langdon



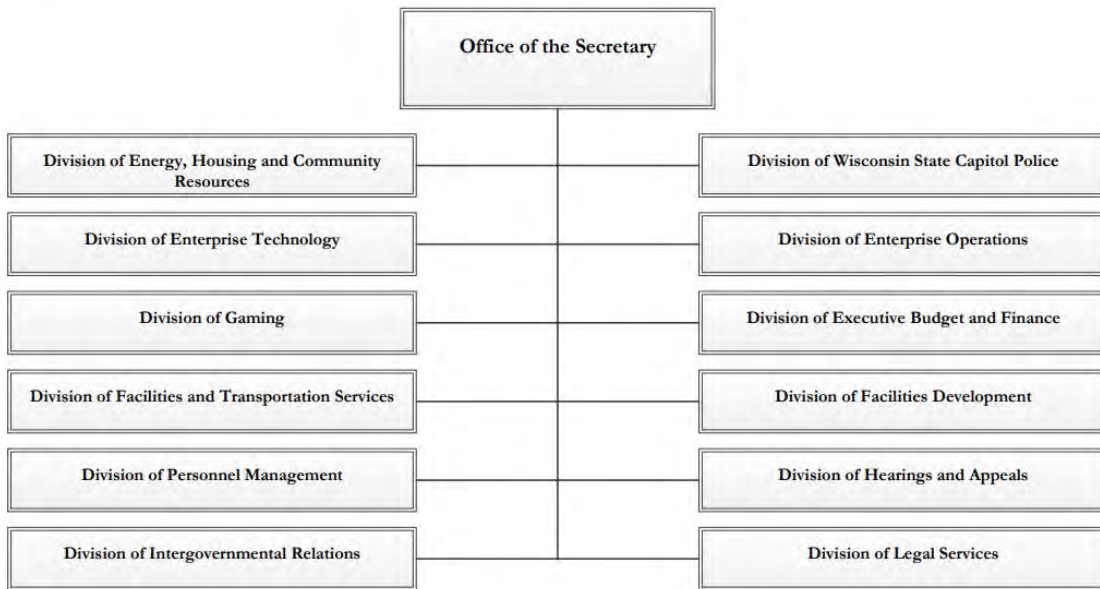
ORGANIZATION CHART

DEPARTMENT OF ADMINISTRATION



Department of Administration

Organization Chart



ATTACHED COUNCILS, TASK FORCES, & COMMITTEES

Like most agencies, the Department of Administration has Boards, Commissions and Councils that are charged with various responsibilities. The most notable is the State Building Commission, responsible for developing and overseeing the implementation of a long-range building program for all three branches of state government. Generally, these groups either give advice to the Secretary and programs within existing divisions or are attached to DOA for administrative purposes.

Council on Affirmative Action

The council evaluates state civil service affirmative action programs and advises the Division of Personnel Management on affirmative action compliance and effectiveness.

Certification Standards Review Council

The council provides oversight of the Department of Natural Resources laboratory and registrations program and works with the DNR on water testing, hazardous materials, waste and soil quality programs.

Council on Small Business, Veteran-Owned Business and Minority Business Opportunities

The council advises DOA on how the state purchasing program can include more small businesses, veteran-owned, and minority owned businesses.

State Employees Suggestion Board

The board grants awards and recognition to state employees that have suggested new methods or taken action that has improved government efficiency.

Board on Aging and Long-Term Care

This independent board studies and informs the Governor and Legislature on issues related to long term care for the elderly and disabled individuals. The board also investigates complaints from people about their long-term care facilities or personnel.

Claims Board

The board reviews all claims made against the state for more than \$10 and makes recommendations to the legislature on how to proceed.

Board for People with Developmental Disabilities

The board provides state government with advice and expertise on issues related to assisting people with disabilities. The board works to improve employment opportunities for people with disabilities and is a resource for businesses and local governments on this issue.



Electronic Recording Council

The council works with DOA to determine standards for the electronic recording of real estate documents.

Interagency Council on Homelessness

The council sets and updates state policy to reduce or prevent homelessness.

Incorporation Review Board

The board is responsible for determining whether petitions to incorporate land as a city or village meets statutory requirements.

Labor and Industry Review Commission

The commission's (LIRC) main responsibility is to review actions by the Department of Workforce Development on unemployment insurance, fair employment and worker's compensation. It also makes decisions on appeals by people claiming discrimination due to physical condition or developmental disabilities by postsecondary education institutions.

National and Community Service Board

The board develops and implements plans to support the national public service programs. It distributes funds and assists with the recruitment and placement of participants in service programs.

Public Records Board

The board preserves significant state records and assists state agencies with record retention programs. The board is also required to approve the disposal of records by state agencies.

Small Business Regulatory Review Board

The board reviews state agency administrative rules, to decide if they place an unnecessary burden on small businesses. This is required under state law for all administrative rules. The Office of Business Development provides administrative support for the board.

State Capitol and Executive Residence Board

The board is responsible for the design, maintenance, and repair of the State Capitol Building and executive residence (Governor's Mansion). The board must approve any repairs, maintenance, design changes or renovations.

State Use Board

The board provides oversight of state programs that purchase goods or services from non-profit organizations that have employees with severe disabilities.

Tax Appeals Commission

The commission holds hearings and makes decisions regarding appeals of Department of Revenue taxes and tax assessments. The commission also makes rulings on disputes with the Department of Transportation over certain motor vehicle fees and taxes. Municipal fees can also be challenged through the commission.

Division of Trust Lands and Investments

This division is responsible for support of the activities of the Board of Commissioners of Public Lands. It is overseen by the Commission and led by an executive secretary appointed by the BCPL.

Waste Facility Siting Board

The board facilitates the statutory required mediation that must take place between the operators of a new or expanding solid or hazardous materials facility and the communities affected by the facility. The board has the authority to make final awards and can enforce deadlines and other requirements of participants during the arbitration.

Women's Council

The council works to improve social and economic equality for women in Wisconsin. The council advises state agencies and the legislature on how state law, rules and policy affect women and promotes programs that have a positive impact on increasing equality.

State Building Commission

The commission is an 8-member board responsible for the development of the State Capital Budget. During the biennial budget process, each state agency submits a Six Year Agency Facility Plan that describes the long-term capital requirements of the agency and its plan for design and building, each agency then submits a separate agency capital budget request that outlines the spending needed in the next two years of the six year plan. These submissions are evaluated and voted on by the commission.

The projects approved by the commission are submitted to the legislature as the Commission's Capital Budget recommendations. The Joint Finance Committee reviews the recommendations and incorporates the projects it approves into the biennial budget. The final Capital Budget that is approved by the legislature and signed by the governor determines what buildings will be designed, built or renovated and how much borrowing will be permitted over the next two years.

The commission consists of the governor, three state senators, three state representatives, and one public member.



MAJOR PAST INITIATIVES (2011-Present)

Most major policy initiatives happen during the budget process. The Governor, and sometimes the Legislature, will propose a major reduction or increase in spending for any number of programs. The major initiatives for the Department of Administration involved modernization of the state IT system and consolidation of state assets.

MAJOR PAST INITIATIVES

INITIATIVE	GOVERNOR	ENACTED	NOTES
Selling State Assets	Walker	Yes	Process is overly complex
"State Transforming Agency Resources" (STAR PROGRAM)	Walker	Yes	Complex; difficult to measure savings, etc.

STAKEHOLDERS

Every agency has a number of organizations, professions, and industries that are uniquely interested in the policy or regulatory decisions that could affect their membership or industry. The groups are commonly organized into trade associations and are represented by registered lobbyists that stay in touch with agency leadership.

These lobbyists keep their membership informed on current policy debates and use their expertise to educate policy makers on the issues important to their industries. Below is a non-exhaustive list of stakeholders that are interested in or receive grant funding from the Department of Administration.

STAKEHOLDER	TYPICAL ISSUES
Bond Houses/Wall Street	Capital Finance/Debt Issuance/Refinancing
Building Contractors	State Building Program; Energy Efficiency Programs
Private Developers	Plat Review
Tribal Governments	Workforce development, gaming, healthcare
State Agencies	Building lease, management, rent, security
Counties	Land Information - parcel mapping
Local Government	Municipal Service Payments, boundary disputes, population projections



PAST EXECUTIVE ORDERS

Formal actions by the Governor are conveyed through executive order. These orders often direct state agencies to carry out the Governor's policy goals within their statutory authority. They can be used to create councils to explore public policy solutions, bring the state into compliance with federal requirements, direct agencies to take certain actions, and carry out powers granted to the Governor under Chapter 14 of the Wisconsin Statutes. Below is a list of executive orders that pertain to the Department of Administration.

GOVERNOR	EO #	DATE	DESCRIPTION	STATUS
Walker	99	04/26/2013	Creation of the Governor's Information Technology Executive Steering Committee	Expired
Walker	120	10/25/2013	Energy Emergency Transporting Propane	Expired
Walker	124	11/27/2013	Ongoing Energy Emergency Amending EO 120, 121 & 122	Expired
Walker	261	10/27/2017	Prohibition of Discriminatory Boycotts of Israel in State Contracting	

Walker	272	01/18/2018	Shared Services Executive Committee	
Walker	288	05/01/2018	Commission on Government Reform, Efficiency, and Performance	
Evers	56	10/13/2019	Declaring an Energy Emergency - Propane	Expired
Evers	59	11/12/2019	Diversity Equity Inclusion in state Government.	Active
Evers	108	02/11/2021	Declaring an Energy Emergency - Propane	Expired
Evers	161	04/22/2022	Creation of the Office of Environmental Justice	Active
Evers	38	8/16/22	Office of Sustainability and Clean Energy	Active



GOVERNMENT REFORM OPPORTUNITIES

Wisconsin government has grown too big and too expensive. This has precipitated issues across the whole of the executive branch that have become a barrier to the success of Wisconsin residents and businesses alike. The Institute for Reforming Government endeavors to shine light on these issues as prime opportunities for bold reform. Below you will find a non-exhaustive list of policy concerns that we have highlighted for the Department of Administration.

State Employment Reform

The current civil service system has a legacy going back over 100 years to the start of the 20th century. Originally created to put an end to patronage within state government, it no longer serves a necessary purpose. Today, the state is having trouble filling vacant positions and ridding itself of bad employees. Just like reform was needed when the system was created in 1905, reform is needed now to bring the state's employment practices into the 21st century. As a large employer, the state needs to start mirroring the employment practices of America's largest private firms. Other states like Oklahoma and Nebraska are starting to realign their employment rules to match the modern labor market.

Remote Work Accountability

While much of the criticism regarding remote work for state employees is well placed, some of it is misdirected. As the private sector has learned, remote work requires good management. That includes well-trained managers, as well as the use of technology.

Today there are software solutions that allow for more accountability during work hours. Remote work is here to stay and is used successfully by many large corporations across Wisconsin. As the baby boomer generation transitions into retirement, the younger generations that are replacing them enjoy the work life balance that remote work allows. Recruitment and retention is not the only reason to embrace remote work, it has the added benefit of reduced spending on office space and allows the state to consolidate work space.

State Property Inventory

With the move to remote work, and changes in work generally, the state should no longer need to own as many physical buildings downtown Madison. Its physical footprint was established decades ago, before remote work or even the thought of agencies being able to be based outside of Madison was a consideration. With remote work and technology, there is little reason so many state employees need desks in downtown Madison.

Bureau of Economic Forecasting

A centralized one stop resource for economic analysis and forecasting to address the diverse subjects of state government directed by the state budget office would be a benefit to state government. The state needs an bureau responsible for economic forecasting to inform policy decisions enterprise-wide. The use of dynamic scoring when conducting economic analysis should be required so that policymakers understand the real-world impact of government spending and tax rate changes.

STAR

The State Reforming Agency Resources (STAR) program was created under the Walker Administration with the goal of consolidating IT functions across multiple agencies. The STAR program combines the state's finance, budget, procurement, business, and HR functions into one IT program. This program has already successfully started to create efficiencies but there is more that can be done to improve upon it.



At the Institute for Reforming Government we know that the government isn't the way of the future - people are. And we believe that in order to empower people and for ideas to flourish, our government needs to get out of the way.

This is nothing new for Wisconsinites- we have a long history as the standard bearer for government reform. We were the first state to implement unemployment insurance, Wisconsin Works (W-2), and we were on the cutting edge of major collective bargaining reform. But today the state we love is beginning to lag behind. Our executive branch has become bloated, slow, and expensive - a burden to the state's economy instead of a catalyst.

The solution to this problem isn't more government, it's less. What we need is a conservative vision for the state. This introductory document lays bare the issues and problems that are standing in the way for Wisconsin. In the coming months, IRG will be releasing a series of reforms that will cast a conservative vision for key executive branch agencies in the state. IRG will also be releasing a separate report on state employment reform later this year.

Now is the time to renew our faith in the people of Wisconsin, not the government.