

# Governors' Relationships with Departments and Agencies

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## INTRODUCTION

As the state's chief executive officer, the governor is responsible for overseeing the operations of state departments and agencies. In turn, those departments and agencies are the primary vehicles for implementing the governor's policy and management initiatives.

In 2014, NGA conducted a survey asking governors' offices to describe key aspects of the relationship between their offices and the departments and agencies that report to the governor. Twenty-seven states completed the survey. The responses are representative of states of all sizes (with the exception of the 10 largest states where only one response was received). Some information also is presented from a similar survey conducted in 2006.

### *The Cabinet's Mission and Role*

Webster's Dictionary defines a governor's cabinet as an "advisory council of a governor of a state." Such a definition suggests numerous possibilities of structure and function. However, there are several common characteristics that all cabinets share:

- A cabinet is a group of department or agency heads who convene regularly at the direction of the governor to conduct state business;
- The cabinet is made up of top-level government officials with responsibility for the operation of state departments or agencies;
- The cabinet works collectively, usually in relatively formal meetings, even though each cabinet member has independent responsibilities and authorities; and
- A cabinet works at the direction of the governor, either through the governor's personal participation or through the participation of a senior staff member designated by the governor. In some states, the cabinet's specific responsibilities are spelled out in the state constitution or statutes. In most states, the governor is free to define the cabinet's mission and role to reflect his or her needs and style.

## ***Common Missions of Governors' Cabinets***

Although the actual responsibilities and activities may vary, cabinets tend to share some common functions. The cabinet and subcabinets serve as vehicles for regular contact between the governor and departments and agencies in his or her administration. Cabinets may serve as advisors, decision makers, communicators or policymakers. In many states, they serve more than one interrelated function. Cabinet meetings are the forum during which these functions most commonly come into play.

### **Communication**

- The governor can use cabinet meetings to communicate his or her policies and directives, budget development approaches or management style;
- Cabinet members can communicate particular trends or issues of concern that could affect public policy and management approaches;
- Cabinet meetings can be used for regular communications between the governor and the cabinet, as well as among the cabinet members themselves;
- The cabinet often serves as the means to provide formal instructions relative to a shared task, such as the preparation of the budget.

### **Policy Development**

- The cabinet meeting, in many states, is used as a way for members to provide specific input into the policy development process;
- The cabinet may be asked to develop ideas for consideration by the governor or to comment on policies being developed elsewhere in the administration. In this instance, the focus is on obtaining broad advice about the problems and opportunities involved in a wide range of policy options; and
- The cabinet's role in policy development may complement other policymaking tools, or it may serve as the primary policy-making body for the state.

### **Interagency Coordination**

- The cabinet meeting can provide the focus for identifying and resolving issues that relate to shared responsibilities of a number of cabinet members;
- The cabinet meeting can be used to develop cross-agency responses to service needs; and
- The cabinet meeting can be used to resolve agencies' specific differences related to programs with sometimes conflicting priorities.

### **Problem Solving: Addressing Administrative Issues**

- The cabinet can be used to assist in developing solutions to specific problems that confront the governor and are of priority concern to the state. In most instances, the problems affect more than a single agency or have broad implications for the entire state.

As shown in Table 1, the 2014 survey indicates that the most common purpose for meetings of the governor’s cabinet is to provide an opportunity for department and agency heads to share information with the governor and their peers.

TABLE 1 PURPOSE OF CABINET MEETINGS	
Purpose of Meeting	Number of States
Sharing Information	26
Communicating Governor’s Priorities	20
Addressing Policy Issues	20
Addressing Administrative Issues	20

### ***Defining the Cabinet’s Role and Mission***

A cabinet with a well-defined and relevant mission can make a substantial contribution to both the policy development process and the effective administration of state government. In addition, it can help unite a group of individuals into a strong team with clear goals.

On the other hand, a cabinet with an unclear mission and cabinet meetings that are limited solely to information dissemination can waste the governor’s and cabinet members’ time. Governors and cabinet members typically benefit from substantive consultation and communication.

The governor’s style is the critical determinant of how the cabinet’s mission is defined. Some key questions to consider about the governor’s work and management style include:

- **Does the governor have strong or limited power?** If many department and agency heads are separately appointed or elected, the role of the governor’s cabinet may be limited. In these states, the role of the cabinet is more likely one of communication or information dissemination, rather than policymaking.
- **Who does the governor prefer to rely on for advice on the development of state policy?** Some governors may rely primarily on the department and agency heads they appoint for developing new policies. In that case, the cabinet may be the main focus of policy discussions. Other governors may rely heavily on their own staff or on nongovernmental sources for policy ideas. In that case, the cabinet may play a lesser role.
- **Does the governor prefer to make decisions privately?** Some governors may be comfortable making decisions in an open session. They may use cabinet meetings to build consensus or make formal decisions. Other governors may prefer to reflect privately on problems and issues before addressing them. They may prefer to use cabinet meetings primarily as a means to collect varying views and perspectives and postpone decisions until later.
- **Does the governor delegate?** A governor who delegates extensively to department and agency heads may not need or want to use cabinet meetings to share his or her expectations regarding the way they conduct business. He or she may prefer to handle these communications with cabinet members individually. In addition, questions about the structure of the state government and the issues it is confronting should be considered.
- **How are state agencies and departments organized?** There may be less of a need for the cabinet to serve an interagency coordinating function in a state with superagencies or a few smaller agencies. Similarly, states with a strong policy or planning agency may not need a cabinet to serve a policy-making role.

- What are the types of problems or opportunities that confront the state?** A state facing large issues or concerns that affect multiple agencies or statewide issues, such as a rapidly declining economy, may require a wide-ranging interagency coordination effort. However, if a governor chooses to focus resources on a single problem or issue within the jurisdiction of one or two agencies, there is less of a need for an interagency coordination role for the full cabinet.

The governor’s leadership in mission definition and its communication is the key to effective participation. First, it is critical for the governor be comfortable with the definition of the cabinet’s mission. A mismatch of gubernatorial and cabinet expectations can seriously undermine working relations on a number of fronts. Therefore, the governor should take the lead in decisions about the purpose and mission of the cabinet.

### ***The Cabinet’s Operating Procedures***

The effectiveness of the cabinet in fulfilling its mission will depend upon each participant and related staff having a clear understanding and acceptance of the cabinet’s operating procedures.

#### **Who makes sure that the work gets done?**

The role of oversight of cabinet operations and communications is critical to all aspects of the workings of the cabinet, from scheduling to agenda preparation to meeting follow-up. In some states, this position may be specified in the state constitution or statutes, and in others it is a discrete staff position with little or no other responsibilities. Although this position may be assumed by a person external to the governors’ office, it is preferable that it remain under gubernatorial control to ensure that preparation and follow-up reflect the governor’s interests and policies.

Oversight of cabinet operations and communications is often the responsibility of senior gubernatorial staff, most commonly the chief of staff.

#### **Who chairs the cabinet meetings?**

As shown in Table 2, the governor is a consistent participant in the cabinet meetings in most of the responding states. The governor’s participation and the frequency of cabinet meetings suggest that in these states the cabinets play an important role collectively.

TABLE 2 GOVERNOR’S PARTICIPATION IN CABINET MEETINGS	
Frequency of Governor’s Participation	Number of States
Always	16
Sometimes	7
Rarely	3
Never	1

In the absence of the governor, the chief of staff is most likely to chair a cabinet meeting. However, in some states, this task also may be assigned to another cabinet member such as a secretary of administration or a governor’s senior staff member (for example, the cabinet secretary).

In some instances, governors may be able to reap some of the benefits of a cabinet without a substantive investment of personal time. This can occur when regular cabinet meetings are held without the governor in attendance or when a senior staff member is chair, even when the governor is in the room. In states where the governor takes a sideline role, the cabinet’s function may be limited to management and operational issues rather than policy issues.

#### **Who are the members of the cabinet?**

While the membership of some cabinets is set by constitution or law, governors generally have considerable flexibility in determining the composition of their cabinets.

In exercising their flexibility in determining the membership of the cabinet, governors might consider the following:

- Large cabinets may discourage frequent meetings and open discussion. If the cabinet is large, subcabinets may be created that can address particular issues and concerns;
- Key gubernatorial and staff need to be involved; they can participate as full members or observers. However, if key gubernatorial staff are not involved, there may be serious problems with miscommunications, conflicting directions and lack of follow-up; and
- If the governor wants his or her cabinet to focus on particular problems or issues, he or she may want to establish a subcabinet. In that instance, it is critical that all responsible department and agency directors be involved.

### How many members serve on the cabinet?

Data reported by the Council of State Governments in the 2014 *Book of the States* indicates that 45 states organize their department and agency heads into a cabinet that meets as a group. The size of the reported cabinets ranges from 7 to 75.

The 2014 NGA survey respondents provided data on the size of their cabinets. As shown in Table 3, the vast majority of responding states had relatively small cabinets, with only three states reporting cabinets consisting of more than 25 state departments and agencies.

Number of Members	Number of States
16-20	9
21-25	10
26-49	2
50-55	1

Smaller cabinets offer a more flexible mechanism for conveying collective advice to the governor. For large cabinets, some states have used a second informal group or subcabinets to provide a vehicle for ongoing advice. Alternatively, some states with small formal cabinet will convene larger meetings with additional senior public officials when there is a need to communicate more broadly.

### How often does the cabinet meet?

According to the survey, the frequency of cabinet meetings also varies among states. As shown in Table 4, 26 states reported that the cabinet meets together as a group with the majority of cabinets meeting at least once a month.

The frequency of cabinet meetings usually is related to the cabinet's mission and to the governor's own preference for collective, versus individual, input. In selecting the schedule for cabinet meetings, there are several factors to consider:

Frequency of Meeting	Number of States
Weekly	4
Twice a month	3
Monthly	11
Quarterly	8
Never as an entire group	1

- The frequency should be governed primarily by the volume of business to be conducted;
- If the primary focus of the cabinet is policy development in preparation for an annual message, weekly meetings throughout the year will not be necessary;
- If the cabinet provides an ongoing vehicle for interagency coordination, monthly meetings may be too infrequent;
- Frequent meetings will be required if the cabinet is expected to work as a team; and
- Emergency meetings may be needed from time to time.

Expectations regarding member participation in each meeting should be clarified. Meeting length and frequency will be different when there is an expectation that all members participate in all decisions, compared with meetings intended to garner input from selected participants with a specific stake in an issue. Regardless of frequency, meetings should be scheduled regularly, and the schedule should be established in advance. Attendance is best when the participants can plan their time around a set schedule. Without a set schedule, it is likely that attendance will be sporadic and possible that cabinet meetings will become a major disruption to the ongoing business of state government.

### **What preparation is needed before each meeting?**

It is important to understand that good cabinet meetings do not take place in a vacuum. To be effective, cabinet members must understand the purpose of the meeting and be prepared to participate in it. The following materials should be prepared before each meeting:

- **The meeting agenda.** In most states, the governor establishes the cabinet agenda, although many states provide a regular opportunity for members to suggest agenda items. The chief of staff typically will direct the agenda-setting process. The agenda should be clearly defined and available to participants well in advance of the meeting.
- **Background briefings.** It is critical that the governor and other members of the cabinet be adequately briefed on the items to be discussed at the meeting. Lack of data or other key information can force the postponement of vital discussions or result in uninformed decisions that must be revisited at some future date.

Background materials may be prepared for the group overall by a cabinet secretariat or other governor's senior staff members, a cabinet subgroup or individual agencies. In general, discussions of common, cross-cutting problems or issues will be more productive when the background materials are the same for all participants. On the other hand, when the topic is specific to individual agencies, briefing materials may be more relevant when individually prepared.

### **How are key decisions made?**

It is important that the governor makes clear his or her views on cabinet member attendance, participation and individual input into the decision-making process. The governor's stance on those issues will have a substantial effect on the cabinet's method of operation and approach to decision making. For example, governors differ in how they approach a policy issue. The governor may:

- Be uncomfortable with oral briefings;
- Enjoy the opportunity to participate in the give-and-take involved in arriving at recommendations;
- Prefer to remain uninvolved until a consensus has been reached;
- Welcome disagreement and debate; or
- Prefer that controversial issues and personal disputes be resolved prior to cabinet meetings.

Some governors will wish to make decisions during the course of the meeting. Those governors might prefer a cabinet meeting that allows for collective input and results in a written decision memorandum prepared by a cabinet secretary or other member of the governor's staff. For other governors, cabinet meetings may be just one part of the decision-making process. Those governors might choose to poll the cabinet formally for its views. They also might seek a general sense of the cabinet's view.

## How are decisions communicated to cabinet members, and how are they implemented?

- **Gubernatorial decisions.** All gubernatorial decisions made as a result of the cabinet meeting must be communicated to cabinet members. It is important for a single staff member to have this responsibility. Usually, the staff person with primary oversight of the cabinet affairs (for example, the chief of staff or cabinet secretary) will keep the cabinet informed of gubernatorial decisions, either in writing or orally. It is essential that this individual ensures that appropriate and effective communication networks are established.
- **Implementation of cabinet decisions.** The effectiveness of the cabinet process will be enhanced if there is a system to assure that cabinet decisions are implemented and that work assignments are completed in a timely manner. For example, cabinet discussions should be summarized as soon as possible following each meeting, and meeting minutes should be given to cabinet members who are unable to attend a meeting. Again, this function is usually assumed by the individual assigned with cabinet oversight (for example, the chief of staff or cabinet secretary).

## *Subcabinets*

States use subcabinets as a way to pull together officials to explore particular issues in detail outside the formal cabinet structure. In many instances, subcabinets function as task forces to address a specific purpose and are disbanded when that purpose is accomplished.

Fifteen states reported they have created formal or informal subcabinets to allow smaller groups of department and agency officials to address targeted issues. One state identified eight subcabinet groups, but most named three to five groupings.

Subcabinets generally are composed of cabinet officials with a common set of problems or issues. In many states, subcabinets serve multiple purposes. In general, they are used to remove specialized issues from the general discussion and to develop ideas for future discussion in the cabinet overall. They also are used as a vehicle to address a range of policy issues and to manage the implementation of projects or programs requiring the cooperation of a number of agencies or gubernatorial staff. Specific subcabinet functions cited by states include:

- Information sharing across agency lines;
- Decision making;
- Making recommendations or advising the governor on program and policy items;
- Managing the development or implementation of cross-agency initiatives and activities; and
- Communicating or implementing the governor's policies and directives.

## How often do subcabinets meet?

In most states, the frequency of subcabinet meetings depends on the focus. Subcabinets that address urgent issues meet as often as weekly or biweekly. In one state, the children's subcabinet met quarterly, emergency preparedness met monthly, homeland security met quarterly and an interagency group met on an as-needed basis.

## Who chairs subcabinet meetings?

Senior gubernatorial staff or an agency head usually chair subcabinet meetings. The choice of chair depends upon the group's focus and its importance in the governor's agenda. In some states, an agency head takes the lead. In only a handful of the states, the governor or chief of staff chairs these meetings.



## Barriers to Effective Cabinets

Generally, there are three major barriers to the effective operation of the cabinet:

- **Low attendance.** While occasional absences cannot be avoided, the governor must determine the degree to which he or she wants to enforce attendance guidelines for cabinet meeting. The most effective rule is strict enforcement and a severe limit on substitutes or absences;
- **Lack of participation in the cabinet process.** It is important that other means of communication between a governor and a state department head not circumvent the work of a cabinet. Interest and participation in the cabinet may drop off if cabinet members are allowed to reopen collective decisions in private or if only some participants contribute fully in the meetings;
- **Elective communication.** The selective withholding of information can seriously undercut the work of the cabinet and the credibility of participants. If a cabinet is to be successful, all participants need to be fully informed about the issues under discussion.

## Managing Departments and Agencies

While all governors are responsible for the oversight and management of state government operations, there is a wide variety of approaches to implementing that oversight and management responsibility. In most states, it is likely this responsibility is a function of both state tradition and the governor’s management style. The degree of oversight and involvement in department and agency function may also be constrained by the limited size of gubernatorial staffs. Moreover, the management of departments and agencies varies based on a governor’s priorities and the degree of confidence that the governor may have in individual department and agency officials.

As a first step to better understand the relationships and interaction between the governor’s office and department and agency heads, NGA asked states to identify the primary point of contact on the governor’s senior staff for department and agency officials. The responses are shown in Table 5.

TABLE 5 INTERACTION WITH DEPARTMENT AND AGENCY HEADS	
Primary Governor’s Office Contact	Number of States
Chief of Staff	7
Designated Agency Liaison	6
Varies by Department	4
Policy Staff	3
Deputy Chief of Staff	2
Chief Operating Officer	1

## Who Is Responsible for Implementing the Governor’s Priorities?

Table 6 demonstrates that department and agency officials are assigned the responsibility of implementing the governor’s priorities in the majority of states. However, the responsibility for implementing the governor’s priorities often is shared with various members of the governor’s staff. This may indicate that the responsibility for the implementation of specific priorities is assigned on an ad hoc basis, depending on the priority’s level of importance and the skills required to manage the implementation or, alternatively, it is shared between gubernatorial staff and agencies.

Only one state indicated that departments and agencies are solely responsible for the implementation of gubernatorial priorities. In that state, the governor’s policy director provides oversight to their activities. The other responses were senior staff, secretary of the cabinet, secretary of administration and everyone.

TABLE 6 RESPONSIBILITY FOR IMPLEMENTING THE GOVERNOR’S PRIORITIES	
Primary Governor’s Office Contact	Number of States
Chief of Staff	21
Deputy Chief of Staff	15
Policy Staff	16
Department or Agency	16
Other	4



NGA also asked states to specify who is responsible for monitoring the work of the departments and agencies that are assigned the responsibility for implementing the governor’s priorities. The responses, as shown in Table 7, indicate this responsibility tends to be broadly dispersed over several positions within the governor’s office.

Other states mentioned that the legal counsel, secretary of administration and director of cabinet affairs shared the monitoring responsibility with various other members of the governor’s staff.

### Who Is Responsible for Oversight of State Government Operations?

While governors focus much attention on a limited number of broad priorities for their administrations, increasingly they are involved in efforts to improve the efficiency and effectiveness of ongoing state programs and services.

As shown in Table 8, department and agency officials are expected to be aware of, and conform to, the policies and priorities articulated by the governor.

Only two states indicated the governor established agency specific performance objectives for department and agency officials, and five states suggested that the degree of direction varies from agency to agency.

Survey respondents also identified the governor’s staff member with the primary responsibility for the oversight of state government operations. Essentially, who on the governor’s staff is serving as chief operating officer?

As shown in Table 9, only one state maintains a chief operating officer position. In the majority of states, the function of a chief operating officer is performed by the chief of staff. In six states, this function has been assigned to a deputy chief of staff.

One state assigns the function to a cabinet affairs director and one to a secretary of administration.

The information collected via the survey indicates that governors’ senior staff members responsible for overseeing state government operations rely on a number of sources of information to oversee state government operations.

**TABLE 7  
RESPONSIBILITY FOR MONITORING DEPARTMENT IMPLEMENTATION OF GOVERNOR’S PRIORITIES**

Designated Staff Member	Number of States
Chief of Staff/Deputy Chief/Policy Director	7
Chief of Staff	3
Deputy Chief of Staff	4
Chief of Staff/Deputy Chief of Staff	2
Chief of Staff/Policy Director	3
Deputy Chief of Staff /Policy Director	2
Chief Operations Officer/Policy Director	1

**TABLE 8  
WORKING RELATIONSHIP WITH STATE AGENCIES**

Nature of Relationship	Number of States
Conform to Governor’s Policies and Priorities	19
Vary from Agency to Agency	5
Formal Set of Objectives for Each Agency	2

**TABLE 9  
OVERSEES STATE GOVERNMENT OPERATIONS**

Designated Staff Member	Number of States
Chief of Staff	16
Deputy Chief of Staff	6
Chief Operating Officer	1
Other	2

As shown in Table 10, every state expects department and agency officials to raise issues as necessary. Nineteen states rely on regular departmental reports to assist them in monitoring agency activities. Table 11 suggests that although a number of states require regular reporting, the reporting requirements are quite informal.

In explaining their other responses, one state indicated that it relied on regularly scheduled meetings for the needed information, and one that it was in the process of putting a system together.

### ***How Do Governors Manage Performance?***

Increasingly, states are incorporating performance measures in their management systems. Performance data is often used in the development of the governor’s executive budget and also may be used to help evaluate both the performance of individual departments and agencies and the effectiveness of programs and services.

Ten states responding to the survey indicate they had a performance management system in place.

Responsibility for determining the nature of the items to be tracked via performance management system varied among the states. Typically, the governor’s office either established the items to be tracked independently or in consultation with department and agency officials. In six states, the budget office also played a role in determining the content of the performance management system.

As shown in Table 12, performance management systems track a variety of measures.

The responsibility for monitoring and taking action on problems identified through performance management systems is broadly distributed among a number of staff members in the governor’s office. The various combinations are shown in Table 13.

### ***How Are Communications With Departments and Agencies Managed?***

NGA asked states to assess the effect of electronic communication on the effectiveness of the decision-making process in the governor’s office. The responses were evenly split: Some states indicated that email enhances the decision-making process, while others suggested the ease and convenience of emails provide many benefits, but also create numerous challenges or concerns.

**TABLE 10  
SOURCES OF DATA FOR  
MONITORING PERFORMANCE**

Source of Data	Number of States
Department Raise Issues as Necessary	24
Regular Departmental Reports	19
Established Performance Measures	12
Media Account, Legislative Inquiries, Media, etc.	10
Other	2

**TABLE 11  
FREQUENCY OF REQUIRED  
REPORTING FROM AGENCIES**

Frequency	Number of States
Weekly	4
Biweekly	1
Monthly	3
Bimonthly	2
Quarterly	2
Annual	1
As Needed	2
No Specific Frequency	3
Not Required	9

**TABLE 12  
CONTENT OF PERFORMANCE  
MANAGEMENT SYSTEMS**

Types of Information Measured	Number of States
Outcome	4
Management Objectives	1
Economy and Efficiency	3
Other	2

One challenge is the degree to which emails and texts provide multiple channels of communication between agency staff and members of the governor’s staff:

- The governor’s counsel communicates with agency counsels regarding legal issues or legislative proposals;
- The governor’s press secretary communicates with agency media staff;
- The governor’s appointments director communicates with an agency seeking nominees for open positions; and
- The governor’s scheduler communicates with agencies seeking background for a governor’s appearance at an event.

In most cases, the responsibility for sharing or coordinating the results of these individual communications rests with the individual staff members involved or may take place at both formal and informal staff meetings. There also is the challenge to ensure that governor’s office requests for policy or political guidance from a department or agency reflect the views of the director of the department or agency and not simply other department or agency officials.

As shown in Table 14, only four states require that communications ow through the agency director or his or her designee. The variety of communication pathways suggest that both agency staff and gubernatorial staff need to pay particular attention to their internal procedures for clearing and sharing the content of these ongoing communications.

Eight states report they have created a formal system for tracking agency/department requests for feedback or decisions. It appears that these systems are designed both to ensure that all relevant parties have an opportunity to comment and to ensure that a coordinated decision is made and communicated in a timely manner.

**TABLE 13  
RESPONSIBILITY FOR  
MONITORING DEPARTMENTAL  
PERFORMANCE MEASURES**

Designated Staff Member	Number of States
Chief of Staff	2
Chief of Staff/Deputy Chief of Staff	1
Chief of Staff/Deputy Chief of Staff/Others	4
Chief of Staff/Budget Director	1
Deputy Chief of Staff /Policy Director	1
Chief Operations Officer	1

**TABLE 14  
HOW DEPARTMENTS AND AGENCIES  
COMMUNICATE WITH THE  
GOVERNOR’S OFFICE**

Primary Governor’s Office Contact	Number of States
Key agency staff members are empowered to communicate with the governor’s staff concerning established issues/subject matter	15
Communication flow varies by agency	7
All communication is conducted through the agency/department director (or his/her designee)	4
Communication flow is ad hoc and not defined	0

## ***Observations and Conclusions***

Cabinets serve governors well by effectively managing state government programs and operations, including:

- Developing policies and programs to address the problems that confront state government;
- Communicating gubernatorial priorities and directives;
- Addressing issues that require interdepartmental coordination and cooperation; and
- Providing sound advice in developing gubernatorial initiatives and mobilizing state resources to implement gubernatorial programs.

Effective cabinets do not just occur. They require careful preparation and regular attention, both from the governor and from senior members of the governor's staff. A successful cabinet requires a clear mission and operating procedures that are compatible with the governor's style. The cabinet needs a membership broad enough to ensure the representation of all critical departments, but small enough to allow all members to participate effectively. It must meet frequently enough to learn to function as a team, but meetings must not become pro forma or lack a significant agenda. All participants must understand the role of the cabinet and the need for open communication. Essentially, the role of the cabinet is a function of the governor's style and priorities, and reflect the governor's role in the day-to-day administration of state government.

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