

A PROPOSED APPROACH TO THE REORGANIZATION OF
THE EXECUTIVE BRANCH OF IOWA GOVERNMENT

PREPARED FOR THE GOVERNOR'S TASK FORCE ON
EFFICIENCY AND COST EFFECTIVENESS

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LEVELS OF GOVERNMENT

- CLUSTERS
- COORDINATION
- BOARDS AND COMMISSIONS
- INTER-AGENCY FUNCTIONS
- SPAN OF CONTROL
- STAFFING PATTERNS

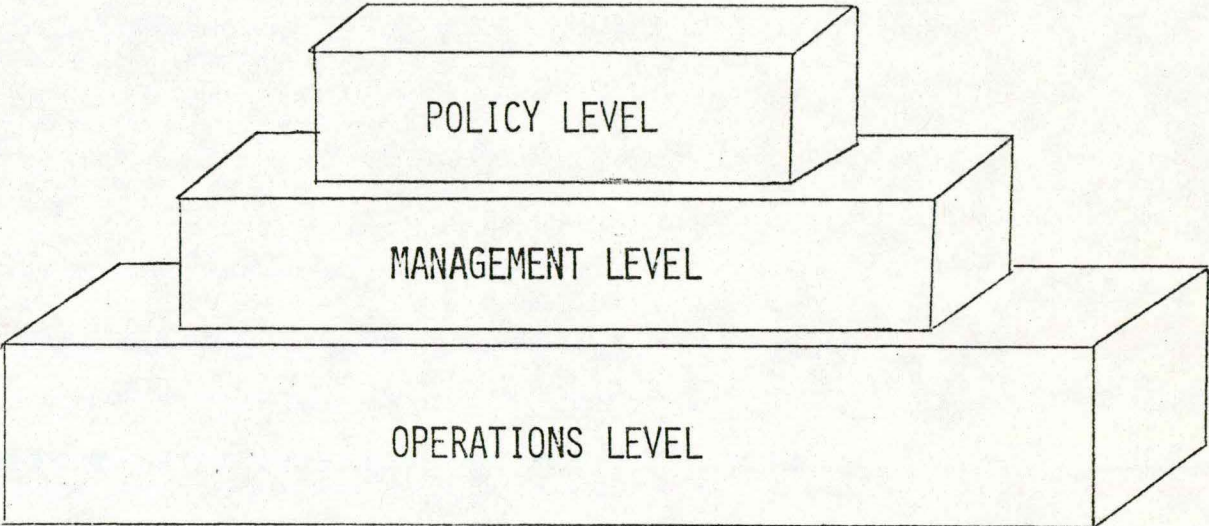


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INTRODUCTION

THE OVERALL ORGANIZATION OF STATE GOVERNMENT SHOULD BE DESIGNED TO PROMOTE POLICY DEVELOPMENT AS WELL AS TO PROMOTE INTER-AGENCY COMMUNICATION AND COORDINATION. THIS MAY BE FACILITATED BY MODIFYING THE PRESENTLY ESTABLISHED REPORTING RELATIONSHIPS TO THE GOVERNOR. IN ADDITION, SUBSTANTIAL COST SAVINGS MAY BE REALIZED IN THE LONG RUN.

TO THIS END, MANY STATES HAVE REORGANIZED TO ACHIEVE THE FOLLOWING OBJECTIVES:

- TO GROUP EXECUTIVE AGENCIES IN BROAD FUNCTIONAL AREAS;
- TO REDUCE THE NUMBER OF DEPARTMENTS REPORTING DIRECTLY TO THE GOVERNOR;
- TO CREATE SIMPLE LINES OF AUTHORITY TO THE TOP; AND
- TO ELIMINATE ADMINISTRATION BY BOARDS, COMMISSIONS AND MULTIPLE AGENCY HEADS.

THE ULTIMATE GOAL IS TO ORGANIZE THE EXECUTIVE BRANCH OF GOVERNMENT IN A STRUCTURE THAT ASSURES ACCOUNTABILITY AND MANAGEABILITY.

IN THEIR REORGANIZATIONAL EFFORTS, STATES HAVE PURSUED THESE OBJECTIVES TO DIFFERENT DEGREES. THIS REPORT WILL DISCUSS THREE MODELS FOR REORGANIZATION--THE TRADITIONAL, CABINET AND SECRETARY-COORDINATOR--AS WELL AS THE GOVERNOR'S ECONOMY COMMITTEE (GEC) RECOMMENDATION OF 1979, AND A FIFTH, OR TRANSITIONAL, MODEL.

IN THE ABSENCE OF A FORMAL REORGANIZATION, THE EXECUTIVE BRANCH MAY BEGIN TO BE CENTRALIZED UNDER THE GOVERNOR'S OFFICE BY A MORE GRADUAL, TRANSITIONAL APPROACH. INFORMAL CLUSTER RELATIONSHIPS ARE FORMED TO ACHIEVE OBJECTIVES RELATED TO COORDINATION AND COOPERATION AS WELL AS INCREASED COST EFFECTIVENESS. THE REPORT WILL PRESENT THIS OPTION FOR REORGANIZATION AND OFFER ALTERNATIVES FOR IMPLEMENTATION.

INTRODUCTION (CONT'D)

WHEN CHANGES ARE MADE THROUGH REORGANIZATION, POLITICAL RAMIFICATIONS FOR THE GOVERNOR ARE A REALITY. ON ONE HAND, PUBLIC PERCEPTION OF THE EXECUTIVE BRANCH CAN BE VERY POSITIVE. WITH DWINDLING RESOURCES, REORGANIZATION MAY BE VIEWED AS A PROACTIVE MOVE BY THE GOVERNOR TO SOLVE THE STATE'S ECONOMIC PROBLEMS AND TO ADDRESS THE ISSUE OF THE LACK OF A RATIONALE MANAGEMENT APPROACH IN THE ORGANIZATION OF STATE GOVERNMENT. ON THE OTHER HAND, ANY ACTIVE STANCE BY THE GOVERNOR CAN PROMPT POLITICALLY THREATENING SPECIAL INTEREST COALITIONS OR THE LEGISLATURE TO OPPOSE REORGANIZATION. IN ADDITION, IF THE GOVERNOR WOULD BEGIN TO REORGANIZE STATE GOVERNMENT AND NOT COMPLETE IT, IT WOULD OBVIOUSLY BE POLITICALLY DANGEROUS. THEREFORE, IF REORGANIZATION IS TO TAKE PLACE IN IOWA, IT SEEMS IMPERATIVE THAT THE GOVERNOR CONTINUE THE MOMENTUM OF STRENGTHENING EXECUTIVE LEADERSHIP. THIS REPORT WILL DISCUSS HOW A GOVERNOR'S POWER OF ORGANIZATION CAN BE MEASURED, AS WELL AS CHARACTERISTICS OF WEAK AND STRONG EXECUTIVE MODELS.

FINALLY, THE REPORT WILL EXHIBIT COMPARISONS OF CABINET FUNCTIONAL AREAS TO CLUSTER FUNCTIONAL AREAS, WHICH CAN DIRECTLY RELATE TO A TRANSITIONAL REORGANIZATION FOR IOWA SHOULD THE DECISION BE TO MOVE IN THAT DIRECTION.

ISSUE STATEMENT

BECAUSE IOWA HAS NEVER ENGAGED IN A COMPREHENSIVE AND SYSTEMATIC REORGANIZATION THAT FOCUSES ON THE TOTAL EXECUTIVE BRANCH, SEVERAL STATE AGENCIES, BOARDS AND COMMISSIONS HAVE DUPLICATING FUNCTIONS, DO MINIMAL INTEGRATIVE PLANNING, AND SHOW LITTLE EVIDENCE OF COOPERATIVELY WORKING TOWARD REDUCTIONS IN GOVERNMENTAL COSTS.

PURPOSE OF REORGANIZATION

IN LIGHT OF DECREASING DOLLARS, IT IS IMPERATIVE THAT STATE GOVERNMENTS OPERATE IN A STREAMLINED MANNER. THE STRUCTURE OF AN ORGANIZATION HAS A DIRECT IMPACT ON WHETHER COST-EFFICIENT FUNCTIONS CAN BE PERFORMED. THEREFORE, REORGANIZATIONS SHOULD INCREASE EFFICIENCY, ENHANCE PRODUCTIVITY AND PROMOTE COST-EFFECTIVENESS.

PRINCIPLES OF REORGANIZATION

THE MAJOR PRINCIPLES OF STATE REORGANIZATION HAVE BEEN DEVELOPED OVER THE PAST 30 YEARS AND ARE DIRECTED TOWARD MAXIMUM EFFICIENCY AND ECONOMY IN THE EXECUTIVE BRANCH. THESE PRINCIPLES SHOULD BE INCORPORATED INTO THE DESIGN OF THE PROPOSED REORGANIZATION WHEREVER FEASIBLE. THEY ARE:

- TO INTEGRATE ALL ADMINISTRATIVE ACTIVITIES OF THE STATE ALONG FUNCTIONAL LINES WITHIN A FEW WELL-BALANCED PRINCIPAL UNITS.
- TO FIX DIRECT LINES OF RESPONSIBILITY FOR ADMINISTRATION OF THESE FUNCTIONS/ACTIVITIES FROM THE GOVERNOR THROUGH THE UNIT HEADS TO THE SUBORDINATE OFFICERS.
- TO PROVIDE THE GOVERNOR WITH EXECUTIVE AUTHORITY COMMENSURATE WITH THE RESPONSIBILITIES.
- TO REQUIRE THE COORDINATION OF ADMINISTRATIVE ACTIVITIES, ELIMINATION OF OVERLAPPING AND DUPLICATIVE FUNCTIONS, AND FULL UTILIZATION OF ALL STAFF FACILITIES WITHIN EACH PRINCIPAL UNIT.

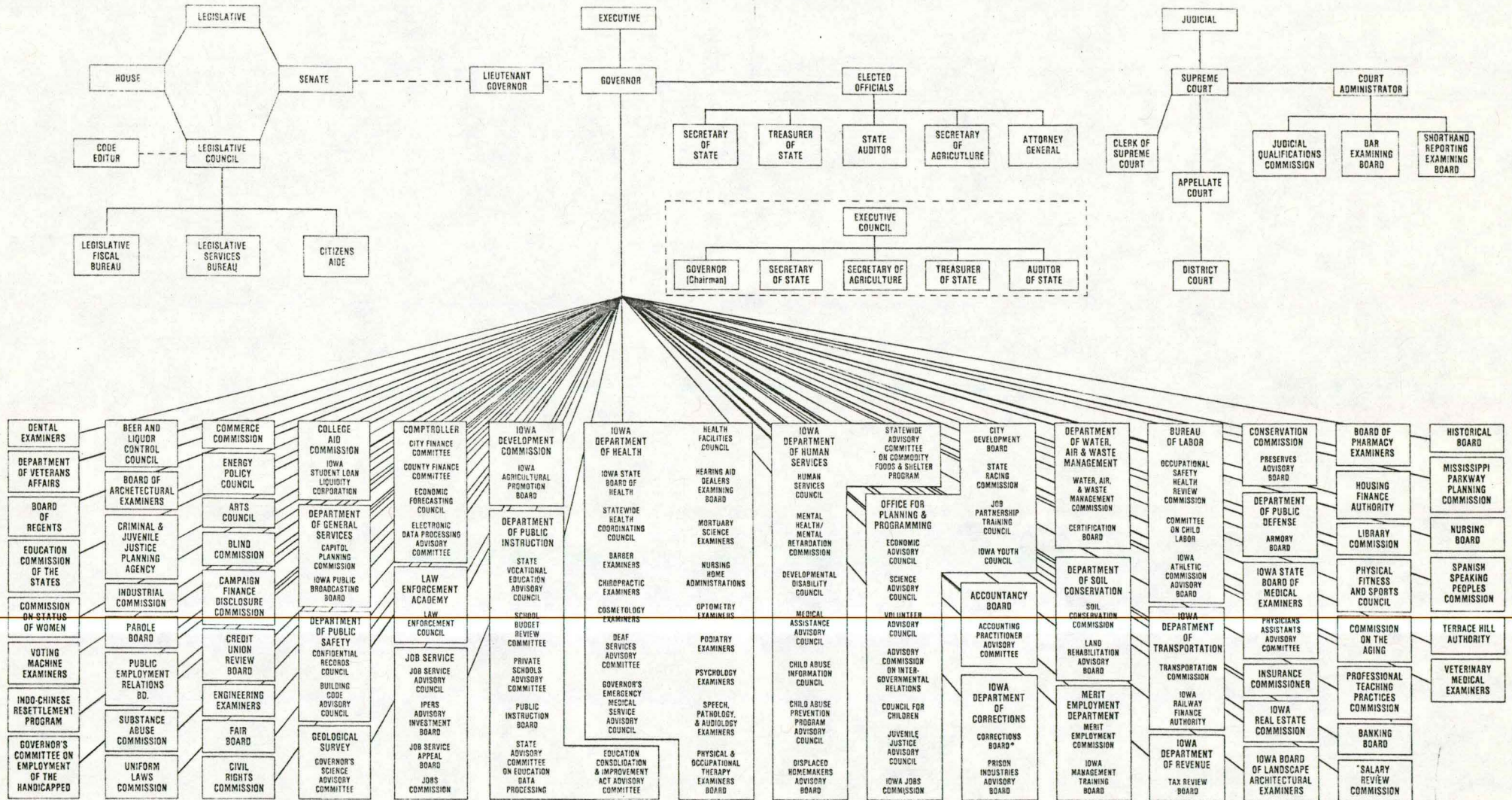
IOWA'S CURRENT ORGANIZATIONAL STRUCTURE

IOWA'S EXECUTIVE BRANCH OF GOVERNMENT IS ORGANIZED AS FOLLOWS:

- MORE THAN 200 STATE AGENCIES, BOARDS AND COMMISSIONS THAT REQUIRE GUBERNATORIAL APPOINTMENTS IN EXCESS OF 1,000 PEOPLE.
- MOST AGENCIES RELATE TO THE GOVERNOR'S OFFICE THROUGH A LOOSELY DEFINED LIAISON SYSTEM INVOLVING THE GOVERNOR'S OFFICE.
- INDIVIDUAL AGENCIES ARE READILY IDENTIFIABLE AND RELATIVELY INDEPENDENT UNITS.
- NINE AGENCY CHIEF EXECUTIVE OFFICERS ARE NOT DIRECTLY APPOINTED BY THE GOVERNOR. THEY ARE: MERIT EMPLOYMENT, BEER AND LIQUOR CONTROL, COMMISSION FOR THE BLIND, PAROLE BOARD, DEPARTMENT OF PUBLIC INSTRUCTION, LIBRARY COMMISSION, FAIR BOARD, BOARD OF REGENTS, AND DEPARTMENT OF TRANSPORTATION. THESE AGENCIES COMPRISE 61% OF THE TOTAL STATE BUDGET FOR FY 1983.
- THERE ARE TERM APPOINTMENTS FOR THE CHIEF EXECUTIVE OFFICER IN THE FOLLOWING STATE AGENCIES: ARTS COUNCIL (4 YEARS), BANKING (4 YEARS), COMMERCE (6 YEARS), HEALTH (4 YEARS), INDUSTRIAL COMMISSION (6 YEARS), INSURANCE COMMISSION (4 YEARS), JOB SERVICE APPEALS BOARD (6 YEARS), LABOR (2 YEARS), PUBLIC EMPLOYMENT RELATIONS BOARD (4 YEARS), AND SUBSTANCE ABUSE (4 YEARS).

STATE OF IOWA ORGANIZATIONAL CHART

JULY 1983



HISTORY OF REORGANIZATION IN OTHER STATES

REORGANIZATION IN STATE GOVERNMENT HAS BEEN AN ISSUE SINCE EARLY IN THE TWENTIETH CENTURY. ILLINOIS WAS THE FIRST STATE TO UNDERTAKE SUBSTANTIAL REORGANIZATION IN 1917. SINCE 1917, THERE HAVE BEEN SEVERAL MAJOR WAVES OF STATE REORGANIZATIONS. IN TOTAL, 53 STATES PARTIALLY OR COMPLETELY REVISED THEIR EXECUTIVE BRANCHES FROM 1914-1975.

THE LEAST DRASTIC TYPE OF REORGANIZATION, THE TRADITIONAL MODEL, HAS BEEN APPLIED MORE FREQUENTLY OVER TIME (52%) THAN THE MORE REFORM-MINDED SECRETARY-COORDINATOR OR CABINET MODELS. A LARGE NUMBER OF STATE AGENCIES, HIGHER PROPORTION OF BOARDS AND COMMISSIONS, LOWER GUBERNATORIAL APPOINTMENT POWER AND DIFFUSED CONTROL ARE CHARACTERISTIC OF THE TRADITIONAL TYPE OF REORGANIZATION.

THE FIRST WAVE, 1917-1927

THE MORE RIGOROUS CABINET TYPE WHICH IS PATTERNED AFTER THE FEDERAL EXECUTIVE BRANCH HAS BEEN APPLIED MORE THAN MIGHT HAVE BEEN EXPECTED IN VIEW OF THE GREATER POLITICAL AND LEGAL EFFORTS NECESSARY TO ACHIEVE THIS TYPE OF REORGANIZATION. MOST ATTEMPTS AT THE CABINET TYPE OCCURRED IN THIS FIRST WAVE OF STATE REORGANIZATION. STATES THAT REORGANIZED DURING THIS PERIOD INCLUDED: ILLINOIS, CALIFORNIA, IDAHO, MARYLAND, MASSACHUSETTS, MINNESOTA, NEW YORK, PENNSYLVANIA, VIRGINIA AND WASHINGTON.

THIRTIES AND FORTIES

OTHER STATES FOLLOWED IN THE THIRTIES AND FORTIES -- GEORGIA, KENTUCKY, MISSOURI, NEW JERSEY AND RHODE ISLAND. THEIR REORGANIZATIONS WERE EITHER TRADITIONAL OR CABINET TYPE.

HISTORY OF REORGANIZATION IN OTHER STATES (CONT'D)

THE LATE FORTIES AND FIFTIES

FOLLOWING THE WIDELY PUBLICIZED HOOVER COMMISSION TO STUDY FEDERAL ORGANIZATION, LITTLE HOOVER COMMISSIONS WERE ORGANIZED IN MORE THAN 30 STATES. NOT ONE OF THESE RESULTED IN A COMPREHENSIVE REORGANIZATION; HOWEVER, MANY OTHER MANAGEMENT IMPROVEMENTS RESULTED, SUCH AS THE ESTABLISHMENT OF DEPARTMENTS OF ADMINISTRATION OR FINANCE.

IN THE LATE 1950s TENNESSEE REORGANIZED, AND ALASKA AND HAWAII SET UP CENTRALIZED ADMINISTRATIVE STRUCTURES WHEN THEY WERE ADMITTED TO STATEHOOD.

THE LAST WAVE, 1961-1975

MODELED AFTER LARGE FEDERAL FUNCTIONAL DEPARTMENTS, SUCH AS HEALTH AND HUMAN SERVICES AND DEFENSE, SOME STATES CREATED LARGE "MEGA-AGENCIES" FOR THE COORDINATION OF RELATED FUNCTIONS IN MANY DEPARTMENTS. EXAMPLES OF SUCH STATES ARE CALIFORNIA AND VIRGINIA. MICHIGAN ADOPTED A NEW CONSTITUTION IN 1963 THAT REQUIRED AN ADMINISTRATIVE STRUCTURE OF NO MORE THAN 20 DEPARTMENTS. THIS WAS IMPLEMENTED BY THE LEGISLATURE IN 1965. OTHER STATES FOLLOWED SUIT: WISCONSIN, COLORADO, FLORIDA, MASSACHUSETTS, DELAWARE, MARYLAND, ARKANSAS, MAINE, MONTANA AND NORTH CAROLINA. MISSOURI'S 1974 CABINET REORGANIZATION FOLLOWED A PREVIOUS TRADITIONAL TYPE REORGANIZATION IN 1955.

THE MOST RECENT WAVE, SINCE 1975

FOR THE MOST RECENT WAVE, THERE HAS BEEN A STRONG TENDENCY FOR HIGHLY DECENTRALIZED STATES TO ADOPT TRADITIONAL TYPE REORGANIZATIONS. DURING THIS TIME PERIOD, THERE HAS ALSO BEEN A STRONG PATTERN OF STATES UPGRADING TO A CABINET OR SECRETARY-COORDINATOR TYPE OF REORGANIZATION.

HISTORY OF REORGANIZATION IN IOWA

IN CONTRAST TO OTHER STATES AND WITH THE EXCEPTION OF SOME PARTIAL EFFORTS, IOWA GOVERNMENT HAS NEVER BEEN COMPREHENSIVELY REORGANIZED. DURING THE PAST DECADES MANY SEPARATE ORGANIZATIONS WERE FORMED TO ADMINISTER NEWLY AUTHORIZED FEDERAL AND STATE PROGRAMS. DUE TO A COMBINATION OF FACTORS, E.G., CONSTITUENCY PRESSURES, AND TRADITIONAL LEGISLATIVE AND ADMINISTRATIVE PROCESSES, INSUFFICIENT ATTENTION WAS GIVEN TO THE COMMONALITY OF SUCH PROGRAMS/FUNCTIONS WITH THOSE IN CURRENT OR PROPOSED ORGANIZATIONS. WHEN NEW PROGRAMS/FUNCTIONS WERE ADDED TO EXISTING AGENCIES, ADMINISTRATIVE INTEGRATION WAS NOT ACHIEVED.

MEASURES OF GUBERNATORIAL OVERSIGHT

ACCORDING TO PROFESSORS THAD BEYLE AND ROBERT DALTON OF THE UNIVERSITY OF NORTH CAROLINA, A GOVERNOR'S POWER OF ORGANIZATION CAN BE MEASURED BY THE FOLLOWING INDEXES:

- THE DEGREE TO WHICH THE GOVERNOR AND LIEUTENANT GOVERNOR ARE ELECTED AS A TEAM,
- THE NUMBER OF SEPARATELY ELECTED ADMINISTRATIVE OFFICIALS,
- THE NUMBER OF DEPARTMENTS AND AGENCIES REPORTING TO THE GOVERNOR,
- THE NUMBER OF PUBLIC AUTHORITIES, CORPORATIONS, LICENSING AND REGULATORY BOARDS,
- POSSESSION OF THE POWER BY THE GOVERNOR TO INITIATE AND CARRY OUT EXECUTIVE BRANCH REORGANIZATION.

IOWA RANKS FORTIETH OF ALL 50 STATES IN TERMS OF THE GOVERNOR'S POWER OF ORGANIZATION ACCORDING TO THE BEYLE/DALTON STUDIES.

WEAK EXECUTIVE MODEL VERSUS STRONG EXECUTIVE MODEL

- | | |
|---|--|
| <ul style="list-style-type: none">● GOVERNOR HAS LITTLE ACTUAL CONTROL OVER THE ADMINISTRATIVE AGENCIES, WHICH ARE LARGELY INDEPENDENT. HIS/HER DECISION MAKING IS EXERCISED BY INFORMAL POLITICAL AND PERSONAL NEEDS.● GOVERNOR MUST CONSULT THE SENATE FOR APPROVAL OF ADMINISTRATIVE APPOINTMENTS.● LACKS THE HIERARCHAL ARRANGEMENTS THAT PROMOTE COORDINATION. | <ul style="list-style-type: none">● AUTHORITY AND RESPONSIBILITY ARE CENTERED IN A SINGLE, ELECTED CHIEF ADMINISTRATOR AND HIS/HER IMMEDIATE AIDES.● THE GOVERNOR APPOINTS THE HEADS OF DEPARTMENTS WITHOUT LEGISLATIVE CONFIRMATION AND MAY REMOVE THEM WITHOUT RESTRICTION.● ALL UNITS ARE DEPARTMENTALIZED BY MAJOR PURPOSE AND ARRANGED IN A HIERARCHY COORDINATED FROM THE TOP BY LINES OF AUTHORITY AND COMMUNICATION THROUGHOUT ITS VARIOUS LEVELS.● CITIZEN CONTROL IS ENHANCED BY CENTERING RESPONSIBILITY IN A SINGLE HEAD. |
|---|--|

GUBERNATORIAL STRENGTH AND INTEGRITY

ALTHOUGH IOWA DOES NOT HAVE ALL OF THE CHARACTERISTICS OF A STRONG EXECUTIVE MODEL, DURING GOVERNOR ROBERT RAY'S ADMINISTRATION, HE CODIFIED POWER AND MADE IOWA A STRONGER GOVERNOR'S STATE. NOW, THE GOVERNOR IS THE ONLY AUTHOR OF A COMPREHENSIVE STATE BUDGET, HE HAS THE POWER OF ITEM VETO IN APPROPRIATIONS BILLS, AND HE HAS CONTROL OF THE AMOUNT AND FLOW OF APPROPRIATIONS RECEIVED BY THE STATE AGENCIES THROUGH THE STATE COMPTROLLER'S OFFICE.

THE COMPLEX PROBLEMS, E.G., SCARCE RESOURCES, LACK OF JOBS, AND LOSS OF TALENTED PEOPLE, THAT IOWA WILL CONTINUE TO FACE IN THE NEXT SEVERAL YEARS DEMAND STRONG EXECUTIVE LEADERSHIP. THE BIGGEST CHALLENGE TO THE GOVERNOR IS TO MANAGE EVENTS RATHER THAN TO BE MANAGED BY THEM.

EVEN AS THE GOVERNOR'S OFFICE IS STRENGTHENED, HOWEVER, IT IS ESSENTIAL TO PRESERVE THE INTEGRITY AND CONTINUITY OF STATE GOVERNMENT. TO ACCOMPLISH THIS AND TO AVOID A SPOILS SYSTEM, CURRENT CHECKS AND BALANCES MUST BE MAINTAINED. EXAMPLES OF MAINTAINING INTEGRITY AND CONTINUITY ARE THE PRACTICE OF APPOINTING BOARD AND COMMISSION MEMBERS TO STAGGERED TERMS, AND NOT HAVING AGENCY HEADS AUTOMATICALLY REMOVED WHEN THE ADMINISTRATION CHANGES.

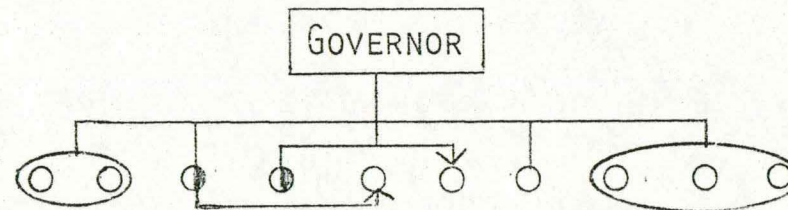
FIVE OPTIONS FOR IOWA REORGANIZATION

THREE GENERAL CATEGORIES OF STATE REORGANIZATION HAVE BEEN IDENTIFIED:

- TRADITIONAL
- CABINET
- SECRETARY-COORDINATOR

TWO ADDITIONAL MODELS, THE 1979 GOVERNOR'S ECONOMY COMMITTEE MODEL AND A TRANSITIONAL MODEL, ARE OFFERED IN THIS REPORT, FOR A TOTAL OF FIVE OPTIONS.

OPTION 1/TRADITIONAL



- NUMBER OF AGENCIES REDUCED TO 20-25 DEPARTMENTS, USUALLY BY REGROUPING.
- AGENCIES GROUPED MORE FUNCTIONALLY THAN PRIOR TO REORGANIZATION, BUT LESS FUNCTIONALLY THAN UNDER THE CABINET OR SECRETARY-COORDINATOR SYSTEMS.
- TRANSPLANTED AGENCIES RETAIN HIGH LEVEL OF MANAGEMENT AUTONOMY.
- HEADS OF REMAINING DEPARTMENTS ARE USUALLY ELECTED RATHER THAN APPOINTED.
- ABOUT 52% OF ALL STATE REORGANIZATIONS HAVE USED THIS APPROACH.
- EXAMPLES: MICHIGAN, WISCONSIN, COLORADO, IDAHO, GEORGIA

OPTION 1/PROS AND CONS

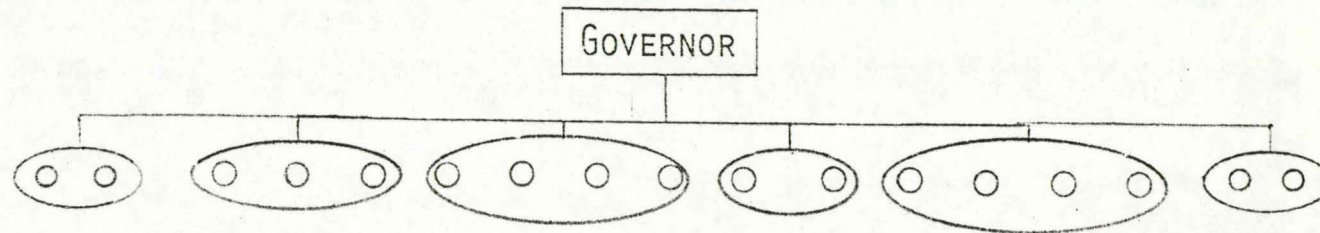
PROS

- LESS REFORM-ORIENTED TYPE OF REORGANIZATION.
- SOMEWHAT SIMPLIFIES STRUCTURE OF GOVERNMENT.
- EASIEST METHOD TO ACCOMPLISH DURING PERIODS OF GROWING CONSERVATISM IN STATE REORGANIZATION BECAUSE IT IS LESS THREATENING POLITICALLY.

CONS

- LOW DEGREE OF FUNCTIONAL CONSOLIDATION.
- LARGE NUMBER OF AGENCIES.
- PROGRAM FRAGMENTATION/DUPLICATION OF EFFORT, E.G., ADMINISTRATIVE FUNCTIONS.
- CAN CONTRIBUTE TO INEFFICIENCY IN RESOURCES USAGE.
- UNCLEAR/CONFLICTING LINES OF AUTHORITY.
- HIGH PROPORTION OF AGENCIES WITH LARGE BOARDS AND COMMISSIONS.
- HIGH DEGREE OF MANAGEMENT AUTONOMY RETAINED BY AGENCIES.
- NUMEROUS EXECUTIVE DEPARTMENT HEADS.
- LEAST CENTRALIZED METHOD.

OPTION 2/CABINET



- CONSOLIDATES EXISTING STATE AGENCIES INTO SINGLE-FUNCTION BUT BROADLY DEFINED UNITS, E.G., "TRANSPORTATION" AND "ENVIRONMENTAL PROTECTION."
 - PARALLELS THE FEDERAL EXECUTIVE BRANCH - STATE AGENCY HEADS COME TOGETHER IN AN ORGANIZATIONAL STRUCTURE TO REPORT TO THE GOVERNOR AND TO PERFORM OTHER FUNCTIONS, E.G., DISCUSS CROSS-CUTTING ISSUES AND EXPLORE OPPORTUNITIES FOR INTEGRATION.
 - INCLUDES AGENCY AND DEPARTMENT HEADS APPOINTED BY THE GOVERNOR AND MAY INVOLVE DIRECTORS WHO ARE ELECTED OR APPOINTED BY A STATE BOARD OR COMMISSION.
 - DOES NOT HAVE BINDING DECISION-MAKING AUTHORITY.
 - SIZE LIMITED TO 10-25 DEPARTMENTS.
 - REPORTING STRUCTURES BECOME VERTICAL.
-
- STRIPS TRANSPLANTED AGENCIES OF THEIR STATUTORY AUTHORITY, STRUCTURAL IDENTITY AND CONTROL OVER MANAGEMENT SUPPORT SERVICES.
 - EXAMPLES: DELAWARE, MARYLAND, SOUTH DAKOTA, MAINE, MISSOURI

OPTION 2/PROS AND CONS

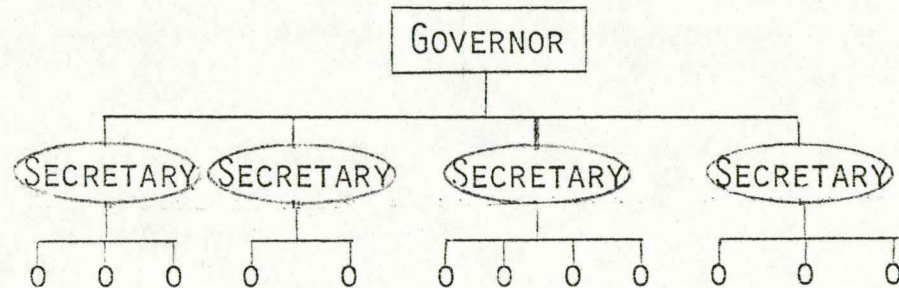
PROS

- DEPARTMENT HEADS GENERALLY APPOINTED BY GOVERNOR,
- MEDIUM NUMBER OF AGENCIES,
- BROADER FUNCTIONAL GROUPING OF AGENCIES THAN TRADITIONAL TYPE,
- TRANSFERRED AGENCIES RETAIN LOW DEGREE OF MANAGEMENT AUTHORITY,
- MOST CENTRALIZED SYSTEM - THEORETICALLY,
- CABINET MEETINGS CAN BE BENEFICIAL FOR ISSUES/PROBLEMS THAT CROSS-CUT DEPARTMENTS AND CAN LEAD TO HIGH LEVEL COORDINATION AMONG THE AGENCIES,
- CAN BE ORGANIZED INTO A NUMBER OF SUB-CABINETS RELATING TO SPECIFIC AREAS, E.G., ADMINISTRATIVE, NATURAL RESOURCES, HEALTH AND WELFARE,

CONS

- MODERATE GUBERNATORIAL APPOINTING POWER,
- MODERATE NUMBER OF BOARDS AND COMMISSIONS,
- MODERATE LEVEL OF CONSOLIDATION INTO SINGLE FUNCTION AGENCIES,
- LARGE CABINETS CAN INHIBIT COMMUNICATION REQUIRING QUALITY FACILITATION,

OPTION 3/SECRETARY-COORDINATOR



- GROUPS EXISTING AGENCIES INTO 4 TO 6 VERY BROAD FUNCTIONS, E.G., "HUMAN RESOURCES," "BUSINESS AND TRANSPORTATION."
 - MAY HAVE SINGLE ADMINISTRATIVE UNIT FOR ALL AGENCIES OR EACH SECRETARY-COORDINATOR MAY HAVE AN ADMINISTRATIVE UNIT.
 - MODELED AFTER LARGE FEDERAL FUNCTIONAL DEPARTMENTS, SUCH AS "DEFENSE" AND "HEALTH AND HUMAN SERVICES."
 - GUBERNATORALLY APPOINTED SECRETARIES COORDINATE RELATIONSHIPS AMONG THE AGENCIES.
 - REPORTING RELATIONSHIPS TO GOVERNOR MORE CENTRALIZED THAN CABINET SYSTEM.
 - HIGHLY VERTICAL REPORTING STRUCTURE.
-
- INDIVIDUAL AGENCIES READILY IDENTIFIABLE, INDEPENDENT UNITS RESPONSIBLE FOR CARRYING OUT THEIR OWN MISSION.
 - EXAMPLES: CALIFORNIA, VIRGINIA, KENTUCKY, MASSACHUSETTS

OPTION 3/PROS AND CONS

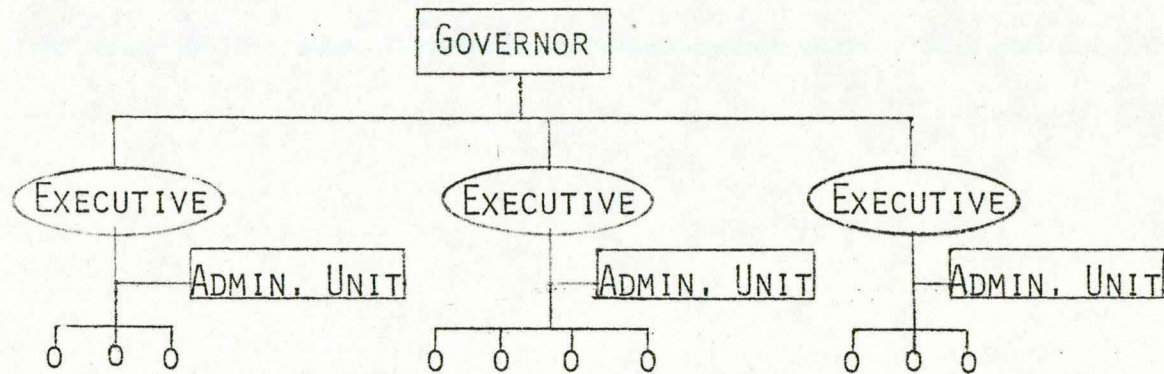
PROS

- LARGE PROPORTION OF DEPARTMENT HEADS APPOINTED BY THE GOVERNOR.
- MOST VERTICAL FORM OF REORGANIZATION - REDUCES NUMBER OF PEOPLE REPORTING TO THE GOVERNOR MOST DRAMATICALLY.
- LOW NUMBER OF AGENCY HEADS REPORTING TO THE GOVERNOR AFTER REORGANIZATION.
- MORE EFFECTIVE FORUM FOR THE GOVERNOR TO ARTICULATE HIS POLICIES AND RECEIVE COUNSEL.
- LOW PROPORTION OF AGENCIES WITH BOARDS AND COMMISSIONS.
- HIGH DEGREE OF FUNCTIONAL CONSOLIDATION.
- FLEXIBLE ORGANIZATION - EASILY CREATED AND CHANGED.
- EFFECTIVE CABINET CREATED BY A SMALLER NUMBER OF AGENCIES PARTICIPATING.

CONS

- HIGH DEGREE OF MANAGEMENT AUTHORITY RETAINED BY TRANSFERRED AGENCIES.
- INDIVIDUALIZED AGENCIES MORE DECENTRALIZED THAN CABINET SYSTEM.
- STATE UNITS MAY BE MORE RESPONSIVE TO THE POLITICAL HEADS OF GOVERNMENT IF THEY ARE NOT COVERED WITH AN ADDITIONAL ORGANIZATIONAL LAYER.
- MEDIUM-SIZED, INTEGRATED EXECUTIVE DEPARTMENTS MAY BE EASIER TO MANAGE THAN VERY LARGE SUPER-DEPARTMENTS.
- COULD BE PERCEIVED AS ADDITIONAL LAYERING WITHOUT IMMEDIATE AGENCY REDUCTION.

OPTION 4/THE GOVERNOR'S ECONOMY COMMITTEE MODEL (1979)



IN ADDITION TO THE THREE IDENTIFIED MODELS, A FOURTH, WHICH WAS RECOMMENDED IN THE 1979 GOVERNOR'S ECONOMY REPORT, BUILDS UPON THE SECRETARY-COORDINATOR MODEL. THE PROPOSED STRUCTURE FUNCTIONALLY GROUPS THE EXISTING AGENCIES INTO SEVEN MAJOR EXECUTIVE OFFICES:

- ADMINISTRATION
- COMMERCE
- HUMAN SERVICES
- EDUCATION
- TRANSPORTATION
- PUBLIC PROTECTION
- NATURAL RESOURCES

EACH EXECUTIVE OFFICER WOULD BE APPOINTED BY THE GOVERNOR AND SERVE AT HIS OR HER PLEASURE. THESE POSITIONS WOULD HAVE BOTH LINE AND BUDGETARY AUTHORITY OVER ASSIGNED OPERATIONS AND BE COMPARABLE TO GROUP VICE-PRESIDENTS IN THE PRIVATE SECTOR.

OPTION 4/PROS AND CONS

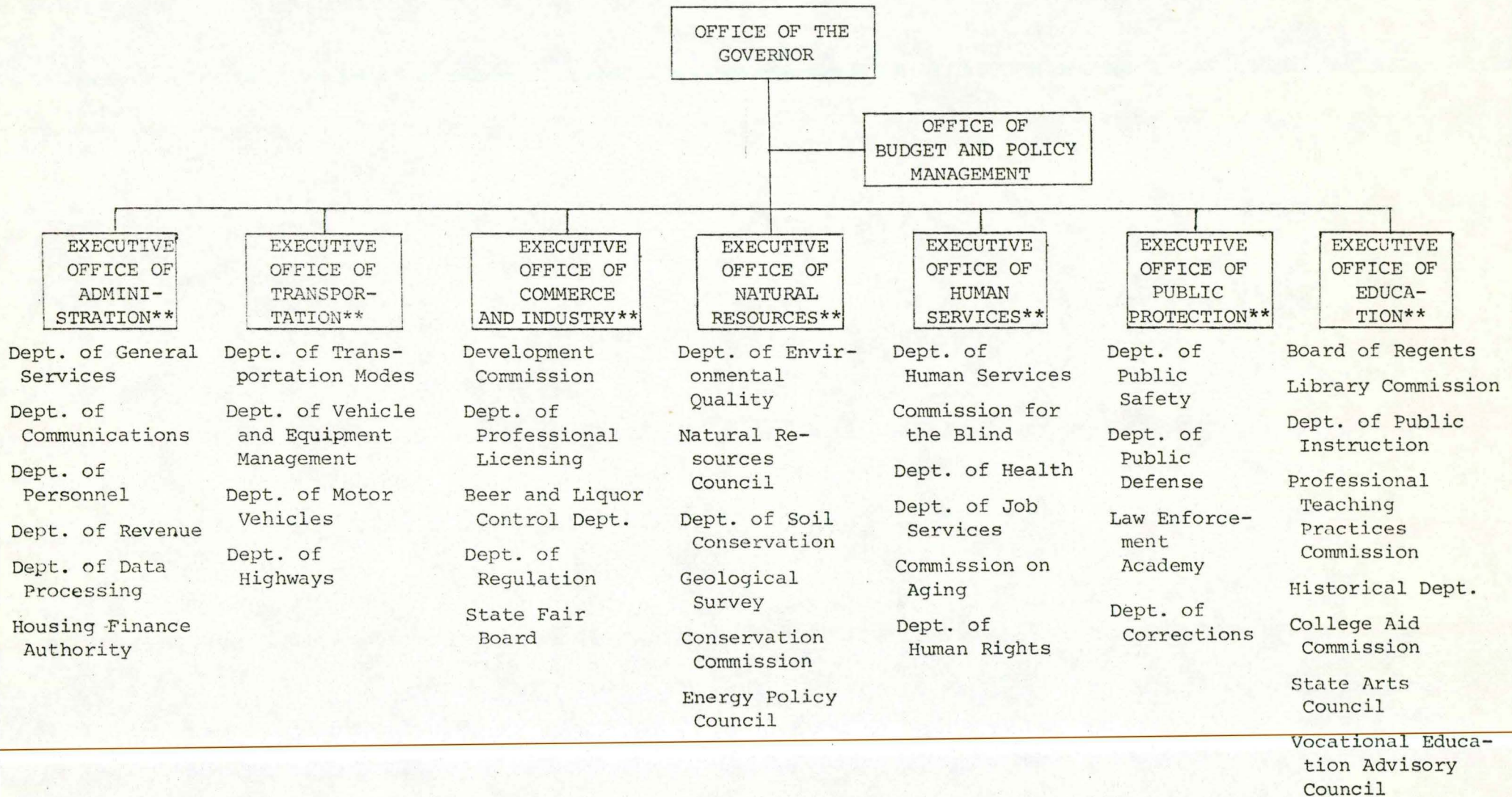
PROS

- ALL EXECUTIVE OFFICERS APPOINTED BY THE GOVERNOR.
- REDUCES NUMBER OF PEOPLE REPORTING DIRECTLY TO THE GOVERNOR.
- COULD REDUCE NUMBER OF AGENCIES AFTER REORGANIZATION.
- HIGH DEGREE OF FUNCTIONAL CONSOLIDATION.
- LOW DEGREE OF MANAGEMENT AUTONOMY RETAINED BY AGENCIES.

CONS

- ADDS AN ORGANIZATIONAL LAYER, WHICH CAN REDUCE FLEXIBILITY AND DELAY RESPONSES TO CONSUMERS.
- POLITICALLY DIFFICULT TO IMPLEMENT MAJOR REORGANIZATIONS AT THIS TIME.
- MAY REPRESENT OVERLY CENTRALIZED MODEL.

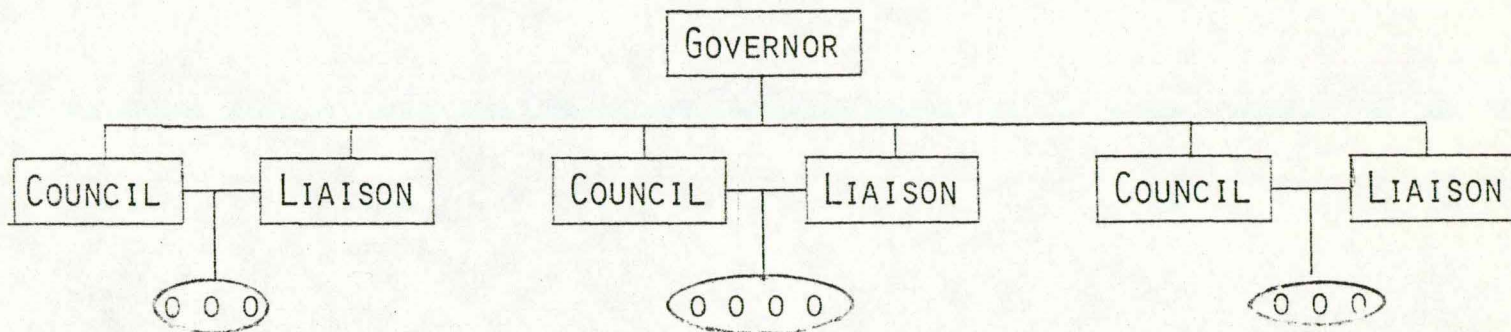
1979 ECONOMY COMMITTEE PROPOSED REORGANIZATION OF THE EXECUTIVE BRANCH*



*From the Governor's Economy Committee Report, 1979.

**Executive Offices contain an Administrative Unit.

OPTION 5: TRANSITIONAL MODEL



USING AN INCREMENTAL APPROACH TO REORGANIZATION OFFERS SEVERAL BENEFITS. A PLAN THAT CAN BE PHASED INTO ACTION OVER TIME HAS A GREATER CHANCE OF SUCCESS BECAUSE, ONCE THE FIRST FEW STEPS ARE TAKEN, A TRADITION OF CHANGE CREATES ITS OWN MOMENTUM. A BROADER ACCEPTANCE MAY BE MORE EASILY SECURED USING A MORE CONSERVATIVE APPROACH. ADDITIONALLY, AN INCREMENTAL APPROACH ALLOWS FOR A BOTTOM-TO-TOP IMPLEMENTATION PLAN. ORGANIZATIONAL EFFORTS THAT BEGIN WITH THE AGENCIES THEMSELVES COORDINATING WITH THE GOVERNOR'S OFFICE ARE MORE DIFFICULT TO PLAN, BUT THEY ARE MORE LIKELY TO SUCCEED. THIS APPROACH ALSO PRESENTS A MECHANISM TO ASSURE RECOMMENDATIONS OF THE TASK FORCE ARE PURSUED.

IF THE PREMISE IS THAT IOWA WOULD LIKE TO MOVE TOWARD A CLUSTER METHOD OF REORGANIZATION AS RECOMMENDED IN THE GOVERNOR'S ECONOMY COMMITTEE REPORT OF 1979 (OR ANY OF THE AFOREMENTIONED MODELS), THE FOLLOWING IS A PROPOSAL FOR A TRANSITIONAL IMPLEMENTATION STRATEGY:

- AGENCIES ARE GROUPED INFORMALLY IN FUNCTIONAL CLUSTERS.
- INFORMAL CLUSTERS DEVELOP WORK PLANS RELATING TO COORDINATION AND INTEGRATION POTENTIALS, THAT WOULD HAVE COST REDUCTION IMPACTS.
- A DESIGNATED PERSON IS RESPONSIBLE FOR FACILITATING THE ACTIVITIES OF EACH INFORMAL CLUSTER AND REPORTING TO THE GOVERNOR. THESE PEOPLE COULD BE:
 - GOVERNOR'S CURRENT LIAISONS TO AGENCIES
 - DEPARTMENT HEAD IN EACH CLUSTER IDENTIFIED AS A LEAD PERSON
 - LOANED STAFF FROM OTHER DEPARTMENTS OF STATE GOVERNMENT
 - NEW STAFF

- A CITIZENS ADVISORY COUNCIL COULD BE FORMED TO OVERSEE AND COORDINATE THE EFFECTS OF EACH INFORMAL CLUSTER. ITS RESPONSIBILITIES WOULD BE:

- TO ASSURE PUBLIC, PRIVATE AND CITIZEN INVOLVEMENT.
- TO ASSURE ACCOUNTABILITY.
- TO SERVE AS A FORUM FOR CONSTITUENCY INPUT.
- TO ASSURE AN OPPORTUNITY FOR INDIVIDUALS WITH SPECIAL KNOWLEDGE AND INTERESTS TO BE INVOLVED.
- TO PROVIDE OVERSIGHT AND EMPHASIZE COORDINATION.

COUNCIL MEMBERSHIP COULD INCORPORATE MEMBERS OF CURRENT AGENCY BOARDS, COMMISSIONS, ETC., THEREBY POTENTIALLY ELIMINATING SOME OF THESE GROUPS. MEMBERS WOULD BE APPOINTED BY THE GOVERNOR AND REPORT DIRECTLY TO HIM.

- A SMALL ONGOING PROACTIVE EFFICIENCY COMMITTEE COULD BE FORMED. ITS DUTIES WOULD INCLUDE:

- ONGOING ASSESSMENTS OF GOVERNMENT REORGANIZATION.
- EXAMINATION OF NEED FOR NEW COMMISSIONS, BOARDS, ETC.
- EXAMINATION OF NEED FOR NEW STATE AGENCIES.
- CHALLENGING INFORMAL CLUSTERS WITH EFFICIENCY, COORDINATION AND INTEGRATION IDEAS.

MEMBERSHIP COULD INCLUDE:

- PRIVATE CITIZENS
- LEGISLATORS
- STATE GOVERNMENT EMPLOYEES

OPTION 5/PROS AND CONS

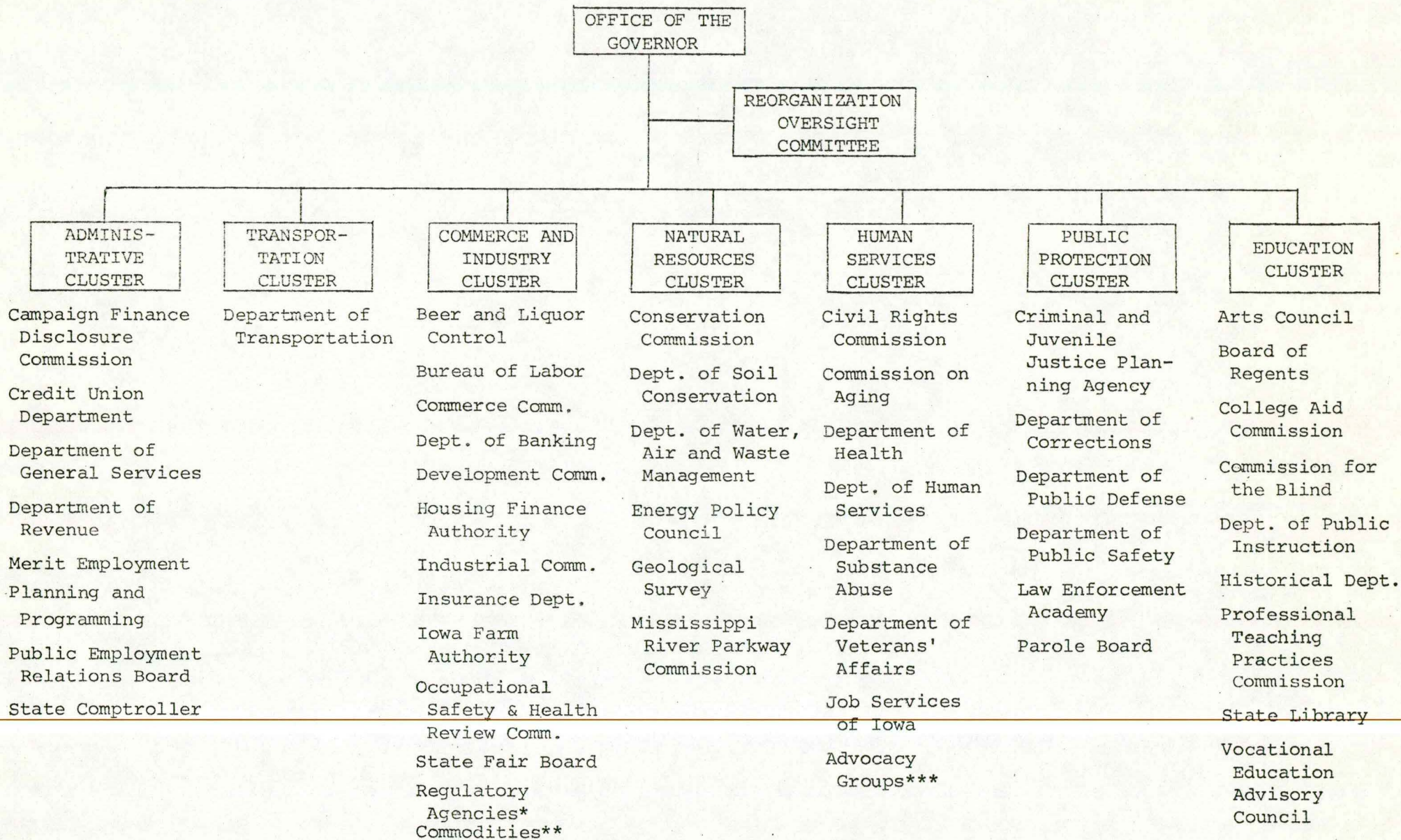
PROS

- NO LEGISLATIVE ACTION REQUIRED.
- GREATER POLITICAL ACCEPTANCE - NOT AS THREATENING AS REORGANIZATIONS.
- BOTTOM-TO-TOP APPROACH ALLOWS FOR BROADER, MORE EASILY SECURED ACCEPTABILITY.
- POTENTIALLY ELIMINATES SOME BOARDS, COMMISSIONS AND ADVISORY GROUPS.
- PROMOTES ONGOING ASSESSMENT OF GOVERNMENT REORGANIZATION.
- MORE CENTRALIZED THAN CURRENT SYSTEM.
- PROMOTES AGENCY COORDINATION AND INTEGRATION.
- MOVE TOWARDS FUNCTIONAL CONSOLIDATION.
- RETAINS INDIVIDUAL AGENCY IDENTITY FOR CONSTITUENT GROUPS.
- MECHANISM FOR ONGOING PURSUIT OF TASK FORCE RECOMMENDATIONS.

CONS

- STRETCHED OUT OVER A PERIOD OF TIME, REORGANIZATION POTENTIALLY CAN BE SIDETRACKED, SHELVED OR IGNORED.
- IMMEDIATE COST AND EFFICIENCY BENEFITS OF REORGANIZATION ARE LIMITED.
- POTENTIAL RESISTANCE FROM MEMBERS OF ADVISORY GROUPS, E.G., BOARDS, COMMISSIONS, ETC., THAT MAY BE ELIMINATED.
- COULD BE PERCEIVED AS ADDITIONAL LAYERING WITHOUT IMMEDIATE REDUCTION IN AGENCY NUMBERS.

TRANSITION MODEL OF THE CLUSTER FORM OF REORGANIZATION OF THE EXECUTIVE BRANCH - Example #1



*Accountancy Board, Engineering Examining Board, Landscape Architectural Examining Board, Architectural Examining Board, Real Estate Commission, Medical Examiners, Board of Nursing, Pharmacy Examiners

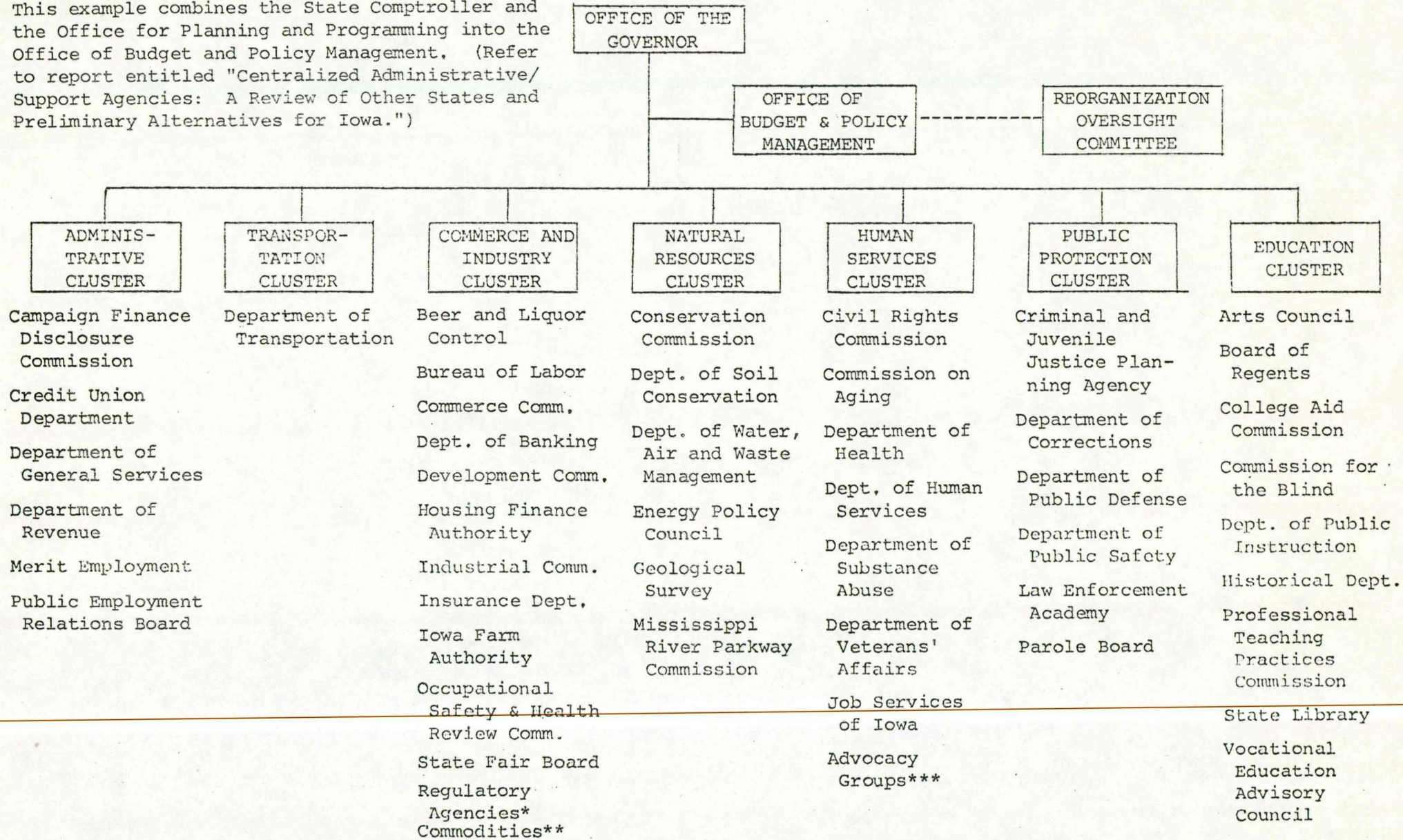
**Beef Industry Council, Dairy Industry Commission, Turkey Marketing Council, Egg Council

***Commission on the Status of Women, Employment of the Handicapped, Spanish Speaking Peoples Commission

See Appendix for comparison to Cabinet functional areas.

TRANSITION MODEL OF THE CLUSTER FORM OF REORGANIZATION OF THE EXECUTIVE BRANCH - Example #2

This example combines the State Comptroller and the Office for Planning and Programming into the Office of Budget and Policy Management. (Refer to report entitled "Centralized Administrative/Support Agencies: A Review of Other States and Preliminary Alternatives for Iowa.")



*Accountancy Board, Engineering Examining Board, Landscape Architectural Examining Board, Architectural Examining Board, Real Estate Commission, Medical Examiners, Board of Nursing, Pharmacy Examiners

**Beef Industry Council, Dairy Industry Commission, Turkey Marketing Council, Egg Council

***Commission on the Status of Women, Employment of the Handicapped, Spanish Speaking Peoples Commission

See Appendix for comparison to Cabinet functional areas.

FISCAL IMPLICATIONS OF EXECUTIVE REORGANIZATION

MANY HAVE ADVOCATED REORGANIZATIONS AS A PLAN TO SAVE MONEY, BUT A LITERATURE SEARCH SHOWS LITTLE EVIDENCE THAT REORGANIZATIONS REDUCE THE COSTS OF GOVERNMENT EVEN IN AN IMMEDIATE WAY. HOWEVER, THERE SEEMS TO BE SOME LEGITIMACY TO CONSIDERING REORGANIZATION A NECESSARY STEP IN ACHIEVING OTHER RECOMMENDED COST-SAVING IDEAS. IT APPEARS THAT IN FUTURE STATE REORGANIZATIONS, MORE EMPHASIS WILL BE PLACED ON PROCEDURAL CHANGES THAN ON STRUCTURAL CHANGES. EVIDENCE POINTS TO THE FACT THAT PROCEDURAL REFORMS PROMISE LESS RESISTANCE AND GREATER PAYOFFS IN TERMS OF ECONOMY AND EFFICIENCY GOALS.

THE FOLLOWING ARE EXAMPLES OF POTENTIAL COST-SAVING IDEAS THAT COULD BE PURSUED IN OPTION FIVE:

- CONSOLIDATION OF STATE ADMINISTRATIVE FUNCTIONS, E.G., A CENTRAL PERSONNEL SYSTEM POTENTIALLY COULD ELIMINATE DUPLICATION OF STAFF AND EFFORT.
- ABOLISH SOME BOARDS, COUNCILS AND COMMISSIONS, AND OTHERS' RELATED EXPENSES, E.G., TRAVEL, BY CONDUCTING SOME MEETINGS THROUGH TELECONFERENCING.
- AS AGENCIES ARE CONSOLIDATED, ELIMINATE RATHER THAN RESHUFFLE DUPLICATIVE PERSONNEL. (TYPICALLY, TWO-THIRDS OR MORE OF STATE GOVERNMENT EXPENDITURES ARE SALARIES FOR PERSONNEL.) A LARGE NUMBER OF AUTONOMOUS AGENCIES INCREASES COSTS FOR SUPERVISION, COORDINATION, CONTROL AND SUPPORT.

- CONSOLIDATE AGENCIES' ANNUAL REPORTS AND PUBLISH THEM BI-ANNUALLY.
- CO-LOCATE GOVERNMENTAL OFFICES WHEREVER FEASIBLE.
- CONSOLIDATE DUPLICATE FUNCTIONS, SUCH AS THE 13 FOOD AND NUTRITION PROGRAMS OPERATED BY THE STATE AND THE MULTI-AGENCY INVOLVEMENT IN JOBS PROGRAMS.

SUMMARY

ALTHOUGH MOST STATES HAVE REORGANIZED OVER THE PAST 40 YEARS TO ENHANCE EXECUTIVE LEADERSHIP, IOWA HAS NEVER ENGAGED IN A COMPREHENSIVE AND SYSTEMATIC REORGANIZATION. THEREFORE, SEVERAL STATE AGENCIES, BOARDS AND COMMISSIONS HAVE DUPLICATIVE FUNCTIONS, DO MINIMAL INTEGRATIVE PLANNING, AND SHOW LITTLE EVIDENCE OF COOPERATIVELY WORKING TOWARDS REDUCTION IN GOVERNMENTAL COSTS.

THE LONG-STANDING VALUES OF EFFICIENCY AND PRODUCTIVITY WILL BECOME EVEN MORE PROMINENT IN STATE GOVERNMENT DURING THE REST OF THIS CENTURY. THEREFORE, IT IS INDICATED THAT IOWA GOVERNMENT BE STREAMLINED TO ENHANCE PRODUCTIVITY AND EFFICIENCY AND TO PROMOTE COST-EFFECTIVENESS.

THIS REPORT HAS DISCUSSED THE REORGANIZATIONAL EFFORTS OF OTHER STATES, THE RECOMMENDATIONS OF THE GOVERNOR'S ECONOMY COMMITTEE OF 1979, AND HAS PROPOSED A TRANSITIONAL MODEL THAT GRADUALLY WOULD MOVE TOWARDS THE GEC RECOMMENDATION. IT ESTABLISHES INFORMAL CLUSTER RELATIONSHIPS OF STATE AGENCIES THAT ARE TO BEGIN TO WORK TOGETHER TO ACHIEVE OBJECTIVES RELATED TO COOPERATION AND COORDINATION.

RECOMMENDATION

IT IS RECOMMENDED THAT THE TRANSITIONAL MODEL BE IMPLEMENTED BY THE GOVERNOR. THIS MODEL COULD BE IMPLEMENTED INCREMENTALLY OR IN ITS ENTIRETY. THE ADVANTAGES OF THIS PROPOSED MODEL ARE:

- TO ESTABLISH A STRUCTURE FOR INCREASED COORDINATION AND COOPERATION AMONG STATE AGENCIES.
- TO ACHIEVE POTENTIAL ONGOING COST SAVINGS.
- TO BEGIN TO MOVE TOWARDS A MORE EFFICIENT AND MANAGEABLE ADMINISTRATIVE STRUCTURE OF STATE GOVERNMENT.
- TO ESTABLISH A MECHANISM THAT COULD PURSUE TASK FORCE RECOMMENDATIONS AS WELL AS KEEP THE ISSUE OF COST-EFFICIENT STATE ORGANIZATION A PRIORITY MATTER.

APPENDIX

STATE REORGANIZATION: DEPARTMENTS ESTABLISHED (a)

State	Year	No. of depts.	Dept. heads responsible to Governor (b)	General government	Education and manpower	Social services and health	Natural resources and environment	Transportation	Business regulation, consumer, labor, agriculture	Law enforcement	Community affairs
Kansas	1971	13	11(c)	Planning (G) Finance & Admin. (G)	Higher Education (G) (c) Education (G) (c)	Social & Rehab. Ser. (G) Health (B) Corrections (B)	Parks & Tourism (G) Pollution Control and Ecology (G) (c)		Industrial Development (G) Labor (G) Commerce (G)	Public Safety (G)	
California	1968	4	4			Human Relations (G)	Resources (G)	Business & Trans. (G)	Agriculture Services (G)		
Colorado	1968	18	13	State (E) Treasury (E) Law (E) Admin. (G) Revenue (G) Personnel (G)	Education (E) Higher Education (B)	Institutions (G) Social Ser. (G) Health (G)	Natural Resources (G)	Highways (G)	Agriculture (G) Regulatory Agencies (G) Labor & Employment (G)	Military Affairs (G)	Local Affairs (G)
Delaware	1969-70	10	10	State (G) Administrative Services (G) Finance (G)		Health and Social Ser. (G)	Natural Resources & Environmental Control (G)	Highways & Trans. (G)	Labor (G) Agriculture (G)	Public Safety (G)	Community Affairs & Economic Development (G)
Florida	1969	23	8(d)	Legal Affairs (E) State (E) Admin. (G) General Ser. (C) Revenue (C) Board of Admin. (B) Internal Improv. Trust Fund (B)	Education (E)	Health and Rehab. Ser. (G) (e) Probation and Parole Comm. (B)	Air & Water Pollution Control (G) (d) National Resources (C)	Trans. (G) Highway Safety & Motor Vehicles (C)	Banking & Finance (E) Agriculture & Consumer Services (E) Insurance (E) Commerce (G) Business Regulation (G) (d) Citrus (B) Professional & Occupational Licensing (G)	Law Enforcement (C)	Community Affairs (G)
Maine	1971	13	13(f)	Secretary of State (G) (f) Finance & Admin. (G) (f)	Manpower Affairs (G) (f) Education & Cultural Resources (G) (f)	Human Services (G) (f)	Environmental Protection (G) (f) Natural Resources (G) (f)	Trans. (G) (f)	Consumer Protection (G) (f) Agriculture (G) (f) Commerce & Industry (G) (f)	Military & Civil Defense (G) (f) Public Safety (G) (f)	
Maryland	1969-70	11	11	Budget & Financial Plann. (G) Personnel (G) General Ser. (G) State Plann. (G)		Health and Mental Hygiene (G) Social & Employment Ser. (G)	Natural Resources (G)	Trans. (G)	Licensing & Regulation (G)	Public Safety & Correctional Services (G)	Economic & Community Development (G)
Massachusetts	1969	10	10	Admin. and Finance (G)	Educational Affairs (G) Manpower Affairs (G)	Human Ser. (G) Elder Affairs (G)	Environmental Affairs (G)	Trans. & Construction (G)	Consumer Affairs (G)	Public Safety (G)	Communities & Development (G)
Michigan	1965	19	10	Civil Service (B) Civil Rights (B) Treasury (G) Admin. (G) State (E) Atty. Gen. (E)	Education (E)	Corrections (B) Mental Health (G) Public Health (G) Social Ser. (G)	Conservation (B)	Highways (B)	Agriculture (B) Commerce (G) Licensing & Regulation (G) Labor (G)	Military Affairs (G) State Police (G)	
Montana	1971	19	9(g)	Intergov. Relations (G) Admin. (G) Revenue (B) (h)	Education (B)	Institutions (G) Social and Rehab. Ser. (G) Health & Environmental Sciences (B) (h)	State Lands (B) (h) Natural Resources & Conservation (B) (h) Fish and Game (B)	Highways (B) (h)	Public Service Regulation Commission (E) Livestock (B) Agriculture (G) (g) Professional & Occupational Licensing (G) Labor and Industry (G) (g) Business Regulation (G)	Military Affairs (G) Law Enforcement & Public Safety (E)	
North Carolina	1971	17(i)	9	Admin. (G) Revenue (G) State (E) Auditor (E) Treasurer (E) Justice (E)	Art, Culture, & History (G) Public Education (E) (Board)	Human Resources (G) Social Rehabilitation & Control (G)	National & Economic Resources (G)	Trans. & Highway Safety (G)	Commerce (G) Agriculture (E) Labor (E) Insurance (E)	Military & Veteran Affairs (G)	
Wisconsin	1967	14(j)	6	Admin. (G) Revenue (G) Justice (E) Employee Trust Funds (B)	Public Instruction (E)	Health & Social Ser. (B) Veteran Affairs (B)	Natural Resources (B)	Trans. (G)	Industry, Labor & Human Relations (B) Regulation & Licensing (G) Agriculture (B)	Military Affairs (G)	Local Affairs & Development (G)

Abbreviations:

- G — Department head is appointed by the Governor, usually with consent of Senate, and serves at pleasure of Governor.
- B — Department is headed by a board or commission. Most boards appoint department heads.
- C — Department is headed by the Cabinet (Florida only).
- E — Elective official serves as department head.
- (a) Excludes agencies not mentioned in the reorganization acts or subsequent acts. See text description for each State. Agencies may have responsibilities in more than one functional area, but are here listed in only one.
- (b) Unless otherwise noted these are single heads of departments who are appointed by Governor, with or without consent of Senate (Council in Maine), and serve at the pleasure of the Governor.

- (c) Includes three boards which nominate the administrative head with confirmation by Governor, consent of Senate. The head serves at the pleasure of the Governor.
- (d) Includes two boards whose members serve at the pleasure of the Governor.
- (e) Department head can be suspended by Governor, removed by Senate.
- (f) Serve at the pleasure of Governor and Council.
- (g) Two department heads have constitutional four-year terms.
- (h) The administrative head of each of these five departments is appointed by the Governor with Senate consent and serves at the pleasure of the Governor; however, he serves under the direction of the board or commission.
- (i) Reorganization act specifies 19, counting the Governor and Lieutenant Governor, which are excluded from this table.
- (j) Plus 14 independent agencies.



STATE GOVERNMENT REORGANIZATION PROJECT TEAM
BOARDS, COMMISSIONS, COUNCILS AND ADVISORY COMMITTEES

PREPARED FOR:

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IOWA DEPARTMENT OF HUMAN SERVICES
AUGUST 30, 1983

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SUMMARY RECOMMENDATIONS

RECOMMENDATIONS CONTAINED IN THIS REPORT RELATE TO STATE BOARDS, COMMISSIONS, COUNCILS AND ADVISORY COMMITTEES. THESE RECOMMENDATIONS ARE ORGANIZED INTO CATEGORIES AS FOLLOWS:

POLICY BOARDS

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INTRODUCTION

IOWA GOVERNMENT, LIKE THAT OF MANY STATES, CONTAINS AN INTRICATE, AND SOMETIMES OVERLAPPING STRUCTURE OF STATE AGENCIES, COMMISSIONS, BOARDS, COUNCILS AND AD HOC COMMITTEES.

THIS PAPER IS AN ATTEMPT TO IDENTIFY ALL OF THESE GROUPS, TO DEFINE THEM IN BROAD CATEGORIES, TO PRESENT FINDINGS BASED ON ANALYSIS OF BASIC INFORMATION, AND TO IDENTIFY A NUMBER OF ALTERNATIVES FOR DEVELOPING CONSISTENCY. IT SHOULD BE NOTED THAT FOR THE MOST PART THIS REPORT DOES NOT MAKE SPECIFIC RECOMMENDATIONS ABOUT INDIVIDUAL BOARDS, COMMITTEES, COUNCILS OR COMMISSIONS. A MUCH MORE INDEPTH REVIEW OF THOSE GROUPS WOULD BE NECESSARY IN ORDER TO DEVELOP RECOMMENDATIONS OF THIS NATURE. SUCH INFORMATION WILL BE FORTHCOMING IN A LATER REPORT.

DEFINITIONS

AN AGENCY IS AN ADMINISTRATIVE DIVISION OF GOVERNMENT WITH SPECIFIC FUNCTIONS.

A STATE AGENCY IS ANY DEPARTMENT, COMMISSION OR OFFICE OF STATE GOVERNMENT THAT HAS A BUDGET (THAT MAY INCLUDE FEDERAL OR STATE FUNDING OR FUNDS FROM OTHER SOURCES), AND THAT EMPLOYS A STAFF OF STATE EMPLOYEES TO CARRY OUT ITS MISSION AND PURPOSE. FOR PURPOSES OF THIS REPORT, ONLY AGENCIES WITHIN THE EXECUTIVE BRANCH OF STATE GOVERNMENT (AND EXCLUDING THE REGENTS) IS INCLUDED.

THE TERMS BOARD, COMMISSION AND COUNCIL HAVE BEEN USED INTERCHANGEABLY TO DESCRIBE ANY GROUP OF CITIZENS, ATTACHED TO STATE GOVERNMENT, WHO IN SOME FORM MANAGE OR CONTROL FUNCTIONS OF THE STATE AGENCIES. THESE PERSONS ARE GENERALLY NOT CONSIDERED TO BE STATE EMPLOYEES, BUT RATHER ARE VOLUNTEERS SERVING AT THE APPOINTMENT OF THE GOVERNOR OR AT THE REQUEST OF THE STATE AGENCY.

TYPES OF GROUPS

GENERALLY, GROUPS CAN BE ORGANIZED INTO 4 BROAD CATEGORIES:

ADMINISTRATIVE - GROUPS THAT EXECUTE LAWS AND PROGRAMS THROUGH PLANNING, STAFFING, ORGANIZING, ALLOCATING APPROPRIATED FUNDS, AND OTHER MANAGEMENT-INTENSIVE EFFORTS.

QUASI-LEGISLATIVE - GROUPS THAT PROMULGATE RULES, REGULATIONS AND STANDARDS.

QUASI-JUDICIAL - GROUPS THAT RENDER FINDINGS OF FACT, ISSUE ORDERS WITH THE FORCE OF LAW, AND ADJUDICATE DISPUTES UNDER LAWS, RULES OR REGULATIONS.

ADVISORY - GROUPS THAT PROVIDE ADVICE TO DECISION-MAKERS.

WHILE MANY GROUPS PERFORM FUNCTIONS IN TWO OR MORE OF THESE CATEGORIES, THEY APPEAR TO CLUSTER INTO THOSE THAT SERVE AS PRIMARY POLICY BOARDS FOR THE AGENCY, COMBINING ADMINISTRATIVE AND QUASI-LEGISLATIVE FUNCTIONS; QUASI-JUDICIAL, HAVING REGULATORY, LICENSING AND/OR HEARING/APPEAL FUNCTIONS; AND ADVISORY, WITH NO RESPONSIBILITY FOR ACTUAL DECISION-MAKING. ANY THAT DO NOT FIT IN ONE OF THESE THREE AREAS ARE GENERALLY HEAVILY ADMINISTRATIVE AND TEND TO FOCUS ON A SINGLE ISSUE, PROGRAM OR AREA OF INTEREST.

THIS PAPER WILL CONCENTRATE PRIMARILY ON ADMINISTRATIVE/POLICY BOARDS AND ADVISORY COMMITTEES. QUASI-JUDICIAL GROUPS WILL BE ADDRESSED ELSEWHERE, AS WILL ADVOCACY GROUPS AND AGENCIES.

PURPOSE OF GROUPS

REGARDLESS OF THE TYPE OF GROUP, THE PRIMARY PURPOSE OF BOARDS, COMMISSIONS, COUNCILS OR ADVISORY COMMITTEES IS TO PROVIDE A VEHICLE FOR PUBLIC INPUT IN THE PROCESS OF STATE GOVERNMENT.

REALISTICALLY, HOWEVER, THESE GROUPS SERVE OTHER PURPOSES AS WELL. APPOINTMENT TO GROUPS SATISFIES A WIDE VARIETY OF SPECIAL INTERESTS BY GIVING THEM A MECHANISM BY WHICH THEY CAN ACCESS THE GOVERNMENT SYSTEM. APPOINTMENTS ALSO SERVE AS A METHOD OF REWARDING OR THANKING PERSONS OF IMPORTANCE TO THE APPOINTER. WHILE PERHAPS NOT AS NOBLE AS THE PRIMARY PURPOSE, THE LATTER ARE NONETHELESS IMPORTANT. AND ALL THREE MUST BE CONSIDERED IN DISCUSSION OF CHANGE OR ELIMINATION OF ANY OF THESE BOARDS, COMMISSIONS, COUNCILS OR COMMITTEES.

PROCESS OF THE STUDY

IN ORDER TO DETERMINE POSSIBLE CHANGES IN THE SYSTEM OF BOARDS AND COMMISSIONS IN THE STATE, IT WAS FIRST NECESSARY TO COMPILE A COMPLETE LIST OF ALL STATE AGENCIES, BOARDS, COMMISSIONS, COUNCILS AND ADVISORY COMMITTEES. THIS WAS DONE BY MEANS OF A SURVEY TO ALL STATE AGENCIES REQUESTING INFORMATION ON THE AGENCIES AND THE GROUPS TO WHOM THEY RELATE. (SURVEY INSTRUMENT - APPENDIX A)

SURVEY RESULTS WERE COMPILED AND TABULATED TO OBTAIN GENERAL INFORMATION. DATA WAS THEN RECONFIGURED BY TYPE OF GROUP IN ORDER TO DETERMINE PATTERNS OF CONSISTENCY OR INCONSISTENCY. BASED ON THIS ANALYSIS, FINDINGS AND ALTERNATIVES WERE DEVELOPED.

IN FINAL FORM, IT WAS ALSO POSSIBLE TO COMPILE A COMPREHENSIVE, CURRENT LIST OF ALL STATE AGENCIES, BOARDS, COMMISSIONS, COUNCILS AND ADVISORY GROUPS. (LIST - APPENDIX B)

GENERAL FINDINGS

THE FOLLOWING IS THE OVERALL INFORMATION OBTAINED AS A RESULT OF THE SURVEY:

• TOTAL NUMBER OF STATE AGENCIES	=	64
• TOTAL NUMBER OF BOARDS, COMMISSIONS, COUNCILS AND ADVISORY COMMITTEES	=	178
• SIZE RANGE OF BOARDS, ETC.	=	3-50
• TOTAL NUMBER OF PERSONS ON BOARDS, ETC.	=	1,963
• NUMBER APPOINTED BY GOVERNOR	=	934
• NUMBER OF APPOINTMENTS TO BOARDS, ETC., REQUIRING LEGISLATIVE CONFIRMATION	=	61 (+ UNKNOWN FOR 24 GROUPS)
• RANGE OF TERMS	=	1-6 YEARS + INDEFINITES AND UNKNOWN
• RANGE OF FREQUENCY OF MEETINGS	=	0-42 PER YEAR
• TOTAL NUMBER OF MEETINGS HELD IN FY 1983	=	1,150 (+ UNKNOWN FOR 23 GROUPS)
• TOTAL NUMBER OF BOARDS, ETC., CREATED*		
- BY IOWA CODE	=	128
- TO MEET FEDERAL REQUIREMENTS	=	14
- BY EXECUTIVE ORDER	=	8
- BY THE AGENCIES WITH NO LEGAL BASIS	=	33

*TOTAL GREATER THAN 177 DUE TO MULTIPLE RESPONSES.

GENERAL FINDINGS (CONT'D)

- TOTAL DIRECT DOLLARS SPENT ON BOARDS, ETC.,
(PER DIEMS, TRAVEL EXPENSES, ROOM RENTAL) = \$ 664,202
- TOTAL SALARIES PAID TO FULL OR PART-TIME
BOARD/COMMISSION MEMBERS** = \$ 697,884
- TOTAL COST TO AGENCIES TO SUPPORT BOARDS,
ETC. (STAFF SALARIES, PAPER, POSTAGE, ETC.) = \$1,287,872

**PAID PART-TIME BOARDS/COMMISSIONS: TRANSPORTATION, HEALTH FACILITIES, PAROLE
PAID FULL-TIME BOARDS/COMMISSIONS: JOB SERVICE APPEAL, COMMERCE, PUBLIC
EMPLOYEE RELATIONS

POLICY BOARDS/SPECIFIC FINDINGS

THE FOLLOWING IS BASED ON ANALYSIS OF INFORMATION RELATED TO STATE AGENCIES AND THEIR ADMINISTRATIVE/POLICY BOARDS:

- 64 STATE AGENCIES WERE IDENTIFIED, RANGING IN SIZE FROM AN AGENCY OF 0 FTEs AND A BUDGET OF \$10,600 TO AN AGENCY OF 8,164 FTEs AND A BUDGET OF \$592,471,000.
 - OF THESE 64 AGENCIES, 14 HAVE NO COMPREHENSIVE POLICY BOARD. THOSE WITHOUT BOARDS RANGE IN SIZE FROM 11 FTEs AND A BUDGET OF \$532,000 TO AN AGENCY OF 1,094 FTEs AND A BUDGET OF \$29,963,000.
 - BOARD SIZES RANGE FROM 3 TO 29 PERSONS, WITH THE AVERAGE SIZE BEING 8.7 PERSONS. AGENCIES HAVING BOARDS OF 3 PERSONS VARY IN SIZE FROM 0 FTEs/\$10,600 BUDGET TO 188 FTEs/\$5,067,000 BUDGET. THE AGENCY WITH A BOARD OF 29 PERSONS HAS A STAFF OF 4 FTEs AND A BUDGET OF \$127,000. SIMILAR INCONSISTENCIES EXIST AT ALL SIZE LEVELS. (BOARD SIZE CHART - APPENDIX C)
 - FOR MOST OF THE 51 BOARDS, THE GOVERNOR MAKES THE APPOINTMENT OF MEMBERS. EXCEPTIONS ARE 5 BOARDS TO WHICH SOME MEMBERS ARE ALSO APPOINTED BY OTHERS (LEGISLATURE, THE BOARD, ANOTHER STATE AGENCY BOARD, SUPERIOR COURT). IN ONLY ONE CASE IS THE BOARD TOTALLY SELECTED BY THE AGENCY WITH NO GUBERNATORIAL APPOINTMENTS.
-
- LEGISLATIVE CONFIRMATION OF GUBERNATORIAL APPOINTMENTS IS REQUIRED ON 33 OF THE BOARDS, AND IS NOT REQUIRED ON 18. CONFIRMATION IS REQUIRED FOR BOARD APPOINTMENTS OF AGENCIES AS SMALL AS 25 FTEs/\$10,800 AND AS LARGE AS 8,164/\$592,471,000. NO CONFIRMATION IS REQUIRED ON BOARD APPOINTMENTS FOR AGENCIES RANGING IN SIZE FROM 0 FTEs/\$10,600 TO 288 FTEs/\$33,879,000.

POLICY BOARDS/SPECIFIC FINDINGS (CONT'D)

- TERMS OF BOARD MEMBERS ARE GENERALLY STAGGERED IN ORDER TO ASSURE CONTINUITY OF THE BOARDS, AND RANGE IN LENGTH FROM 2 TO 6 YEARS. AVERAGE LENGTH OF SPECIFIED TERM FOR ALL STATE BOARD APPOINTEES IS 3.8 YEARS. (LENGTH OF TERM - APPENDIX D)
- FREQUENCY OF BOARD MEETINGS RANGE FROM AN ANNUAL MEETING TO A FULL-TIME BOARD THAT MEETS DAILY. (FREQUENCY OF MEETINGS - APPENDIX E)
- DIRECT AND INDIRECT EXPENSES VARY DEPENDING UPON THE FREQUENCY OF THE MEETINGS AND THE NUMBER OF PERSONS ON THE BOARD. THEREFORE, LITTLE MEANINGFUL INFORMATION CAN BE DRAWN. HOWEVER, IT SHOULD BE NOTED THAT OF THE 50 BOARDS, 43 RECEIVE THE \$40 PER DIEM PLUS EXPENSES, AND 7 RECEIVE REIMBURSEMENT FOR EXPENSES ONLY. RATIONALE FOR THE ESTABLISHMENT OF THE PER DIEMS WAS TO HELP OFFSET THE COST OF PARTICIPATION TO PERSONS WHO COULD OTHERWISE NOT SERVE ON STATE BOARDS. THIS PARTICIPATION WOULD BROADEN THE POOL OF RESOURCES AND TYPE OF INPUT AVAILABLE TO THE STATE.
- CURRENTLY, 2 BOARDS AND 1 COMMITTEE* ARE CONSIDERED PART-TIME AND ARE SALARIED, AND 2 BOARDS AND 1 COMMITTEE* ARE CONSIDERED FULL-TIME AND ARE SALARIED. SALARIES FOR THE PART-TIME BOARDS/COMMITTEE TOTAL \$468,900 ANNUALLY, AND \$367,328 FOR THE FULL-TIME BOARDS/COMMITTEE.

*COMMITTEES IN THIS INSTANCE ARE NOT THE ADMINISTRATIVE/POLICY BOARD OF THE AGENCIES TO WHOM THEY RELATE. RATHER, THEY ARE LIMITED FOCUS BODIES WITH SPECIFIC PURPOSES.

POLICY BOARDS/ALTERNATIVES

BASED ON THE PRECEDING ANALYSIS, THE FOLLOWING ALTERNATIVE ACTIONS ARE PROPOSED FOR CONSIDERATION AND POSSIBLE FURTHER STUDY:

1. IF IT IS FELT THAT CITIZEN INPUT IS AN IMPORTANT FUNCTION IN THE DEVELOPMENT OF PUBLIC POLICY, THEN IT WOULD SEEM APPROPRIATE THAT ALL STATE AGENCIES HAVE AN ADMINISTRATIVE/POLICY BOARD THAT SERVES AS THE "DIRECTORS" FOR THE AGENCY AND ITS CHIEF EXECUTIVE OFFICER. THIS WOULD REQUIRE THE ADDITION OF 14 BOARDS FOR THOSE AGENCIES THAT DO NOT CURRENTLY HAVE THEM. IN ORDER TO AVOID AN EXPANSION OF THE NUMBER OF BOARDS, COMMISSIONS, ETC., IT SHOULD BE POSSIBLE TO EXPAND OR INCORPORATE THE DUTIES OF ADVISORY OR LIMITED FOCUS ADMINISTRATIVE GROUPS THAT ALREADY RELATE TO THOSE AGENCIES. (EACH OF THE 14 AGENCIES IN QUESTION HAVE BETWEEN ONE AND TWELVE NON-POLICY GROUPS TO WHOM THEY RELATE.)
2. BOARD SIZE SHOULD BE STANDARDIZED WITHIN RANGES TO ELIMINATE THE LARGE INCONSISTENCIES THAT EXIST AND TO CONTROL COSTS. THIS MIGHT BE DONE IN ONE OF TWO WAYS:
 - BY SETTING A MAXIMUM SIZE FOR ALL POLICY BOARDS, WITH SUPPORTING LEGISLATION TO ASSURE THAT ANY NEW BOARDS DO NOT EXCEED THAT NUMBER, ALTHOUGH BOARDS COULD BE SMALLER THAN THE SPECIFIED NUMBER. SINCE THE CURRENT AVERAGE IS 8.7, MAXIMUM COULD BE SET AT 8 OR 9. A MAXIMUM OF 8 WOULD RESULT IN A REDUCTION OF 118 PERSONS FROM EXISTING BOARDS. THIS IN TURN WOULD RESULT IN AN ANNUAL SAVINGS OF \$26,600 (TOTAL DOLLARS) IN \$40 PER DIEMS ALONE, AND COULD BE ACCOMPLISHED THROUGH ATTRITIION IF DESIRED.

POLICY BOARDS/ALTERNATIVES (CONT'D)

- BY ESTABLISHING RANGES BASED ON THE OPERATING AND PROGRAM BUDGET OF THE AGENCY AND SETTING MAXIMUMS WITHIN THOSE RANGES. FOR EXAMPLE:

- AGENCIES WITH ANNUAL OPERATING AND PROGRAM BUDGETS UNDER \$1,000,000 COULD HAVE A BOARD OF NO MORE THAN 3 PERSONS.
- AGENCIES WITH ANNUAL OPERATING AND PROGRAM BUDGETS BETWEEN \$1,000,000 AND \$15,000,000 COULD HAVE A BOARD OF NO MORE THAN 5 PERSONS.
- AGENCIES WITH ANNUAL OPERATING AND PROGRAM BUDGETS BETWEEN \$15,000,000 AND \$100,000,000 COULD HAVE A BOARD OF NO MORE THAN 7 PERSONS.
- AGENCIES WITH ANNUAL OPERATING AND PROGRAM BUDGETS OF MORE THAN \$100,000,000 COULD HAVE A BOARD OF NO MORE THAN 9 PERSONS.

ASSUMING THAT EACH AGENCY MAINTAINED ITS CURRENT NUMBER OF BOARD MEMBERS IF LESS THAN THE CATEGORY MAXIMUM, OR REDUCED THE SIZE OF THE BOARD TO THE NEW MAXIMUM, THE NEW GUIDELINES WOULD REDUCE BOARDS BY 197 PERSONS AT AN ANNUAL SAVINGS OF \$56,840 (TOTAL DOLLARS) IN \$40 PER DIEMS ALONE. AS WITH THE OTHER OPTION, THIS REDUCTION TOO COULD BE ACHIEVED THROUGH ATTRITION.

3. FEW INCONSISTENCIES WERE FOUND IN GUBERNATORIAL APPOINTMENTS TO BOARDS. HOWEVER, ~~THE ONE DISCREPANCY NOTED PREVIOUSLY SHOULD BE CORRECTED IN ORDER TO MAKE ALL~~ BOARDS SUBJECT TO GUBERNATORIAL APPOINTMENT, AND ALL NEW BOARDS SHOULD BE SIMILARLY APPOINTED.

POLICY BOARDS/ALTERNATIVES (CONT'D)

4. THE ISSUE OF LEGISLATIVE CONFIRMATION SHOULD BE EXPLORED FOR POSSIBLE CHANGES. IN MOST CASES, CONFIRMATION OF GUBERNATORIAL APPOINTMENTS TO BOARDS IS PRO FORMA, AND THEREFORE SEEMS TO BE AN UNNECESSARY USE OF LEGISLATIVE TIME. ONLY IN SPECIAL CIRCUMSTANCES IS A PARTICULAR APPOINTMENT SUBJECT TO DEBATE, AND IN THOSE INSTANCES THE REASONS ARE GENERALLY POLITICAL AS OPPOSED TO PROFESSIONAL OR SUBSTANTIVE. HOWEVER, REGARDLESS OF THE DECISION ON CONFIRMATION, EFFORTS SHOULD BE MADE TO MAKE THE SYSTEM MORE CONSISTENT THAN IS CURRENTLY THE CASE.
5. AS IS THE CASE WITH CONFIRMATION, LENGTH OF TERM SHOULD ALSO BE STANDARDIZED. IN ORDER TO ASSURE THAT POLITICAL PATRONAGE AND STACKING DOES NOT OCCUR OR CANNOT BE IMPLIED, CONSIDERATION MIGHT BE GIVEN TO MAKING ALL TERMS 4 YEARS AND STAGGERED. THIS WOULD NOT ONLY ASSURE THAT NO GOVERNOR COULD REPLACE AN ENTIRE BOARD DURING A SINGLE TERM OF OFFICE, BUT WOULD ALSO PROVIDE CONTINUITY OF INTEGRITY FOR THE BOARDS.
6. THE FREQUENCY OF BOARD MEETINGS MAY DEPEND UPON THE TYPE OF AGENCY AND THE VOLUME OF ADMINISTRATIVE AND POLICY ACTIONS THAT MUST BE PERFORMED. HOWEVER, OVER 70% OF CURRENT BOARDS MEET 6-12 TIMES PER YEAR, WHICH WOULD SEEM TO INDICATE THAT REGARDLESS OF THE TYPE OF AGENCY, SUFFICIENT BUSINESS CAN GENERALLY BE TRANSACTED IN NO MORE THAN MONTHLY MEETINGS. WITH CAREFUL PLANNING, IT MAY BE POSSIBLE TO REDUCE THAT FREQUENCY SOMEWHAT, AND AGENCIES MIGHT BE ASKED FOR THE IMPACT AND RAMIFICATIONS OF REDUCING THE NUMBER OF BOARD MEETINGS BY 25% ANNUALLY. CONSIDERATION SHOULD ALSO BE GIVEN TO OPTIONS SUCH AS: 1) REQUIRING ALTERNATE MEETINGS TO BE BY TELECONFERENCE (POSSIBLE IF BOARD NUMBERS ARE SMALLER AND TELECONFERENCE MEETINGS ARE HELD TO POLICY/ADMINISTRATIVE RULE MATTERS ONLY).

POLICY BOARDS/ALTERNATIVES (CONT'D)

- 2) HOLDING 3-DAY MEETINGS EVERY OTHER MONTH RATHER THAN 2-DAY MEETINGS MONTHLY.
 - 3) IDEAS AGENCIES OR BOARDS MAY HAVE THAT WOULD REDUCE REIMBURSED EXPENSES AND PER DIEMS.
7. CONSIDERATION SHOULD BE GIVEN TO THE CONTINUATION OF THE \$40 PER DIEMS FOR ALL GROUPS. IF THE NUMBER OF MEMBERS OF BOARDS IS REDUCED BY SOME FORMULA OR GUIDELINES, THE ISSUE OF THE PER DIEMS IS LESS CRITICAL, AND WILL CONTINUE TO SERVE THE PURPOSE FOR WHICH THEY WERE INTENDED. HOWEVER, IF NO REDUCTION IS MADE IN THE NUMBERS OF PERSONS ON THESE BOARDS, THE STATE MAY WISH TO RECONSIDER ITS THINKING, PARTICULARLY IN THE AREAS OF THE SMALL AGENCIES THAT HAVE BOARDS OF DISPROPORTIONATE SIZE.
8. FURTHER ANALYSIS OF THE 3 PART-TIME BOARDS/COMMITTEE SHOULD BE COMPLETED IN ORDER TO DETERMINE WHETHER THEIR FUNCTIONS ARE UNIQUE IN COMPARISON TO OTHER BOARDS AND COMMITTEES, AND THEREFORE WARRANT A SALARY WHERE OTHERS DO NOT. FULL-TIME BOARDS/COMMITTEE SHOULD BE REVIEWED TO DETERMINE WHETHER IT IS NECESSARY FOR THEM TO CONTINUE AS FULL-TIME SALARIED BOARDS OR WHETHER ONE OR MORE COULD BE REDUCED TO PART-TIME WITH RESULTANT SAVINGS.

ADVISORY COMMITTEES/SPECIFIC FINDINGS

THE FOLLOWING IS BASED ON ANALYSIS OF AGENCY RESPONSES RELATED TO THEIR ADVISORY COMMITTEES:

- TWENTY AGENCIES INDICATED THAT THEY HAVE ONE OR MORE COMMITTEES WHOSE FUNCTIONS ARE SOLELY ADVISORY IN NATURE. NINE AGENCIES HAVE ONE COMMITTEE, SEVEN HAVE TWO COMMITTEES, ONE EACH HAVE 4, 6, 8 AND 18 ADVISORY COMMITTEES.
 - THE TOTAL OF 59 ADVISORY COMMITTEES REPRESENTS THE INVOLVEMENT OF 925 PERSONS, OR AN AVERAGE OF 15.7 PER COMMITTEE. ACTUAL SIZE OF THE COMMITTEES RANGE FROM 3 TO 35 MEMBERS.
 - OF THE 59 COMMITTEES, THE GOVERNOR APPOINTS ALL OR PART OF THE MEMBERSHIP OF 19. MEMBERS ON 37 COMMITTEES ARE SELECTED BY THE AGENCY, WITH THE REMAINING THREE HAVING MEMBERS SELECTED BY THE COMMITTEE ITSELF.
 - ONLY TWO OF THE 59 COMMITTEES REQUIRE LEGISLATIVE CONFIRMATION OF THE MEMBERS.
 - LENGTH OF TERMS VARY FROM ONE TO SIX YEARS WITH SEVERAL COMMITTEES HAVING INDEFINITE TERMS FOR MEMBERS.
 - FREQUENCY OF MEETINGS VARY FROM MONTHLY TO ANNUALLY, WITH 41% OF THE COMMITTEES MEETING QUARTERLY.
-
- TWENTY-SIX OF THE COMMITTEES ARE STATUTORIALLY CREATED EITHER BY IOWA LAW OR FEDERAL REGULATION. ONE IS ESTABLISHED IN ADMINISTRATIVE RULES AND FOUR ARE CREATED BY EXECUTIVE ORDER. TWENTY-FOUR HAVE NO LEGAL BASIS, BUT WERE CREATED BY THE AGENCIES FOR SPECIFIC PROGRAMS OR PROJECTS.

ADVISORY COMMITTEES/SPECIFIC FINDINGS (CONT'D)

- REIMBURSEMENT OF EXPENSES IS PAID TO MEMBERS OF 49 OF THE ADVISORY COMMITTEES. COST OF THAT REIMBURSEMENT FOR 28 OF THE 49 GROUPS IS APPROXIMATELY \$65,000 ANNUALLY (TOTAL DOLLARS). (INFORMATION ON DIRECT EXPENSES FOR THE OTHER 21 GROUPS FOR WHOM EXPENSES ARE PAID WAS UNAVAILABLE.)
- INDIRECT EXPENSE TO AGENCIES (IN THE FORM OF STAFF SALARIES, PAPER, POSTAGE, ETC.) TO SUPPORT 32 OF THE ADVISORY COMMITTEES IS ROUGHLY ESTIMATED AT \$72,380. (INFORMATION ON INDIRECT EXPENSES WAS UNAVAILABLE FOR THE REMAINING 27 GROUPS.)

ADVISORY COMMITTEES/ALTERNATIVES

BASED ON THE PRECEDING ANALYSIS, THE FOLLOWING ALTERNATIVES ARE PROPOSED FOR CONSIDERATION AND POSSIBLE FUTURE STUDY, ASSUMING THAT THE NUMBER OF ADVISORY COMMITTEES AND RESULTANT COSTS ARE FELT TO BE EXCESSIVE:

1. CURB PROLIFERATION OF ADVISORY COMMITTEES BY:

- EXECUTIVE ORDER REQUIRING PRIOR APPROVAL FROM THE GOVERNOR'S OFFICE OR REORGANIZATION OVERSIGHT COMMITTEE OF ANY PROPOSED CREATION OF A NEW ADVISORY GROUP.
- LIMIT ADVISORY GROUPS TO ONLY HAVING STATE OR FEDERAL STATUTORY BASIS.

2. REDUCE THE CURRENT NUMBER BY:

- ESTABLISHING MAXIMUM NUMBER OF ADVISORY COMMITTEES BASED ON OPERATING AND PROGRAM BUDGET OF THE AGENCY, FOR EXAMPLE:
 - AGENCIES WITH ANNUAL BUDGETS OF LESS \$1,000,000 COULD HAVE ONE ADVISORY COMMITTEE.
 - AGENCIES WITH ANNUAL BUDGETS BETWEEN \$1,000,000 AND \$15,000,000 COULD HAVE TWO ADVISORY COMMITTEES.
 - AGENCIES WITH ANNUAL BUDGETS BETWEEN \$15,000,000 AND \$100,000,000 COULD HAVE THREE ADVISORY COMMITTEES.
 - ~~AGENCIES WITH ANNUAL BUDGETS IN EXCESS OF \$100,000,000 COULD HAVE FOUR ADVISORY COMMITTEES.~~

BASED ON CURRENT NUMBERS AND ASSUMING THAT NO NEW COMMITTEES WERE ADDED, THIS WOULD REDUCE THE TOTAL NUMBER OF ADVISORY COMMITTEES BY 22. IN ORDER TO EFFECT SUCH A REDUCTION, AGENCIES SHOULD REVIEW THEIR CURRENT COMMITTEES TO DETERMINE WHAT SIMILARITIES EXIST THAT WOULD ALLOW FOR A COMBINING OF COMMITTEE ACTIVITIES.

ADVISORY COMMITTEES/ALTERNATIVES (CONT'D)

3. THE SIZE OF ADVISORY COMMITTEES SHOULD BE LIMITED BY SOME MECHANISM. THIS MIGHT BE DONE BY TYING MEMBERSHIP SIZE LIMITATIONS TO THE GUIDELINES FOR NUMBER OF COMMITTEES SUGGESTED PREVIOUSLY, OR BY SETTING A MAXIMUM NUMBER FOR ALL COMMITTEES, E.G., 15 OR 16 BASED ON THE CURRENT AVERAGE SIZE FOR ALL ADVISORY COMMITTEES.
4. ADVISORY COMMITTEES APPARENTLY VARY CONSIDERABLY IN THEIR DEGREE OF INVOLVEMENT WITH THE AGENCIES. HOWEVER, THEIR FUNCTIONS ARE ALL ADVISORY ONLY. SINCE POLICY DECISIONS ARE NOT REQUIRED OF THESE GROUPS, CONSIDERATION MIGHT BE GIVEN TO LIMITING THE FREQUENCY OF MEETINGS TO A QUARTERLY MAXIMUM, WITH OTHER INPUT REQUESTED IN WRITING IF NEEDED.
5. SINCE THE FUNCTION OF THESE GROUPS IS ADVISORY, IT WOULD SEEM APPROPRIATE THAT THE AGENCY SELECT THE MEMBERSHIP. GUBERNATORIAL APPOINTMENT, AND PARTICULARLY LEGISLATIVE CONFIRMATION, WOULD APPEAR TO BE OVERLY STRENUOUS AND SHOULD BE REVIEWED.
6. CONSIDERATION SHOULD BE GIVEN TO WHETHER THE STATE WISHES TO CONTINUE ITS PRACTICE OF REIMBURSEMENT OF EXPENSES FOR ADVISORY GROUPS.

QUASI-JUDICIAL AND ADVOCACY GROUPS

SPECIFIC FINDINGS AND ALTERNATIVES FOR THESE BOARDS AND COMMISSIONS ARE ADDRESSED IN SEPARATE REPORTS FROM OTHER SUBCOMMITTEES OF THE GOVERNMENT REORGANIZATION PROJECT TEAM. THESE WILL INCLUDE:

- ADVOCACY AGENCIES
- LICENSING BOARDS
- COMMODITY BOARDS

AREAS FOR ADDITIONAL STUDY

DURING THE COURSE OF THE BOARDS AND COMMISSIONS SURVEY AND ANALYSIS OF SURVEY RESULTS, A NUMBER OF SPECIFIC ACTIONS RELATED TO INDIVIDUAL BOARDS, COMMISSIONS, COUNCILS AND ADVISORY COMMITTEES WERE PROPOSED. HOWEVER, STAFF AND TIME CONSTRAINTS PROHIBITED THE TYPE OF INDEPTH REVIEW OF THESE BOARDS, ETC., THAT WOULD HAVE BEEN NECESSARY TO MAKE DEFINITIVE RECOMMENDATIONS. ON THE SURFACE, THE ACTIONS MENTIONED WOULD APPEAR TO HAVE MERIT, AND WOULD CERTAINLY WARRANT FURTHER EXPLORATION. THEY ARE THEREFORE LISTED HERE FOR REVIEW.

CONSIDERATION TO ELIMINATE

- LAND REHABILITATION ADVISORY BOARD
- PRESERVES ADVISORY BOARD
- ARMORY BOARD
- PROFESSIONAL TEACHING PRACTICES COMMISSION
- CHILD LABOR COMMITTEE
- DISPLACED HOMEMAKER ADVISORY BOARD
- IOWA MANAGEMENT TRAINING BOARD
- OCCUPATIONAL SAFETY AND HEALTH REVIEW
- ATHLETIC COMMISSION ADVISORY COMMITTEE
- ARCHITECTURAL EXAMINERS BOARD
- AUDIOLOGY AND SPEECH PATHOLOGY EXAMINERS BOARD
- BARBERS EXAMINERS BOARD
- BUILDING CODE ADVISORY COMMISSION
- COSMETOLOGY EXAMINERS BOARD
- ENGINEERING EXAMINERS BOARD
- HEARING AID DEALERS EXAMINERS BOARD
- RURAL COMMUNITY DEVELOPMENT COMMISSION

AREAS FOR ADDITIONAL STUDY (CONT'D)

- LANDSCAPE ARCHITECTS EXAMINERS BOARD
- MORTUARY SCIENCE EXAMINERS BOARD
- PHYSICAL THERAPISTS EXAMINERS BOARD
- PODIATRY EXAMINERS BOARD
- VOTING MACHINE EXAMINERS
- CHILD ABUSE INFORMATION COMMISSION
- CHILD ABUSE PREVENTION PROGRAM ADVISORY COUNCIL
- EMERGENCY MEDICAL SERVICE COUNCIL
- HEALTH COORDINATING COUNCIL (SHCC)
- MEDICAL ASSISTANCE ADVISORY COUNCIL
- PHYSICIANS ASSISTANTS ADVISORY COMMITTEE
- DOCUMENTS DEPOSITORY CENTER ADVISORY COUNCIL

CONSIDERATION TO COMBINE

- ECONOMIC ADVISORY COUNCIL AND ECONOMIC FORECASTING COUNCIL
- DEVELOPMENTAL DISABILITIES COUNCIL AND MENTAL HEALTH AND MENTAL RETARDATION COMMISSION
- WATER, AIR AND WASTE MANAGEMENT COMMISSION AND WATERWORKS CERTIFICATION BOARD
- CIVIL RIGHTS COMMISSION AND SPANISH SPEAKING PEOPLE'S COMMISSION
- CRIMINAL AND JUVENILE JUSTICE PLANNING ADVISORY COUNCIL AND JUVENILE JUSTICE ADVISORY COUNCIL
- CORRECTIONS BOARD AND PRISON INDUSTRIES ADVISORY COUNCIL
- ACCOUNTANCY BOARD AND ACCOUNTANTS ADVISORY COMMITTEE
- IOWA COUNCIL FOR CHILDREN AND FAMILIES AND GOVERNOR'S YOUTH COUNCIL

AREAS FOR ADDITIONAL STUDY (CONT'D)

IT HAS ALSO BEEN SUGGESTED THAT THE HIGHWAY SAFETY ACTIVITIES CURRENTLY LOCATED IN THREE DIFFERENT STATE AGENCIES BE CONSOLIDATED AND LOCATED IN ONE PLACE.

FOLLOWING FURTHER ANALYSIS OF THESE SUGGESTIONS, A RECOMMENDATION ON EACH WILL BE SUBMITTED TO THE TASK FORCE AS A FOLLOW-UP TO THIS REPORT.

COORDINATION

IN ANALYZING THE GENERAL AND SPECIFIC ELEMENTS OF BOARDS, COMMISSIONS, ETC., IT IS IMPORTANT THAT COORDINATION NOT BE OVERLOOKED.

- A PART OF THE PURPOSE OF THE TASK FORCE IS TO ELIMINATE AS MUCH DUPLICATION AND OVERLAP AS AS POSSIBLE. THEREFORE, IN ANY REVIEW OF SPECIFIC GROUPS, AREAS OF DUPLICATION WILL BE NOTED, AND CONSOLIDATION RECOMMENDED IF FEASIBLE.
- OTHER SECTIONS OF THIS PROJECT TEAM'S REPORT ADDRESS POSSIBLE CONSOLIDATION METHODOLOGIES, E.G., CLUSTERING OF STATE AGENCIES. SHOULD THAT BECOME A TASK FORCE RECOMMENDATION, BOARDS, COMMISSIONS, COUNCILS AND ADVISORY GROUPS SHOULD BE SIMILARLY GROUPED WITHIN THE AGENCY CLUSTER. THIS MAY AFFORD THE OPPORTUNITY TO CONSOLIDATE SEVERAL OF THOSE GROUPS INTO ONE CLUSTER BOARD OR ADVISORY GROUP.

SUMMARY

IT IS APPARENT THAT THE STATE OF IOWA HAS A PLETHORA OF BOARDS, COMMISSIONS, COUNCILS AND ADVISORY COMMITTEES. ALL OF THESE GROUPS AT ONE TIME WERE FELT TO BE NECESSARY TO PROMOTE AND FACILITATE PUBLIC INPUT INTO THE GOVERNMENTAL PROCESS. SOME PERHAPS STILL FULFILL THAT FUNCTION. HOWEVER, OVER TIME IT APPEARS THAT THE NUMBER AND VARIETY OF SUCH GROUPS HAS GROWN TO PROPORTIONS THAT OBSCURE THE ACTUAL BENEFITS THAT MIGHT DERIVE FROM THEM. THEREFORE, THIS REPORT HAS ATTEMPTED TO ADDRESS THE PROBLEM IN ITS BROADEST SENSE, AND HAS MADE RECOMMENDATIONS DESIGNED TO PARE DOWN THE NUMBERS OF SOME TYPES OF GROUPS, AND TO ACHIEVE CONSISTENCY IN THE STRUCTURE AND COMPOSITION OF THOSE THAT REMAIN. FUTURE RECOMMENDATIONS WILL BE BASED ON MORE DETAILED REVIEW OF SPECIFIC GROUPS.

HOWEVER, IT MUST BE NOTED AGAIN THAT THE APPOINTMENTS TO BOARDS AND COMMISSIONS FREQUENTLY SERVE DUAL PURPOSES. IN ADDITION TO PROVIDING INPUT, THE PERSONS INVOLVED ON OR WITH THESE GROUPS OFTEN REPRESENT PARTICULAR SPECIAL INTERESTS OR CONSTITUENCIES. THEREFORE, NO CHANGE IN SIZE OR NUMBER OF GROUPS, MEETING FREQUENCY, REIMBURSEMENTS, ETC. CAN BE MADE WITHOUT SOME IMPACT ON SOME PERSONS. AND TO PROPOSE TO ELIMINATE OR COMBINE ANY EXISTING GROUP WILL UNDOUBTEDLY GENERATE PROTEST. THEREFORE, ANY RECOMMENDATIONS MUST BE THOROUGHLY CONSIDERED AND SOLIDLY SUPPORTED WITH FACTS.

STATE AGENCY/ORGANIZATION INFORMATION

Name _____

Director/Commissioner _____

Size - As of June 30, 1983 (regardless of funding source)

• Number of authorized FTE's _____

• Number of filled FTE's _____

Budget - For Fiscal Year 1983

• Total operating and program budget \$ _____

• State appropriation \$ _____

• Federal allocations \$ _____

• Other funding \$ _____

Specify _____

BOARD/COMMISSION/COUNCIL/ADVISORY COMMITTEE INFORMATION

Name: _____

Purpose and Functions:

Responsible for:

- Budget approval _____
- Grant distribution _____
- Policy approval _____
- Administrative Rules _____
- Standard Setting _____
- Plan approval _____
- Organizational structure _____
- Regulatory decisions _____
(Licensing, accreditation, certification)
- Appeal decisions _____
- Assessment of agency performance _____
- Representing agency to various external publics _____
- CEO selection/approval _____
- Other (Specify) _____

Advisory regarding:

- Budget development _____
- Grant distribution _____
- Policy development _____
- Administrative Rules _____
- Standards _____
- Plan development _____
- Regulatory decisions _____
(licensing, accreditation, certification)
- CEO recommendation _____
- Other (Specify) _____

Statutory Authority (Include Code cite - Iowa Code, Federal register): _____

Size of group: _____

Specific composition requirements: No _____ Yes _____ If so, specify _____

Vacancies filled by: Gubernatorial Appointment _____, Agency Selection _____, Other (specify) _____

Legislative confirmation necessary: No _____ Yes _____

Length of terms: _____

- Please attach list of current members and term expiration dates

Frequency of meetings: _____

- Meeting frequency mandated: No _____ Yes _____

Number of meetings in Fiscal Year 1983: _____

Average length of meeting: Half day _____ Full day _____ More than one day (specify) _____

Members expenses paid by: Agency _____ Other (Specify) _____

Approximate direct expenses per meeting (member per diem costs, room rental, etc.): _____

Indirect cost to agency/organization per meeting (including preparation time):

- Staff time \$ _____ (approximately)
- Paper/supplies/postage, etc. \$ _____ (approximately)

Funding source(s): _____

Primary staff person assigned to group: _____

Title/phone number: _____ / _____

This form completed by: _____

Phone number/agency: _____ / _____

Please use back of form if additional space is needed.

STATE AGENCIES/BOARDS/COMMISSIONS/COUNCILS/ADVISORY COMMITTEES

ACCOUNTANCY, BOARD OF

Board of Accountancy*
Accounting Practitioner Advisory Committee*

AGING, COMMISSION ON THE

Commission on the Aging*

AGRICULTURE, DEPARTMENT OF

Board of Veterinary Medicine*
Chemical and Fertilizer Advisory Council
Marketing Board
Livestock Health Advisory Council

ARCHITECTURAL EXAMINERS, BOARD OF

Board of Architectural Examiners*

ARTS COUNCIL

Iowa Arts Council*
Iowa Arts Council (Grants Advisory Panel)

BANKING, DEPARTMENT OF

State Banking Board*

BEER AND LIQUOR CONTROL DEPARTMENT

Iowa Beer and Liquor Control Hearing Board
Iowa Beer and Liquor Control Council*

BLIND, COMMISSION FOR THE

Commission for the Blind*
Center for Independent Living Advisory Committee
Advisory Committee on Employment of the Blind

CAMPAIGN FINANCE DISCLOSURE COMMISSION

Campaign Finance Disclosure Commission*

CIVIL RIGHTS COMMISSION

Iowa Civil Rights Commission*

COLLEGE AID COMMISSION

Iowa College Aid Commission*
Iowa Student Loan Liquidity Corporation
ICAC Advisory Council for State Student Aid Programs

*All or part of members appointed by Governor.

COMMERCE COMMISSION

Iowa State Commerce Commission*

COMPTROLLER, OFFICE OF

Iowa Economic Forecasting Council
State Appeal Board
City Finance Committee*
County Finance Committee*

CONSERVATION COMMISSION

Conservation Commission*
State Advisory Board for Preserves*

CORRECTIONS, DEPARTMENT OF

Board of Corrections*
Prison Industries Advisory Board*

CREDIT UNION DEPARTMENT

Credit Union Review Board*

CRIMINAL AND JUVENILE JUSTICE PLANNING AGENCY

Criminal and Juvenile Justice Advisory Council*
Juvenile Justice Advisory Council*

DENTAL EXAMINERS, BOARD OF

Board of Dental Examiners*

DEVELOPMENT COMMISSION

Iowa Development Commission*
Iowa Agricultural Promotion Board*

EMPLOYMENT OF THE HANDICAPPED, GOVERNOR'S COMMITTEE ON

Iowa Governor's Committee on Employment of the Handicapped*

ENERGY POLICY COUNCIL

Iowa Energy Policy Council*

ENGINEERING EXAMINERS, BOARD OF

Board of Engineering Examiners*

FAIR BOARD

Fair Board

*All or part of members appointed by Governor.

FAMILY FARM AUTHORITY DEVELOPMENT

Iowa Family Farm Authority Development*

GENERAL SERVICES, DEPARTMENT OF

Capitol Planning Commission*
State Records Commission
Communications Advisory Council
Legislative Communications Review Committee

GEOLOGICAL SURVEY

Iowa State Water Resources Research Advisory Panel Institute
Governor's Science Advisory Committee*
Legislative Environmental Advisory Board
Inter-Agency Resource Council

HEALTH, DEPARTMENT OF

Hearing Aid Dealers Examining Board*
Mortuary Science Examiners*
Board of Nursing Home Administrators Examiners*
Board of Optometry Examiners*
Physical and Occupational Therapy Examiners Board*
Podiatry Examiners*
Board of Psychology Examiners*
Board of Speech Pathology and Audiology Examiners*
Cosmetology Examiners*
Barber Board of Examiners*
Chiropractic Board of Examiners*
Iowa State Board of Health*
Statewide Health Coordinating Council*
State Plumbing Code Committee
Health Facilities Council*
Deaf Services Advisory Committee*
Advanced Emergency Medical Care Council
Renal Disease Advisory Committee
Governor's Emergency Medical Services Advisory Council*
Birth Defects Institute Advisory Committee
S.I.D.S. Community Council
Maternal and Child Health Advisory Council
Perinatal Standards Committee
Iowa WIC Advisory Council

HISTORICAL DEPARTMENT

Historical Board*

HOUSING FINANCE AUTHORITY

Iowa Housing Finance Authority Board*

*All or part of members appointed by Governor.

HUMAN SERVICES, DEPARTMENT OF

Iowa Council on Human Services*
Mental Health and Mental Retardation Commission*
Governor's Planning Council for Developmental Disabilities*
Provider Advisory Committee
Statewide Advisory Committee on Commodity Foods and Shelter Programs*
Youth Services Advisory Committee
Child Abuse Prevention Program Advisory Council*
State Day Care Advisory Committee
Council on Child Abuse Information*
Displaced Homemaker Board*
Domestic Abuse Council
Medical Assistance Advisory Council*
Title XX Advisory Committee

INDUSTRIAL COMMISSIONER

Iowa Worker's Compensation Advisory Committee

INSURANCE DEPARTMENT

Inter-Agency Policy Council
Insurance Commission
Health Data Commission

JOB SERVICE, DEPARTMENT OF

Job Service Advisory Council*
IPERS Advisory Investment Board*

LABOR, BUREAU OF

Committee on Child Labor*
Iowa Athletic Commissioner Advisory Board (Ad Hoc)*
Employment Agency License Commission
Occupational Safety and Health Review Commission*

LANDSCAPE ARCHITECTS, BOARD OF

Board of Landscape Architects*

LAW ENFORCEMENT ACADEMY

Iowa Law Enforcement Academy Council*

LEGISLATIVE SERVICE BUREAU

Salary Review Commission*

MEDICAL EXAMINERS, BOARD OF

Board of Medical Examiners*
Advisory Committee on Physicians Assistants*

*All or part of members appointed by Governor.

HUMAN SERVICES, DEPARTMENT OF

Iowa Council on Human Services*
Mental Health and Mental Retardation Commission*
Governor's Planning Council for Developmental Disabilities*
Provider Advisory Committee
Statewide Advisory Committee on Commodity Foods and Shelter Programs*
Youth Services Advisory Committee
Child Abuse Prevention Program Advisory Council*
State Day Care Advisory Committee
Council on Child Abuse Information*
Displaced Homemaker Board*
Domestic Abuse Council
Medical Assistance Advisory Council*
Title XX Advisory Committee

INDUSTRIAL COMMISSIONER

Iowa Worker's Compensation Advisory Committee

INSURANCE DEPARTMENT

Inter-Agency Policy Council
Insurance Commission
Health Data Commission

JOB SERVICE, DEPARTMENT OF

Job Service Advisory Council*
IPERS Advisory Investment Board*

LABOR, BUREAU OF

Committee on Child Labor*
Iowa Athletic Commissioner Advisory Board (Ad Hoc)*
Employment Agency License Commission
Occupational Safety and Health Review Commission*

LANDSCAPE ARCHITECTS, BOARD OF

Board of Landscape Architects*

LAW ENFORCEMENT ACADEMY

Iowa Law Enforcement Academy Council*

LEGISLATIVE SERVICE BUREAU

Salary Review Commission*

MEDICAL EXAMINERS, BOARD OF

Advisory Committee on Physicians Assistants*

*All or part of members appointed by Governor.

MERIT EMPLOYMENT DEPARTMENT

Iowa Merit Employment Commission*
Iowa Management Training Board*

MISSISSIPPI RIVER PARKWAY COMMISSION

Mississippi River Parkway Commission*

NURSING, BOARD OF

Iowa Board of Nursing*

PAROLE, BOARD OF

Board of Parole*

PHARMACY EXAMINERS, BOARD OF

Board of Pharmacy Examiners*

PLANNING AND PROGRAMMING, OFFICE FOR

Iowa Racing Commission*
Advisory Commission on Intergovernmental Relations*
Community Development Council
Iowa Jobs Commission*
Job Partnership Training Council*
Iowa Council for Children and Families*
Iowa Youth Council*
City Development Board*
Iowa State Occupational Information Coordinator Advisory Committee
Iowa State Occupational Information Coordinating Committee (Statutory)
Governor's Economic Advisory Council*
Governor's Beer and Liquor Study Task Force*
Rural Community Development Committee*

PROFESSIONAL TEACHING PRACTICES COMMISSION

Iowa Professional Teaching Practices Commission*

PUBLIC BROADCASTING, DEPARTMENT OF

Iowa Public Broadcasting Board*
Advisory Committee on Curricula and Educational Programming
Advisory Committee on General Operations and Policy

PUBLIC DEFENSE MILITARY DIVISION

Armory Board*

PUBLIC EMPLOYMENT RELATIONS BOARD

Public Employment Relations Board*

*All or part of members appointed by Governor.

PUBLIC INSTRUCTION, DEPARTMENT OF

School Budget Review Committee*
State Board of Public Instruction*
Private Schools Advisory Committee*
State Advisory Committee on Educational Data Processing*
Education Consolidation and Improvement Act Advisory Committee*
State Food Distribution Advisory Council - Commodity Distribution Program
Advisory Committee - Nutrition Education and Training Program (NETP)
Coordinating Council of Secondary School Principals
Coordinating Council of Elementary and Middle School Principals
Advisory Council and Coordinating Committee for the Improvement of
Education in Iowa
Iowa Area Education Agency Media Center State Advisory Committee
Bilingual Advisory Committee
Sex Equity Council
State Advisory Committee on Multicultural, Nonsexist Curriculum
State Advisory Committee on Teacher Education and Certification
State Special Education Advisory Panel
State Advisory Council for Adult Education in Iowa
State Advisory Committee on Uniform Accounting for Merged Area Schools
State Executive Committee for Area School Athletics
Study Committee on Equitable Funding Approaches to Serve Secondary Age
Students
State of Iowa Vocational Education Advisory Council*
Industrial Arts Cadre
Agricultural Education Ad Hoc Committee
Iowa Business Education Handbook Committee
State Plan Planning and Accountability Report Committee
Iowa Fire Service Education Advisory Council

PUBLIC SAFETY, DEPARTMENT OF

Confidential Records Council*
Building Code Advisory Council*
Iowa Beer and Liquor Hearing Board
Public Safety Peace Officers Retirement, Accident and Disability System

RAILWAY FINANCE AUTHORITY BOARD

Iowa Railway Finance Authority Board*

REAL ESTATE COMMISSION

Real Estate Commission*

REVENUE, DEPARTMENT OF

Iowa State Board of Tax Review*

SECRETARY OF STATE

Executive Council
Voting Machine Examiners*
Voter Registration Commission

*All or part of members appointed by Governor.

SOIL CONSERVATION, DEPARTMENT OF

State Soil Conservation Committee*
Land Rehabilitation Advisory Board*

SPANISH SPEAKING PEOPLES COMMISSION

Spanish Speaking Peoples Commission*

STATE LIBRARY OF IOWA

Library and Services Construction Act Advisory Council
State Library Commission*
Documents Depository Center Advisory Council

STATUS OF WOMEN, COMMISSION ON

Iowa Commission on Status of Women*

SUBSTANCE ABUSE, DEPARTMENT OF

Commission on Substance Abuse*

TERRACE HILL AUTHORITY

Terrace Hill Authority*

TRANSPORTATION, DEPARTMENT OF

State Transportation Commission*

UNIFORM STATE LAWS COMMISSION

Uniform State Laws Commission*

VETERANS AFFAIRS, DEPARTMENT OF

Iowa Commission on Veterans Affairs*

VOCATIONAL EDUCATION ADVISORY COUNCIL

Vocational Education Advisory Council*

WATER, AIR AND WASTE MANAGEMENT, DEPARTMENT OF

Water, Air and Waste Management Commission*
Certification Board*
Select Advisory Panel on Hazardous Waste Management
Water Plan Committee

*All or part of members appointed by Governor.

BOARD SIZE VERSUS AGENCY SIZE AND BUDGET

# ON BOARD	# OF FTEs	BUDGET	# ON BOARD	# OF FTEs	BUDGET
3	0	\$ 10,600	9	X	X
	15	635,000		1	\$ 36,000
	118	3,500,000		1.5	57,000
	188.25	5,067,000		2	113,600
5	0***	X	11	438,000	
	4	126,000	19.2	5,672,000	
	5	145,000	103	7,213,000	
	9	300,000	288	33,879,000	
	51	1,830,000	294	815,632,000	
	58.8	1,460,000			
	857.5	18,685,000	10	X	15,000
7	.25	10,800	11	**	313,000
	1	47,000	8	995,000	
	2.5	138,000	22	19,700,000	
	8	324,000	24	812,000	
	9	388,600	28.25	10,943,000	
	14	504,000	62	2,600,000	
	18	556,000	12	3,811,000	
	40	1,153,000	13	6,436,000	
	63.9	1,545,000	197	14,176,000	
	100	3,075,000	15	12	810,200
				8,164*	592,471,000
	686	25,000,000	18	45	47,000,000
	1,609	58,900,000	22	3	102,000
	3,962	308,000,000	24	9	220,000
	8,164*	592,471,000	29	4	127,000
8	3.5	273,000			

X - INFORMATION UNAVAILABLE.

*AGENCY HAS TWO POLICY BOARDS.

**FTEs INCLUDED IN AN FTE COUNT ELSEWHERE IN TOTALS.

**STAFF SUPPORT PROVIDED BY ANOTHER AGENCY.

AGENCIES WITHOUT BOARDS

<u>NUMBER OF FTE</u>	<u>BUDGET</u>
11	\$ 532,000
34.5	1,051,000
38.5	1,467,000
41.5	1,219,000
82	2,596,000
91	2,726,000
109.2	51,089,000
126	4,800,000
223.5	10,926,000
370	9,567,000
391	5,400,000
636	16,200,000
810.32	30,000,000
1,094	29,963,000

LENGTH OF TERMS

<u>TERM</u>	<u># OF BOARDS</u>	<u># OF PERSONS</u>
2 YEARS	3	52
3 YEARS	19	158
4 YEARS	17	175
5 YEARS	2	12
6 YEARS	<u>9</u>	<u>71</u>
	50	468

FREQUENCY OF BOARD MEETINGS

<u>FREQUENCY</u>	<u># OF BOARDS</u>
ANNUALLY (ONCE PER YEAR)	3
SEMI-ANNUALLY (TWICE PER YEAR)	1
QUARTERLY (FOUR PER YEAR)	5
BI-MONTHLY (SIX PER YEAR)	11
MONTHLY (TWELVE PER YEAR)	25
BI-WEEKLY (TWENTY-FOUR PER YEAR)	3
DAILY	1
AS NEEDED	1

NOTE: THESE REPRESENT GENERAL MEETING SCHEDULES AND DO NOT REFLECT SPECIAL OR EMERGENCY MEETINGS/CIRCUMSTANCES THAT MAY ALTER THE ACTUAL NUMBER OF MEETINGS HELD DURING A 12 MONTH PERIOD.



CENTRALIZED ADMINISTRATIVE/SUPPORT AGENCIES

- A REVIEW OF OTHER STATES
- PRELIMINARY ALTERNATIVES FOR IOWA

PREPARED FOR:

CHARLES M. PALMER
DEPUTY COMMISSIONER
DIVISION OF ORGANIZATIONAL PLANNING

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DEPARTMENT OF HUMAN SERVICES

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AUGUST 22, 1983

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INTRODUCTION

PURPOSE AND SCOPE

● THE PURPOSE OF THIS PAPER IS:

- TO PRESENT INFORMATION CONCERNING STATE DEPARTMENTS OF ADMINISTRATION AND THEIR USE AS AN ORGANIZATIONAL MECHANISM FOR GROUPING MAJOR STAFF AND SUPPORT SERVICE FUNCTIONS.
- TO PRESENT PRELIMINARY ALTERNATIVES FOR A CENTRALIZED STAFF/ADMINISTRATIVE SUPPORT AGENCY OR AGENCIES IN THE IOWA EXECUTIVE BRANCH OF STATE GOVERNMENT. PRELIMINARY ALTERNATIVES ARE PRESENTED IN THIS PAPER AS FOLLOWS:

ALTERNATE 1 - EXISTING STRUCTURE

ALTERNATE 2 - OFFICE OF BUDGET AND POLICY MANAGEMENT AND EXECUTIVE OFFICE OF ADMINISTRATION - GOVERNOR'S ECONOMY COMMITTEE REPORT, 1979

ALTERNATE 3 - EXECUTIVE OFFICE OF THE GOVERNOR AND/OR DEPARTMENT OF ADMINISTRATION:

3A - PLANNING AND BUDGETING AS STAFF AGENCIES REPORTING TO GOVERNOR

3B - PLANNING AND BUDGETING LOCATED IN DEPARTMENT OF ADMINISTRATION

3C - PLANNING AND/OR BUDGETING LOCATED IN A LINE (OPERATING) AGENCY

- A LIMITED NUMBER OF PRELIMINARY ALTERNATIVES MAY BE SELECTED AS THE BASIS FOR FURTHER STUDY.
-

- THE SCOPE OF WORK IS LIMITED TO AVAILABLE SOURCES OF INFORMATION AND PREVIOUS STUDIES RELATED TO IOWA AND TO OTHER STATES.

BASIC CONTEXT

- THE BASIC FRAMEWORK OF THIS ANALYSIS HAS IDENTIFIED FIVE GENERAL CATEGORIES THAT ARE CONSIDERED TO ENCOMPASS THE BASIC ADMINISTRATIVE AND SUPPORT FUNCTIONS COMPRISING A CENTRALIZED DEPARTMENT OF ADMINISTRATION.
- THE TERM "ADMINISTRATION" AS USED IN OTHER STATES INCLUDES SEVERAL VARIATIONS OF THE TERM (I.E., FINANCE AND ADMINISTRATION, ADMINISTRATIVE SERVICES, ETC.) BUT IS AN UMBRELLA AGENCY FOR COORDINATING AND PROVIDING ADMINISTRATIVE AND SUPPORT SERVICES.
- THE TABULAR DATA WAS COMPILED FROM INFORMATION SOURCES SUPPLIED BY THE STATES, SO THE DECISION OF WHERE TO PLACE AN ADMINISTRATIVE FUNCTION WAS MADE BY THE STATE SUPPLYING THE INFORMATION.
- STATES WHERE THE TERM "ADMINISTRATION" HAS BEEN USED TO IDENTIFY ONLY GENERAL SERVICES OR ONLY FINANCE WERE NOT INCLUDED.

DEFINITIONS*

EACH OF THE FIVE GENERAL CATEGORIES INCLUDES A NUMBER OF FUNCTIONS, WITH GENERAL DEFINITIONS AS FOLLOWS:

1. FINANCIAL:

- BUDGET - ANALYSIS OF BUDGET REQUIREMENTS AND PREPARATION OF STATE BUDGET.
- FINANCE - BUDGETING, PAYROLL, ACCOUNTING, ESTIMATING REVENUE, AUDITING.
- COMPTROLLER - ACCOUNTING AND DISBURSING.

2. GENERAL SERVICES:

- INCLUDING PURCHASING, FACILITIES CONSTRUCTION AND OPERATION, OFFICE SPACE MANAGEMENT, TELECOMMUNICATIONS AND DATA PROCESSING.
- PRINTING - SUPPLYING PRINTING SERVICES.
- PURCHASING - PROCUREMENT OF SUPPLIES AND EQUIPMENT.
- ARCHIVES/RECORDS - CUSTODY OF OFFICIAL RECORDS.

3. PERSONNEL:

- CLASSIFICATION AND TRAINING, EMPLOYEE RELATIONS.

4. PLANNING:

- LONG-RANGE COMPREHENSIVE PLANS FOR ORDERLY COORDINATED GROWTH.

5. DATA PROCESSING:

- STATE-WIDE COMPUTER SERVICES, CENTRAL COMPUTER FACILITIES.

*STATE ADMINISTRATIVE OFFICIALS CLASSIFIED BY FUNCTION, 1981-82, AND NATIONAL DIRECTORY OF STATE AGENCIES, 1982-83.

REVIEW OF OTHER STATES

AS INDICATED ON TABLE 1 ENTITLED: CENTRALIZED ADMINISTRATIVE FUNCTIONS IN STATES
(SEE APPENDIX A):

- WIDE VARIATIONS IN THE COMBINATIONS OF ADMINISTRATIVE AND SUPPORT FUNCTIONS AND AGENCIES ARE POSSIBLE.
- 33 STATES HAVE DEPARTMENTS, OR AGENCIES, THAT HAVE AGGREGATED TWO OF MORE OF THE IDENTIFIED GENERAL CATEGORIES OF BASIC SUPPORT AND ADMINISTRATIVE FUNCTIONS.
- IN MOST OF THESE STATES (31), SEVERAL GENERAL SERVICES FUNCTIONS (PRINTING/PURCHASING, ETC.) WERE COMBINED WITH ONE OR MORE OF THE OTHER GENERAL CATEGORIES TO FORM A CENTRALIZED SUPPORT SERVICE AGENCY. IN 30 STATES, ONE OR MORE OF THE FINANCIAL FUNCTIONS WAS INCLUDED. EIGHTEEN STATES INCLUDED THE PERSONNEL CATEGORY, WHILE 12 STATES INCLUDED PLANNING AND 26 INCLUDED DATA PROCESSING.
- FOUR STATES HAVE ORGANIZED CENTRALIZED ADMINISTRATIVE DEPARTMENTS THAT COMBINE FUNCTIONS FROM ALL FIVE OF THE GENERAL CATEGORIES.
- EXAMPLES OF TWO STATE CENTRALIZED ADMINISTRATIVE AGENCIES ARE PRESENTED IN APPENDIX B.

EXISTING ORGANIZATIONAL STRUCTURE

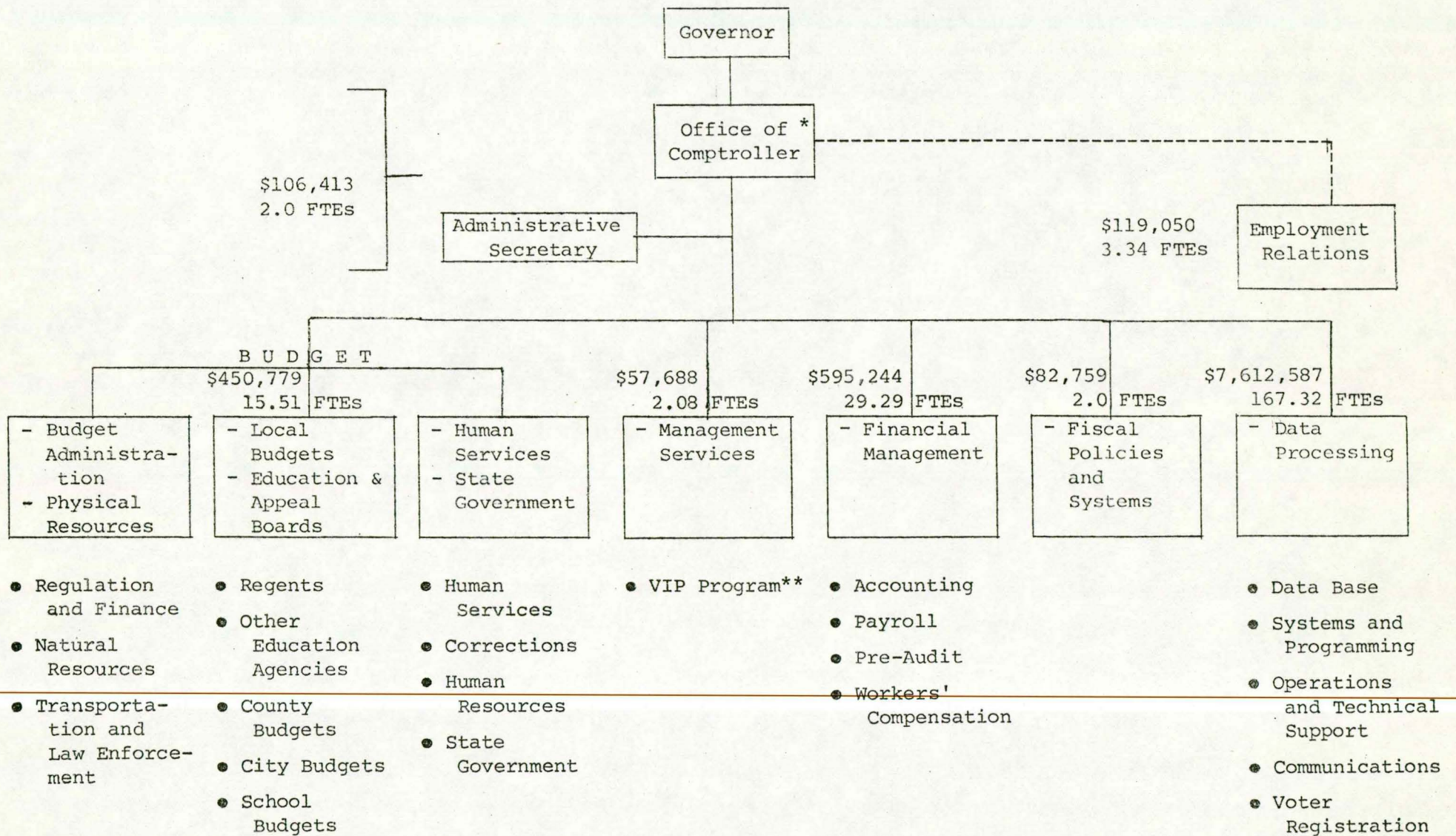
- THE FOLLOWING ORGANIZATIONAL CHARTS ILLUSTRATE THE EXISTING ORGANIZATIONAL STRUCTURE OF IOWA STATE DEPARTMENTS/AGENCIES THAT MIGHT BE INCLUDED IN A CENTRALIZED ADMINISTRATIVE/SUPPORT AGENCY:

- OFFICE OF THE COMPTROLLER
- OFFICE FOR PLANNING AND PROGRAMMING
- MERIT EMPLOYMENT DEPARTMENT
- GENERAL SERVICES DEPARTMENT

- EXPLANATORY NOTES ON EXISTING ORGANIZATIONAL STRUCTURES INCLUDE THE FOLLOWING:

- INFORMATION PROVIDED FROM OFFICIAL BUDGET RECORDS PROVIDED BY THE COMPTROLLER'S OFFICE.
- DOLLAR FIGURES ARE FOR FY 1982 EXPENDITURES, WHICH WERE USED BECAUSE MORE COMPLETE INFORMATION WAS AVAILABLE.
- DOLLARS ARE LIMITED TO FIGURES THAT CAN BE ASSIGNED TO LISTED FUNCTIONS/PROGRAMS; IN SOME INSTANCES, ACCOUNTING STRUCTURE AND ORGANIZATIONAL STRUCTURE DID NOT COINCIDE.
- FTE FIGURES SHOW ACTUAL HOURS WORKED.

OFFICE OF COMPTROLLER



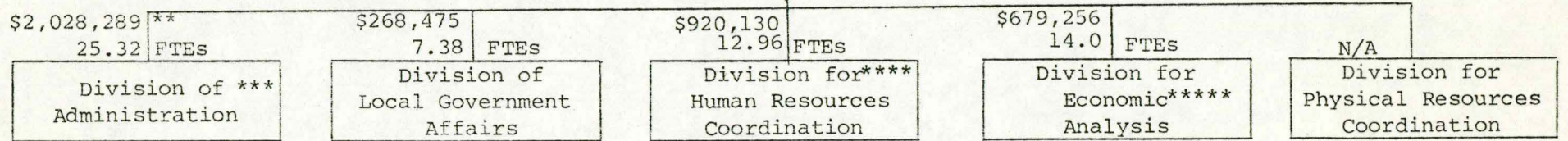
*Additional funds were spent as follows: \$42,098 by the County Finance Committee and \$10,303 by the City Finance Committee.

**VIP Program funded from non-appropriated funds.

OFFICE FOR PLANNING AND PROGRAMMING

Governor

Office for Planning
and Programming *



- | | | | | |
|---|---|---|---|--|
| <ul style="list-style-type: none"> ● Financial Management ● Personnel ● Public Information ● Data Processing ● Office Management ● Governor's Highway Safety Office | <ul style="list-style-type: none"> ● Community Development Block Grant ● Community Services Block Grant ● Iowa Rural Community Development or Local Government Services ● City Development Board ● Community Development Loan Program | <ul style="list-style-type: none"> ● Youth Programs ● Council for Children and Families ● Balance of State CETA ● Governor's Special CETA Grants ● Statistical Analysis Center | <ul style="list-style-type: none"> ● State Resources Center <ul style="list-style-type: none"> - State Demographer - Census Data Center ● Governor's Economic Advisory Council ● Economic Appraisal ● Iowa State Occupational Coordinating Committee | <ul style="list-style-type: none"> ● Governor's Science Advisory Council ● Low Level Radioactive Waste Disposal Compacts |
|---|---|---|---|--|

*Energy-related assistance program with FY 1982 expenditures of \$1,889,799 no longer in OPP Table of Organization.

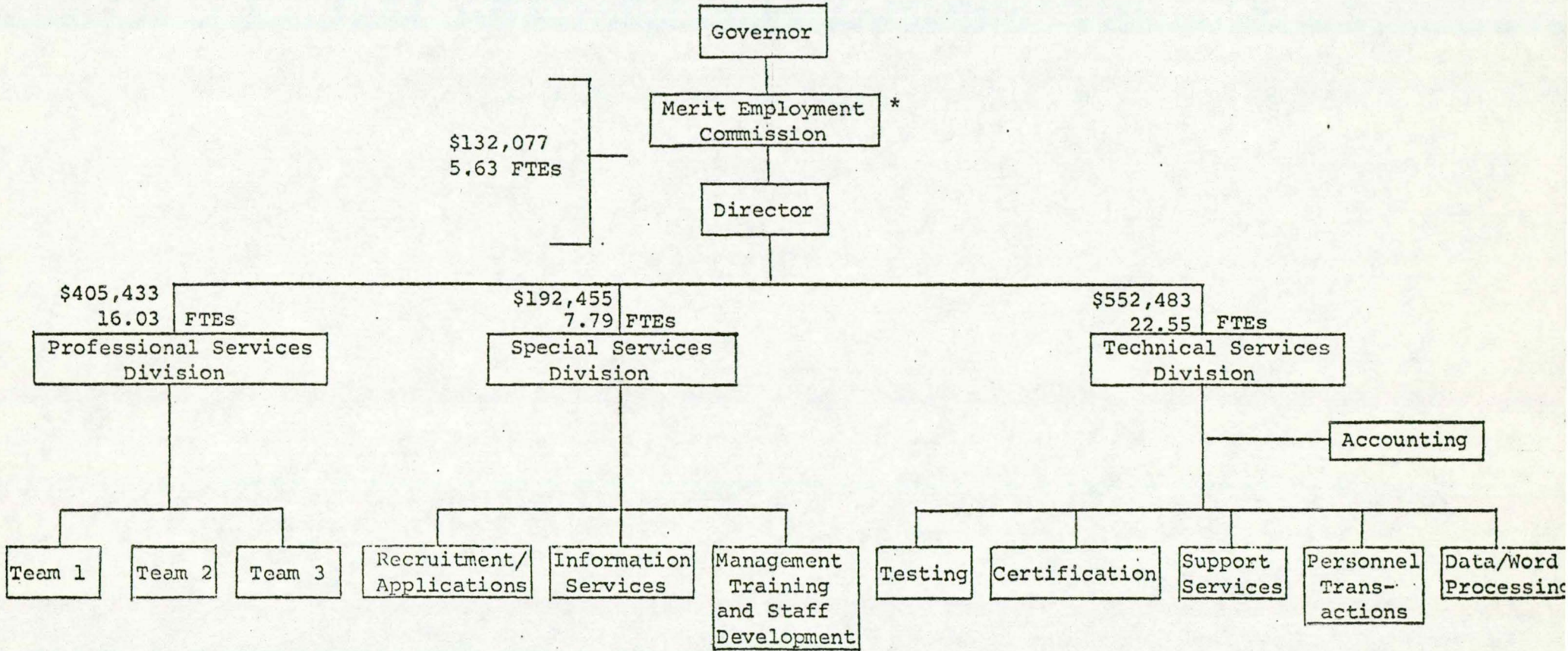
**Figures include Office of the Director.

***Division of Administration provided an additional \$379,000 in services charged to grant programs.

****CETA program with expenditures in FY 1982 of \$22,259,541 no longer in OPP Table of Organization.

*****Expenditures in FY 1982 for Professional Occupation Regulation - \$5,500, and for Economic Opportunities Office - \$37,106 no longer in OPP Table of Organization.

MERIT EMPLOYMENT DEPARTMENT



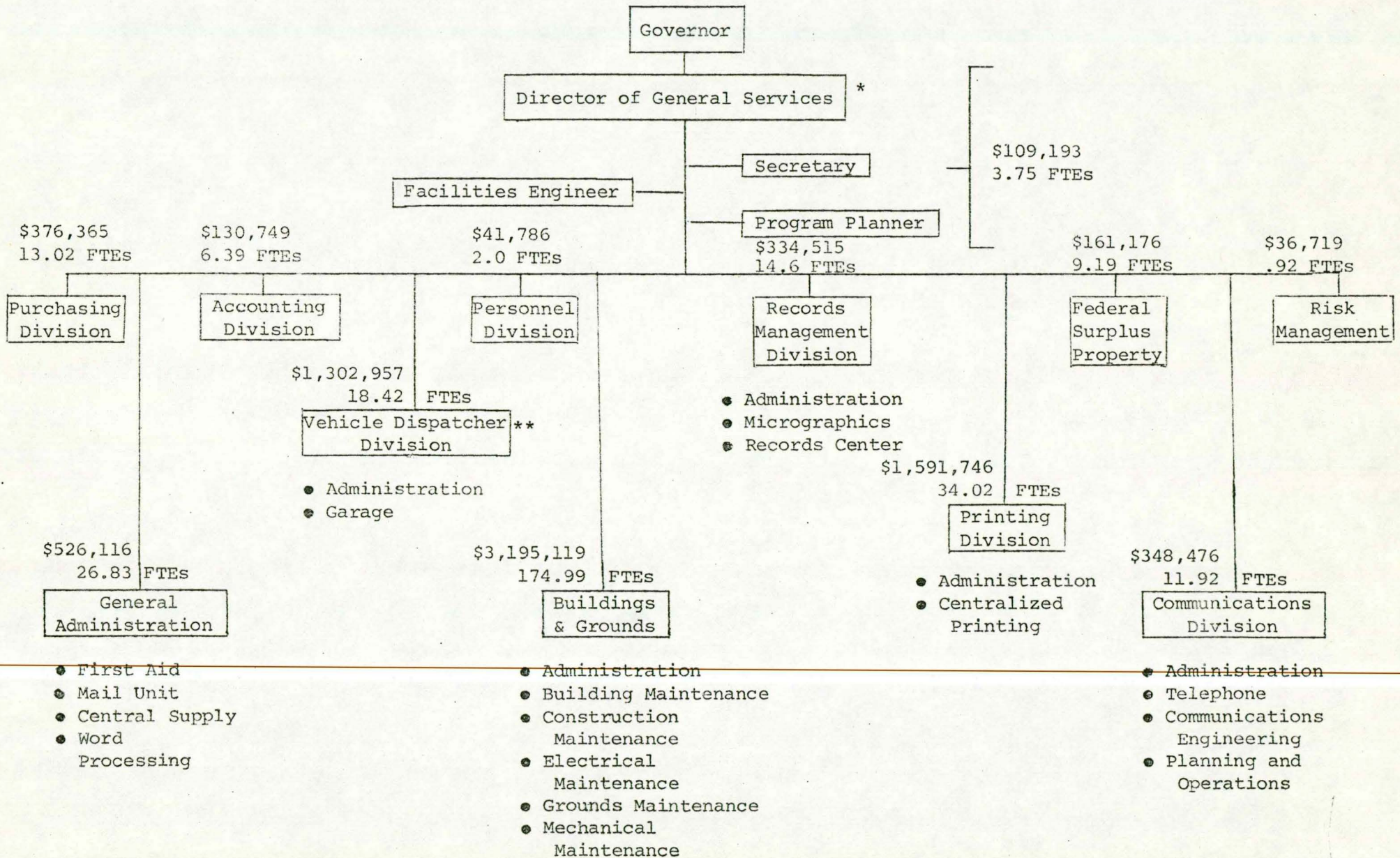
- Classification
- Compensation
- Agency Liaison
- Exam Research and Development

- Applications
- Recruitment
- EEO/AA
- Information
- Performance Evaluations
- Training

- Testing
- Certification
- Records Management
- Personnel
- Data/Word Processing
- Printing

*Figures do not include pass-through funds.

DEPARTMENT OF GENERAL SERVICES



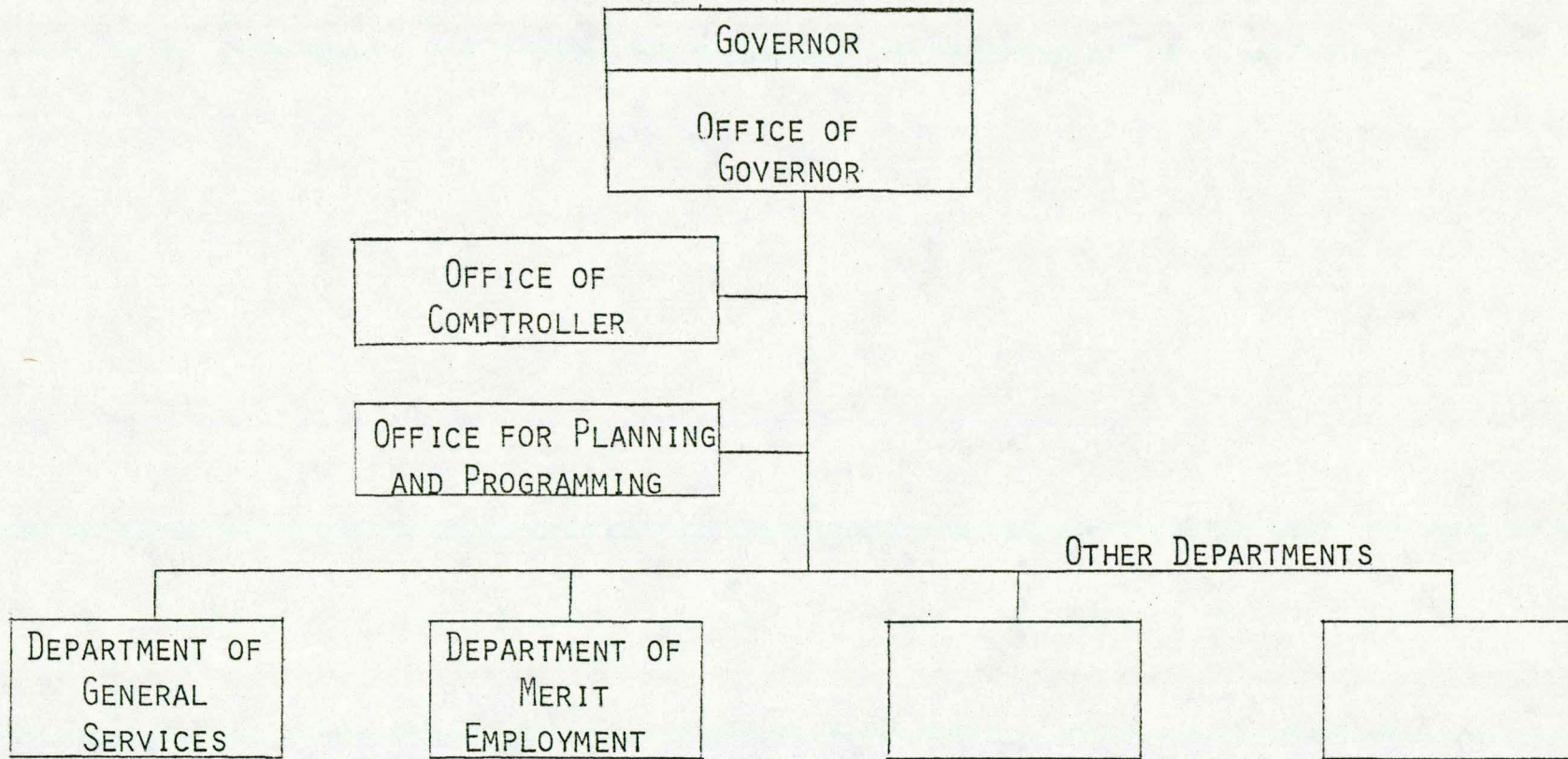
*Figures exclude non-operational accounts for capital improvements and special accounts which fund capital complex physical plant expenses (i.e., utilities, equipment and related items).

**An additional \$3,754,622 was spent for fuel, supplies and repair parts for vehicles.

PRELIMINARY ALTERNATIVES FOR CENTRALIZED ADMINISTRATIVE/SUPPORT AGENCIES

- A NUMBER OF PRELIMINARY ALTERNATIVE ORGANIZATIONAL STRUCTURES HAVE BEEN IDENTIFIED FOR CONSOLIDATING ADMINISTRATIVE/SUPPORT FUNCTIONS.
- A VARIETY OF PROPOSALS IS POSSIBLE.
- SELECTED PROPOSED ALTERNATES MAY BE USED AS THE BASIS FOR FURTHER STUDY AND ANALYSIS.

ALTERNATE 1 - EXISTING STRUCTURE



- THE EXISTING ORGANIZATIONAL STRUCTURE, OR THE "AS IS" OPTION, IS ONE ALTERNATIVE APPROACH THAT SHOULD BE CONSIDERED.

ALTERNATE 1 - PROS AND CONS

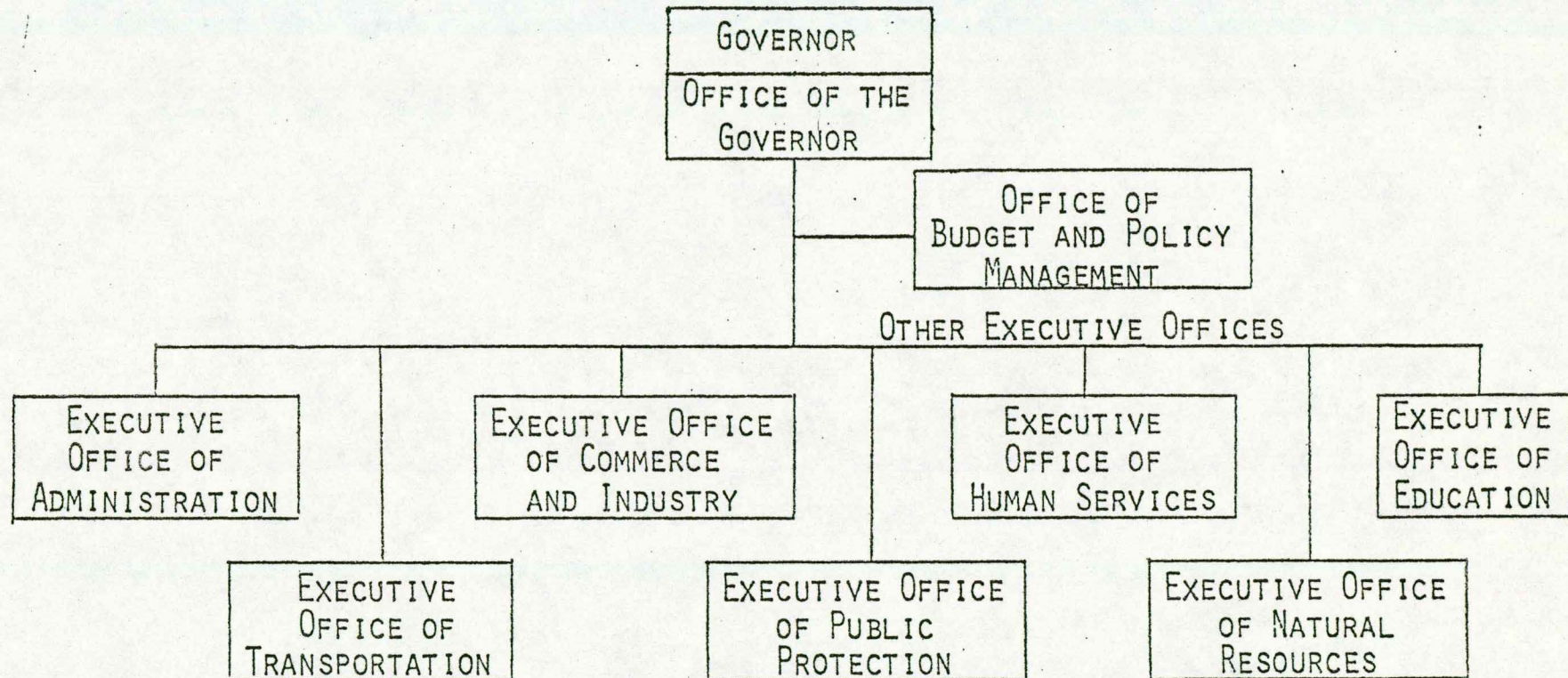
PROS

- PLANNING AND BUDGETING ARE CLEARLY SEPARATE FROM LINE AGENCIES AND IN POSITION TO DEVELOP, IMPLEMENT AND MAINTAIN STATE-WIDE PLANNING AND BUDGETING PROCEDURES:
 - FACILITATES BUDGET/PLANNING REVIEW OF ALL LINE AND SUPPORT AGENCIES.
- MAINTAINS MAXIMUM PROFILE FOR EACH OF THE OTHER SUPPORT AGENCIES.

CONS

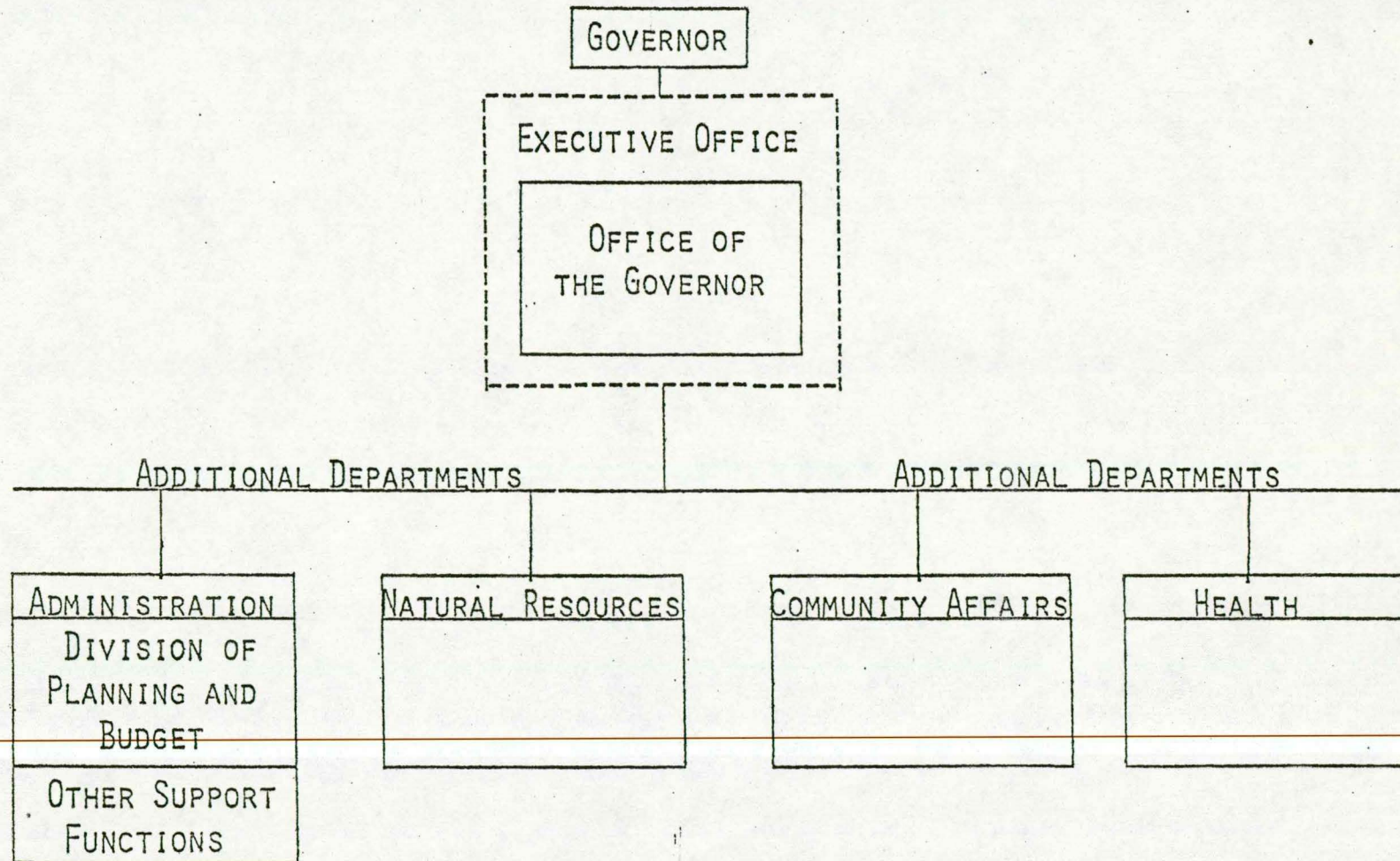
- LESS FLEXIBILITY (THAN ALTERNATIVES 2 AND 3A) IN USE OF STAFF TO RESPOND TO GOVERNOR'S CHANGING PRIORITIES.
- LESS COORDINATION (THAN SOME OTHER ALTERNATIVES) BETWEEN PLANNING AND BUDGETING.
- LESS COORDINATION (THAN SOME OTHER ALTERNATIVES) BETWEEN OTHER SUPPORT AGENCIES.

ALTERNATE 2 - OFFICE OF BUDGET AND POLICY MANAGEMENT
AND EXECUTIVE OFFICE OF ADMINISTRATION



- ALTERNATE 2 IS BASED ON THE 1979 REPORT OF THE GOVERNOR'S ECONOMY COMMITTEE.
- THE PROPOSED ORGANIZATION STRUCTURE WOULD CLUSTER THE EXISTING AGENCIES INTO SEVEN MAJOR EXECUTIVE OFFICES. THESE POSITIONS WOULD HAVE BOTH LINE AND BUDGETARY AUTHORITY OVER ASSIGNED OPERATIONS AND BE COMPARABLE TO GROUP VICE PRESIDENTS IN THE PRIVATE SECTOR. AN ADMINISTRATIVE UNIT WOULD BE CREATED WITHIN EACH EXECUTIVE OFFICE.

ALTERNATE 3B - PLANNING AND BUDGETING LOCATED
IN DEPARTMENT OF ADMINISTRATION



- ① PLANNING AND BUDGETING MAY BE SEPARATE OR A COMBINED DIVISION IN THE DEPARTMENT OF ADMINISTRATION.
- ② OTHER SUPPORT FUNCTIONS LOCATED IN THE DEPARTMENT OF ADMINISTRATION.

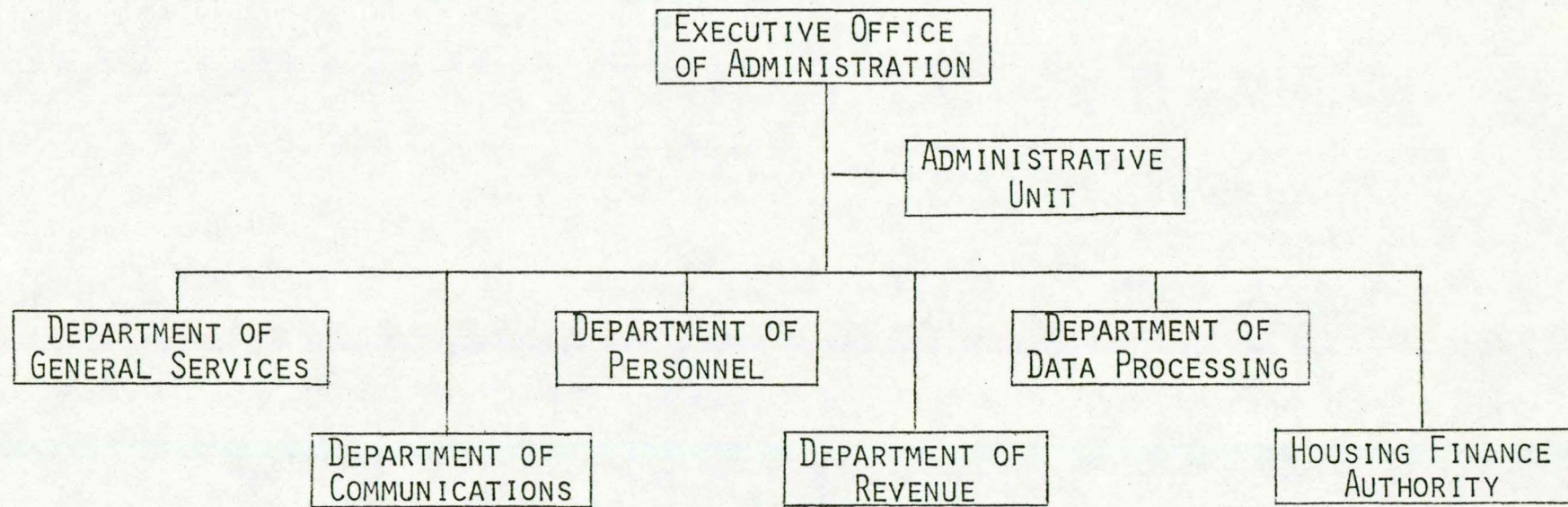
ALTERNATE 2 (CONTINUED)

- OFFICE OF BUDGET AND POLICY MANAGEMENT - AN OFFICE OF BUDGET AND POLICY MANAGEMENT WOULD BE ESTABLISHED AS A STAFF FUNCTION TO THE OFFICE OF THE GOVERNOR. ITS ACTIVITIES WOULD:
 - INCREASE CONTROL OF BUDGETS AND EXPENDITURES BY ABSORBING THE EXISTING STATE AND LOCAL BUDGET DIVISIONS FROM THE OFFICE OF THE COMPTROLLER,
 - EXPAND THE CAPABILITY FOR CONTINUALLY EVALUATING THE MANAGEMENT OF STATE GOVERNMENT OPERATIONS AND IMPLEMENTATION OF IMPROVEMENTS,
 - IMPROVE LIAISON WITH LOCAL GOVERNMENT,
 - REASSIGN OFFICE FOR PLANNING AND PROGRAMMING PROGRAM FUNCTIONS TO APPROPRIATE AGENCIES FOR ANNUAL SAVINGS (STATE: \$39,000; FEDERAL: \$229,000).* THESE ORGANIZATIONAL CHANGES WOULD INCLUDE MOVING THE FOLLOWING:
 - (1) THE STATE OCCUPATIONAL INFORMATIONAL COORDINATING COMMITTEE TO THE DEPARTMENT OF PUBLIC INSTRUCTION,
 - (2) THE STATISTICAL ANALYSIS CENTER AND THE STATE BUILDING CODE UNIT TO THE DEPARTMENT OF PUBLIC SAFETY (BUILDING CODE UNIT ALREADY ACCOMPLISHED),
 - (3) THE DIVISION OF MANPOWER TO THE DEPARTMENT OF JOB SERVICE,
 - (4) DEVELOPMENTAL DISABILITIES TO THE DEPARTMENT OF HUMAN SERVICES (ALREADY ACCOMPLISHED),
 - (5) THE COUNCIL ON CHILDREN TO THE PROPOSED DEPARTMENT OF HUMAN RIGHTS, AND
 - (6) THE HIGHWAY SAFETY UNIT TO THE DEPARTMENT OF TRANSPORTATION,

*1979 REPORT OF GOVERNOR'S ECONOMY COMMITTEE

ALTERNATE 2 (CONTINUED)

- EXECUTIVE OFFICE OF ADMINISTRATION -- AN EXECUTIVE OFFICE OF ADMINISTRATION WOULD BE ESTABLISHED AS FOLLOWS:



- SUPPORT SERVICES TO STATE AGENCIES ARE CURRENTLY PROVIDED BY A NUMBER OF DEPARTMENTS AND DIVISIONS. THIS PROBLEM WAS ADDRESSED BY THE 1966 GOVERNOR'S ECONOMY COMMITTEE WHEN IT RECOMMENDED THE CREATION OF A DEPARTMENT OF GENERAL SERVICES. A PLAN WAS IMPLEMENTED TO CONSOLIDATE A NUMBER OF SUPPORT SERVICES. WHILE THIS WAS A STEP IN THE RIGHT DIRECTION, FURTHER ECONOMIES AND EFFICIENCIES MIGHT BE GAINED BY COMBINING ADDITIONAL SUPPORT SERVICES IN AN EXECUTIVE OFFICE OF ADMINISTRATION.
- THE PURCHASING, PRINTING AND FEDERAL SURPLUS PROPERTY DIVISIONS WOULD CONTINUE TO OPERATE AS PART OF THE DEPARTMENT OF GENERAL SERVICES. WHILE OPERATION OF THE BUILDING AND GROUNDS DIVISION WOULD ALSO REMAIN LARGELY UNCHANGED, ITS SCOPE WOULD BE EXPANDED TO INCLUDE ALL STATE BUILDINGS WITH A DIRECT COMMUNICATION LINK TO THE PROPOSED STATE CONSTRUCTION PLANNING COMMISSION.

ALTERNATE 2 (CONTINUED)

- A DEPARTMENT OF PERSONNEL HAS BEEN PROPOSED TO CONSOLIDATE MANAGEMENT OF THE STATE'S HUMAN RESOURCES IN A MORE COMPREHENSIVE MANNER. THE NEW ORGANIZATION WOULD ABSORB THE EXISTING MERIT EMPLOYMENT DEPARTMENT AND THE PUBLIC EMPLOYMENT RELATIONS BOARD.
IT WOULD ALSO ACCEPT RESPONSIBILITY FOR CENTRALIZED ADMINISTRATION OF THE STATE'S RETIREMENT PROGRAMS AND COLLECTIVE BARGAINING ACTIVITIES ALONG WITH A VARIETY OF PROPOSED TRAINING AND DEVELOPMENT FUNCTIONS. ESTIMATED SAVINGS WOULD BE \$1.1 MILLION ANNUALLY.* CENTRALIZING THE STATE'S EQUAL EMPLOYMENT OPPORTUNITY/AFFIRMATIVE ACTION PROGRAM WOULD RESULT IN AN ANNUAL SAVINGS OF \$32,000.*
- THE DATA PROCESSING OPERATIONS NOW IN THE OFFICE OF THE COMPTROLLER SHOULD BECOME A DEPARTMENT. THIS UNIT WOULD COORDINATE THE STATE'S DATA PROCESSING AND RECORDS MANAGEMENT ACTIVITIES WHILE POLICY DIRECTION WOULD BE SUPPLIED BY AN ADVISORY COMMITTEE TO ENSURE APPROPRIATE USER INPUT. ESTIMATED SAVINGS WOULD BE \$305,000 ANNUALLY.*
- THE NEW DEPARTMENT OF COMMUNICATIONS WOULD ADMINISTER AN EXPANDED PROGRAM TO PROVIDE STATE-WIDE COORDINATION OF EXISTING AND PROPOSED FACILITIES. RESPONSIBILITIES ASSIGNED TO THE IOWA PUBLIC BROADCASTING NETWORK WOULD BE ABSORBED INTO THE PROPOSED ORGANIZATION WHILE THE EDUCATIONAL RADIO AND TELEVISION FACILITY BOARD WOULD SERVE AS AN ADVISORY GROUP. (DEPT. OF PUBLIC BROADCASTING BECAME A SEPARATE AGENCY ON JULY 1, 1983.)
- PLACEMENT OF THE DEPARTMENT OF REVENUE IN THE EXECUTIVE OFFICE OF ADMINISTRATION WOULD REAFFIRM ITS IMPORTANCE AS THE STATE'S PRIMARY RESOURCE FOR COLLECTION OF ITS OPERATING REVENUES AND RELATED ANALYSIS ACTIVITIES. THE HOUSING FINANCE AUTHORITY WOULD ALSO BE PLACED UNDER THE JURISDICTION OF THIS OFFICE, RETAINING ITS CURRENT RESPONSIBILITIES WITH RESPECT TO MONITORING BOND SALES AND REPAYMENTS.

ALTERNATE 2 (CONTINUED)

- COMBINING THESE DEPARTMENTS INTO A SINGLE ORGANIZATIONAL AREA SHOULD RESULT IN MORE CONSISTENT ADMINISTRATIVE POLICIES, IMPROVED OPERATIONAL EFFICIENCY AND BETTER SERVICE TO USER GROUPS. IT WILL ALSO PERMIT THE ESTABLISHMENT OF A CHARGE BACK SYSTEM TO PROPERLY ALLOCATE COSTS TO THE AGENCIES.

ALTERNATE 2 - PROS AND CONS

PROS

CONS

- PLANNING AND BUDGET ARE CLEARLY SEPARATE FROM LINE AGENCIES AND IN POSITION TO DEVELOP, IMPLEMENT AND MAINTAIN STATE-WIDE PLANNING AND BUDGETING PROCEDURES.
 - FACILITATES INDEPENDENT BUDGET/PLANNING REVIEW OF ALL LINE AND SUPPORT AGENCIES.
 - GREATER FLEXIBILITY IN USE OF STAFF, TO RESPOND TO GOVERNOR'S CHANGING PRIORITIES.
- GOOD COORDINATION BETWEEN PLANNING AND BUDGETING AND WITH GOVERNOR'S STAFF.
- COMBINING OTHER SUPPORT FUNCTIONS MAY CREATE STRONGER ROLE FOR HEAD OF DEPARTMENT OF ADMINISTRATION.
- GOOD COORDINATION BETWEEN SUPPORT FUNCTIONS.
- PROJECTED COST SAVINGS OF REORGANIZATION ARE ESTIMATED TO BE \$1,526,000.*

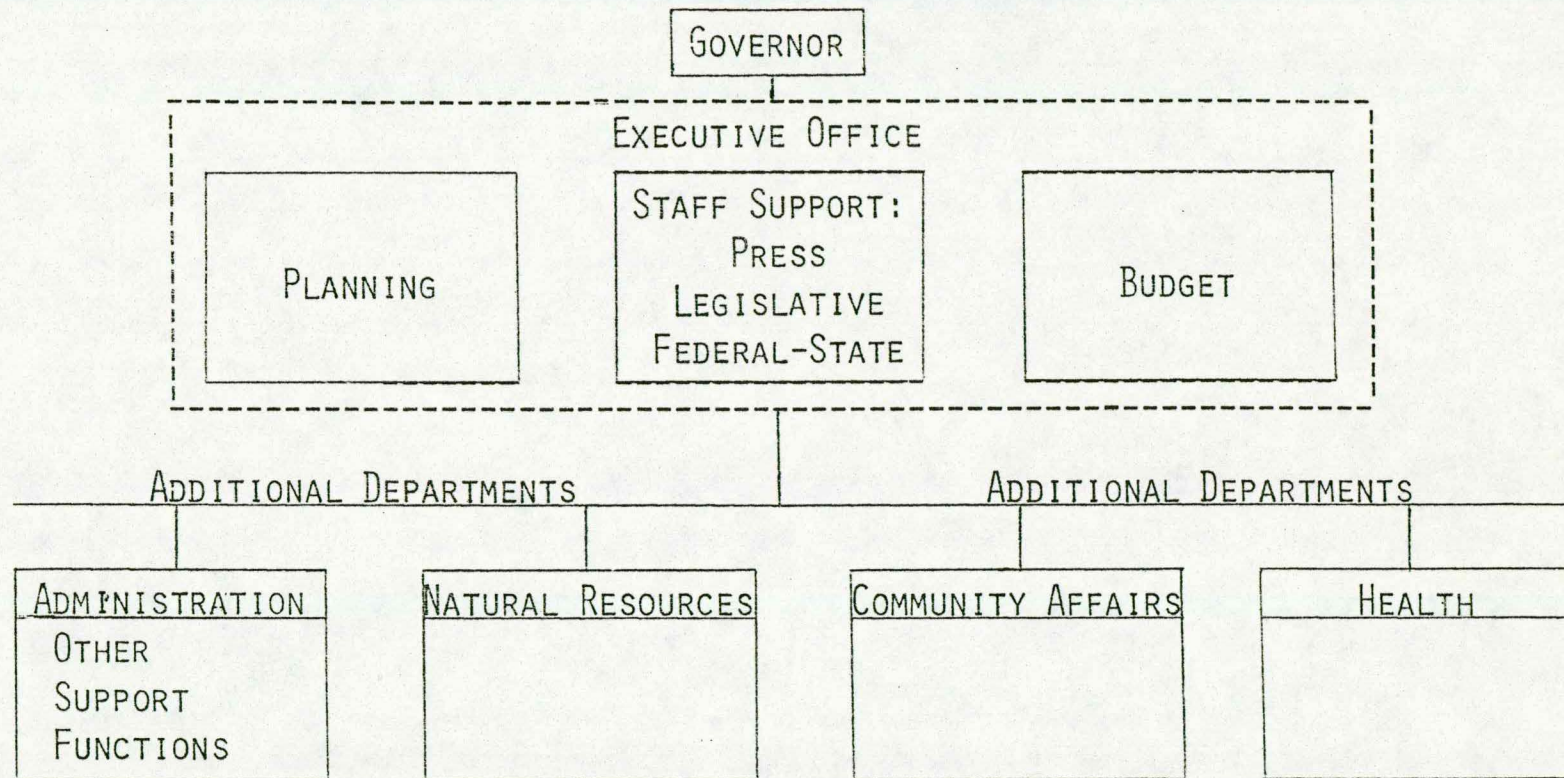
- CREATES AN ADDITIONAL MANAGEMENT LEVEL.
- LARGE SIZE OF ORGANIZATION MAY RESULT IN LONGER RESPONSE TIME, LESS EFFICIENCY.
- QUESTION WHETHER DEPARTMENT OF REVENUE IS A SUPPORT FUNCTION.
- COMBINING OTHER SUPPORT FUNCTIONS MAY DIMINISH EACH.

* 1979 REPORT OF GOVERNOR'S ECONOMY COMMITTEE

ALTERNATE 3 - EXECUTIVE OFFICE OF THE
GOVERNOR AND DEPARTMENT OF ADMINISTRATION

- ADDITIONAL ALTERNATIVE MODELS OF CENTRALIZED ADMINISTRATIVE/SUPPORT AGENCIES HAVE BEEN DEVELOPED WHICH ILLUSTRATE VARIATIONS IN STRUCTURAL ORGANIZATION FOR POLICY AND SUPPORT FUNCTIONS (PLANNING, BUDGET, GENERAL SERVICES, PERSONNEL, DATA PROCESSING AND COMMUNICATIONS).
- ALTERNATES SHOW VARIATIONS IN LOCATION OF ACTIVITIES THAT SUPPORT THE CHIEF EXECUTIVES POLICY-MAKING FUNCTIONS (PLANNING AND BUDGET) THAT MAY BE SEPARATE FROM THE OTHER SUPPORT FUNCTIONS.
- NONE OF THE VARIATIONS IN ALTERNATE 3 IS "THE BEST," BUT RATHER EACH REPRESENTS A WORKABLE APPROACH AS THE BASIS FOR FURTHER STUDY.

ALTERNATE 3A - PLANNING AND BUDGET AS
STAFF AGENCIES REPORTING TO GOVERNOR



- PLANNING AND BUDGETING MAY BE SEPARATE OR COMBINED STAFF AGENCIES IN THE OFFICE OF THE GOVERNOR OR EACH OF THE TWO FUNCTIONS MAY BE INDIVIDUALLY LOCATED IN THE OFFICE OF THE GOVERNOR, WHILE THE OTHER IS SITUATED IN THE DEPARTMENT OF ADMINISTRATION.
- OTHER SUPPORT FUNCTIONS LOCATED WITHIN THE DEPARTMENT OF ADMINISTRATION.

ALTERNATE 3A - PROS AND CONS

PROS

- PLANNING AND BUDGET CLEARLY SEPARATE FROM LINE AGENCIES IN POSITION TO DEVELOP, IMPLEMENT AND MAINTAIN STATE-WIDE PLANNING AND BUDGETING PROCEDURES.
 - FACILITATES INDEPENDENT BUDGET REVIEW OF ALL LINE AND SUPPORT AGENCIES.
 - GREATER FLEXIBILITY IN USE OF STAFF TO RESPOND TO GOVERNOR'S CHANGING PRIORITIES.
- GOOD COORDINATION BETWEEN PLANNING AND BUDGETING AND WITH GOVERNOR'S STAFF.
- COMBINING OTHER SUPPORT FUNCTIONS MAY CREATE STRONGER ROLE FOR HEAD OF DEPARTMENT OF ADMINISTRATION.
- GOOD COORDINATION BETWEEN SUPPORT FUNCTIONS.
- COMBINING OTHER SUPPORT FUNCTIONS MAY RESULT IN COST SAVINGS.

CONS

- CREATES AN ADDITIONAL LEVEL OF MANAGEMENT.
- DOES NOT COMBINE ALL ADMINISTRATIVE/SUPPORT FUNCTIONS.
- COMBINING OTHER SUPPORT FUNCTIONS MAY DIMINISH EACH.

ALTERNATE 3B - PROS AND CONS

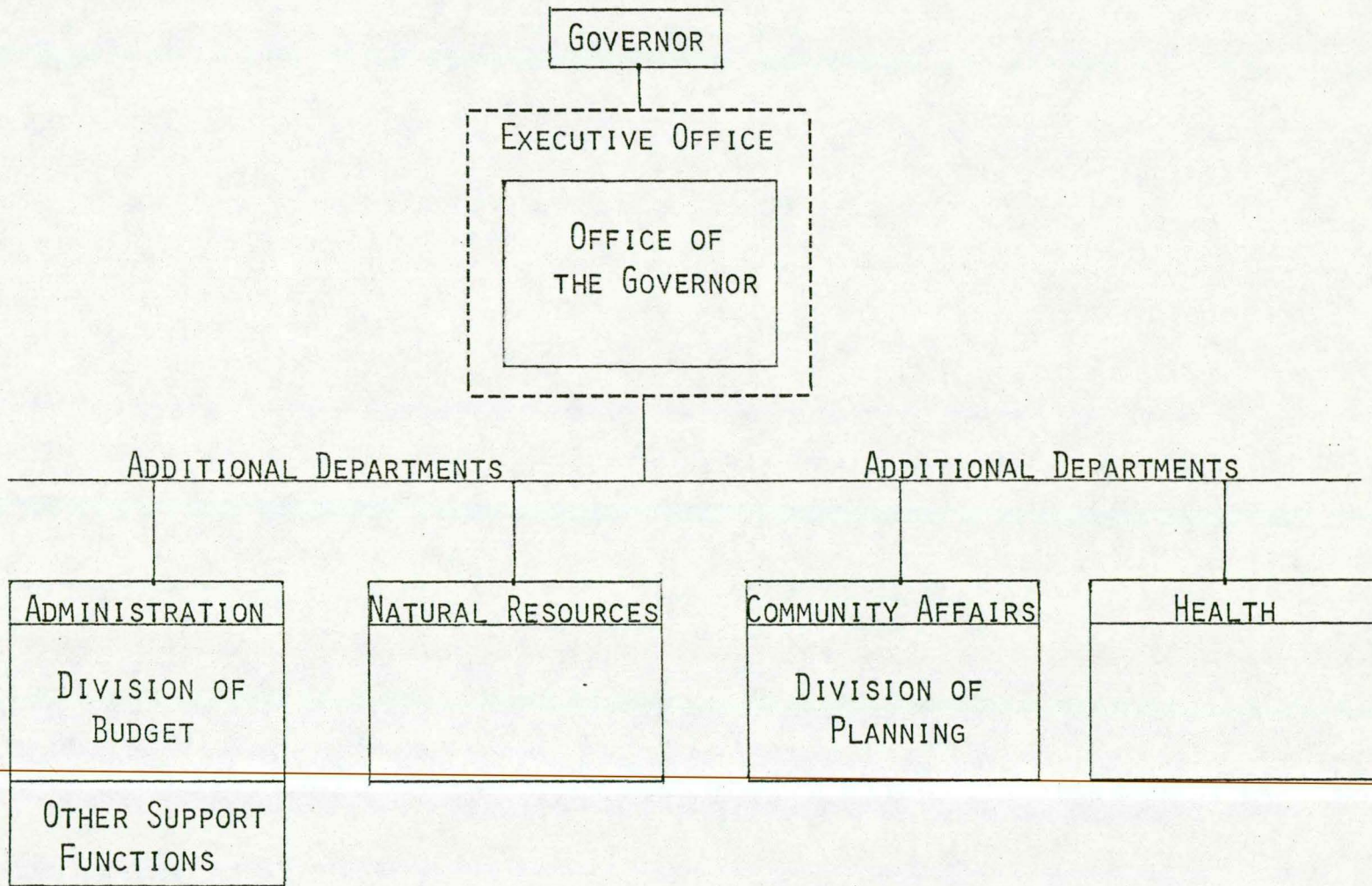
PROS

- ENCOURAGES COORDINATION BETWEEN PLANNING AND BUDGET.
- COMBINING ALL ADMINISTRATIVE SUPPORT FUNCTIONS MAY CREATE STRONG ROLE FOR HEAD OF DEPARTMENT OF ADMINISTRATION.
- COMBINING ALL ADMINISTRATIVE/SUPPORT FUNCTIONS MAY RESULT IN COST SAVINGS.

CONS

- THE DISTINCTION BETWEEN STAFF (PLANNING AND BUDGET) AND LINE FUNCTIONS IS NOT CLEAR, WITH POTENTIAL PROBLEMS IN IMPLEMENTING STATE-WIDE PROCEDURES (I.E., BUDGET REVIEW).
- COMBINING ALL SUPPORT FUNCTIONS MAY DIMINISH EACH.
- MUST ACT WITH STATE-WIDE PERSPECTIVE REVIEWING OWN DEPARTMENT (I.E., BOTH BUDGET SUBMITTER AND REVIEWER), WITH POSSIBLE SUSPICIONS OF FAVORITISM.
- CREATES AN ADDITIONAL LEVEL OF MANAGEMENT.
- MAY REDUCE EFFECTIVENESS OF BUDGET AND PLANNING FUNCTIONS.

ALTERNATE 3C - PLANNING AND/OR BUDGETING LOCATED
IN A LINE (OPERATING) AGENCY(S)



- PLANNING AND/OR BUDGETING MAY BE LOCATED IN A LINE (OPERATING) DEPARTMENT(S).
- OTHER SUPPORT FUNCTIONS LOCATED IN DEPARTMENT OF ADMINISTRATION.

ALTERNATE 3C - PROS AND CONS

PROS

- COMBINING OTHER SUPPORT FUNCTIONS MAY CREATE STRONGER ROLE FOR HEAD OF DEPARTMENT OF ADMINISTRATION.
- COMBINING OTHER SUPPORT FUNCTIONS MAY RESULT IN COST SAVINGS.

CONS

- THE DISTINCTION BETWEEN STAFF (PLANNING AND BUDGET) AND LINE FUNCTIONS IS NOT CLEAR WITH POTENTIAL PROBLEMS IN IMPLEMENTING STATE-WIDE PROCEDURES (I.E., BUDGET REVIEW).
- MUST ACT WITH STATE-WIDE PERSPECTIVE IN REVIEWING OWN DEPARTMENT, WITH POSSIBLE SUSPICIONS OF FAVORITISM.
- INCREASED COORDINATION PROBLEMS.
- COMBINING SUPPORT FUNCTIONS MAY DIMINISH EACH.
- MAY REDUCE EFFECTIVENESS OF BUDGET AND PLANNING FUNCTIONS.

SUMMARY

THIS PAPER PRESENTS AN ANALYSIS OF CONSOLIDATING, OR GROUPING, MAJOR STAFF AND SUPPORT SERVICE FUNCTIONS INTO A CENTRALIZED DEPARTMENT OF ADMINISTRATION, OR SIMILAR ORGANIZATIONAL STRUCTURE, BASED ON AVAILABLE SOURCES OF INFORMATION. IN ADDITION, PRELIMINARY ALTERNATIVES FOR A CENTRALIZED STAFF AND ADMINISTRATIVE SUPPORT AGENCY, OR AGENCIES, IS PRESENTED AS THE BASIS FOR FURTHER STUDY,

RECOMMENDATION

OTHER SECTIONS OF THE PROJECT TEAM'S REPORT TO THE TASK FORCE ADDRESS THE POSSIBILITY OF USING A CONSOLIDATION METHODOLOGY AS AN APPROACH TO STATE REORGANIZATION, WHERE STATE AGENCIES ARE CLUSTERED INTO RELATED FUNCTIONAL GROUPS. IF THE TASK FORCE PROCEEDS WITH THIS STUDY APPROACH, A MORE IN-DEPTH ANALYSIS OF CLUSTERING ADMINISTRATIVE/SUPPORT AGENCIES SHOULD BE UNDERTAKEN, WITH PARTICULAR FOCUS ON THE PROPER STRUCTURAL PLACEMENT OF THE FUNCTIONS OF THE OFFICE FOR PLANNING AND PROGRAMMING. THE NEXT STEPS REGARDING REORGANIZATION OF ADMINISTRATIVE/SUPPORT FUNCTIONS COULD FALL WITHIN THE SCOPE OF RESPONSIBILITY OF THE (PROPOSED) GOVERNOR'S REORGANIZATION OVERSIGHT COMMITTEE,

TABLE 1

CENTRALIZED ADMINISTRATIVE FUNCTIONS IN STATES

FUNCTIONS STATES & DEPARTMENTS	*FINANCIAL	- Budget	- Finance	- Comptroller	*GENERAL SERVICES	- Surplus Property	- Printing	- Purchasing	- Archives/Records	*PERSONNEL						*PLANNING				*DATA PROCESSING								
Alabama - Dept. of Finance		X	X	X	X	X	X	X												X								
Alaska - Dept. of Administration			X	X	X	X	X	X	X											X								
Arkansas - Dept. of Finance & Administration		X	X					X		X																		
Colorado - Dept. of Administration			X	X	X	X	X	X	X												X							
Connecticut - Dept. of Administrative Services					X	X	X	X		X																		
Hawaii - Dept. of Accounting & General Services				X	X	X		X	X																			
	SOURCE: STATE ADMINISTRATIVE OFFICIALS CLASSIFIED BY FUNCTION, 1981-82, AND NATIONAL DIRECTORY OF STATE AGENCIES, 1982-83.																											

TABLE 1 (Cont'd)

CENTRALIZED ADMINISTRATIVE FUNCTIONS IN STATES

FUNCTIONS STATES & DEPARTMENTS	*FINANCIAL	- Budget	- Finance	- Comptroller	*GENERAL SERVICES	- Surplus Property	- Printing	- Purchasing	- Archives/ Records	*PERSONNEL					*PLANNING				*DATA PROCESSING								
Illinois - Dept. of Central Manage- ment Services			X		X	X		X		X									X								
Kansas - Dept. of Administration		X	X	X	X	X	X	X		X									X								
Kentucky - Finance & Administration Cabinet		X	X	X	X	X	X	X		X				X					X								
Louisiana - Div. of Administration, Office of the Governor		X	X	X	X	X		X											X								
Maine - Dept. of Finance & Administration		X	X	X	X	X	X	X											X								
Massachusetts - Executive Office for Administration & Finance		X	X	X	X	X		X		X									X								

TABLE 1 (Cont'd)

CENTRALIZED ADMINISTRATIVE FUNCTIONS IN STATES

FUNCTIONS STATES & DEPARTMENTS	*FINANCIAL	- Budget	- Finance	- Comptroller	*GENERAL SERVICES	- Surplus Property	- Printing	- Purchasing	- Archives/ Records	*PERSONNEL																			
Michigan - Dept. of Management & Budget		X		X	X	X		X																					
Missouri - Office of Administration		X	X	X	X	X		X		X					X														
Montana - Dept. of Administration				X	X	X	X	X		X																			
Nebraska - Dept. of Administrative Services		X	X	X	X		X	X																					
New Hampshire - Dept. of Adminis- tration & Control		X	X	X	X	X	X	X																					
New Jersey - Dept. Treasury		X	X	X	X			X																					
New Mexico - Dept. of Finance & Administration		X	X	X	X	X	X							X															

TABLE 1 (Cont'd)

CENTRALIZED ADMINISTRATIVE FUNCTIONS IN STATES

FUNCTIONS STATES & DEPARTMENTS	*FINANCIAL	- Budget	- Finance	- Comptroller	*GENERAL SERVICES	- Surplus Property	- Printing	- Purchasing	- Archives/ Records	*PERSONNEL				*PLANNING				*DATA PROCESSING						
	New York - Execu- tive Dept.		X			X	X	X	X										X					
North Carolina - Dept. of Adminis- tration					X	X		X	X	X				X				X						
North Dakota - Office of Manage- ment & Budget		X		X		X	X	X		X				X										
Ohio - Dept. of Administrative Services					X		X	X		X				X				X						
Oregon - Executive Dept.		X	X	X						X				X				X						
Pennsylvania - Office of the Governor		X								X				X				X						
Rhode Island - Dept. of Adminis- tration		X	X	X	X	X		X		X				X				X						

TABLE 1 (Cont'd)

CENTRALIZED ADMINISTRATIVE FUNCTIONS IN STATES

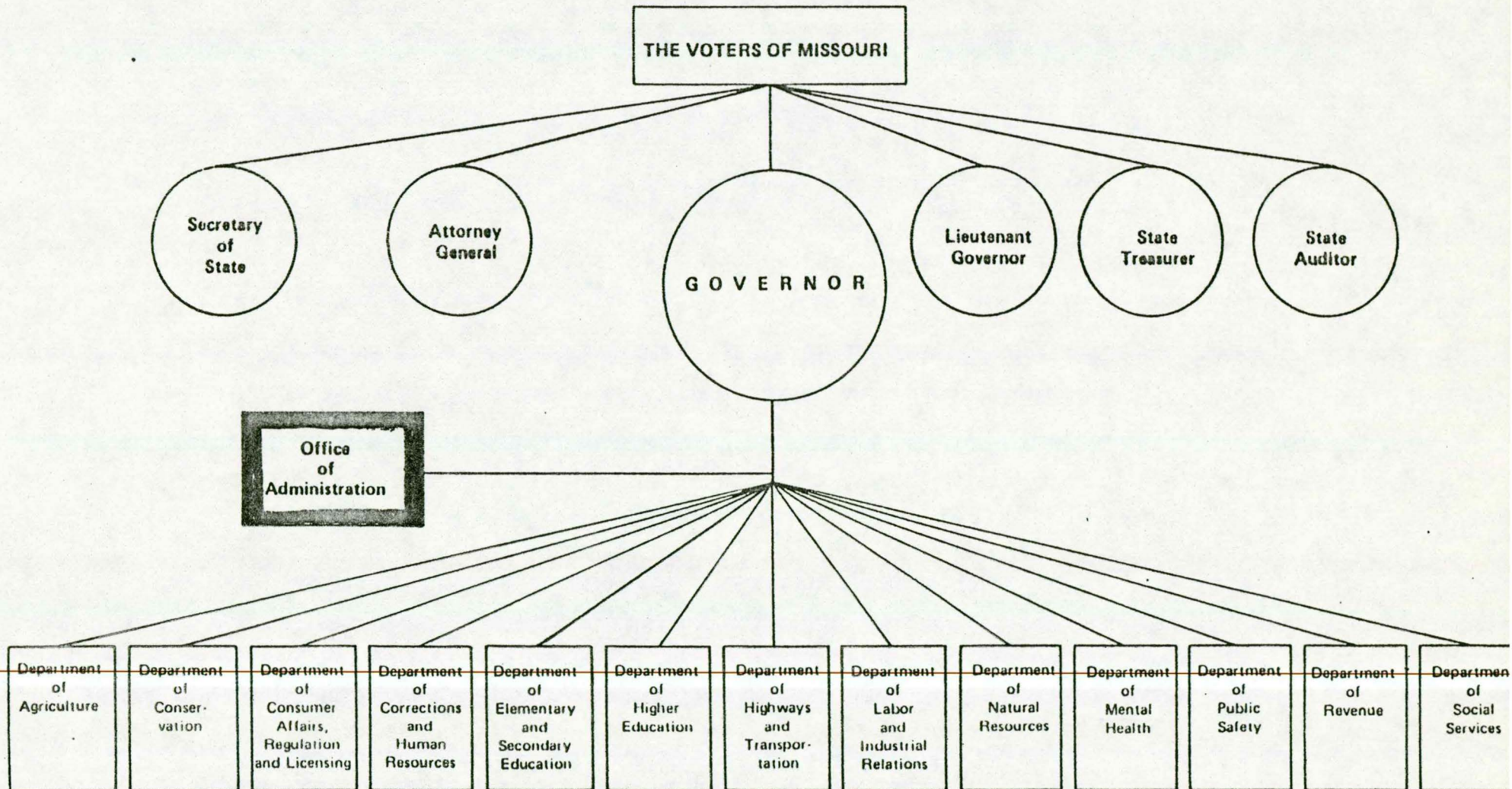
FUNCTIONS STATES & DEPARTMENTS	*FINANCIAL	- Budget	- Finance	- Comptroller	*GENERAL SERVICES	- Surplus Property	- Printing	- Purchasing	- Archives/Records	*PERSONNEL					*PLANNING				*DATA PROCESSING									
South Carolina - Budget & Control Board		X	X		X	X	X	X							X													
South Dakota - Dept. of Execu- tive Management		X			X	X	X	X		X					X				X									
Utah - Dept. of Administrative Services			X	X	X	X	X	X	X	X									X									
Vermont - Agency of Administration		X	X	X	X	X	X	X	X	X									X									
West Virginia - Dept. of Finance & Administration		X	X		X	X		X											X									
Wisconsin - Dept. of Administration		X	X	X	X	X	X	X							X													
Wyoming - Dept. of Administration & Fiscal Control		X			X	X	X	X		X									X									
										30																		

APPENDIX B
EXAMPLES FROM SELECTED STATES

- FIFTEEN STATES WITH CENTRALIZED ADMINISTRATIVE AGENCIES WERE CONTACTED AND AVAILABLE INFORMATION ON THE SUBJECT WAS OBTAINED.
- TWO STATES WERE SELECTED, WHICH ILLUSTRATE ORGANIZATIONAL STRUCTURES FOR CENTRALIZED ADMINISTRATIVE AGENCIES/DEPARTMENTS:
 - MISSOURI - OFFICE OF ADMINISTRATION
 - WISCONSIN - DEPARTMENT OF ADMINISTRATION
- THE FOLLOWING PAGES SHOW ORGANIZATIONAL CHARTS FOR ADMINISTRATIVE AGENCIES IN THESE TWO STATES.

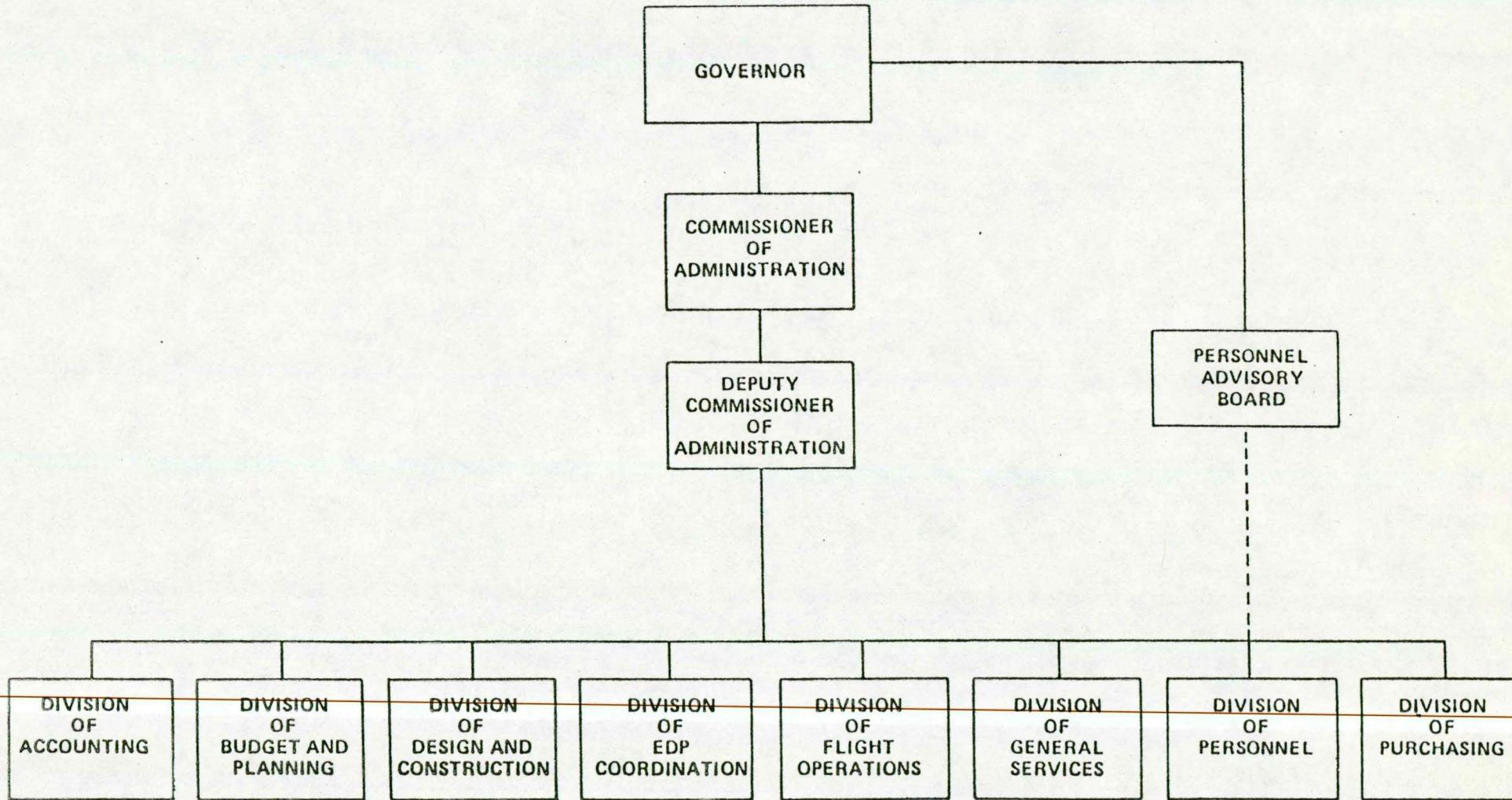
EXECUTIVE BRANCH

Missouri State Government

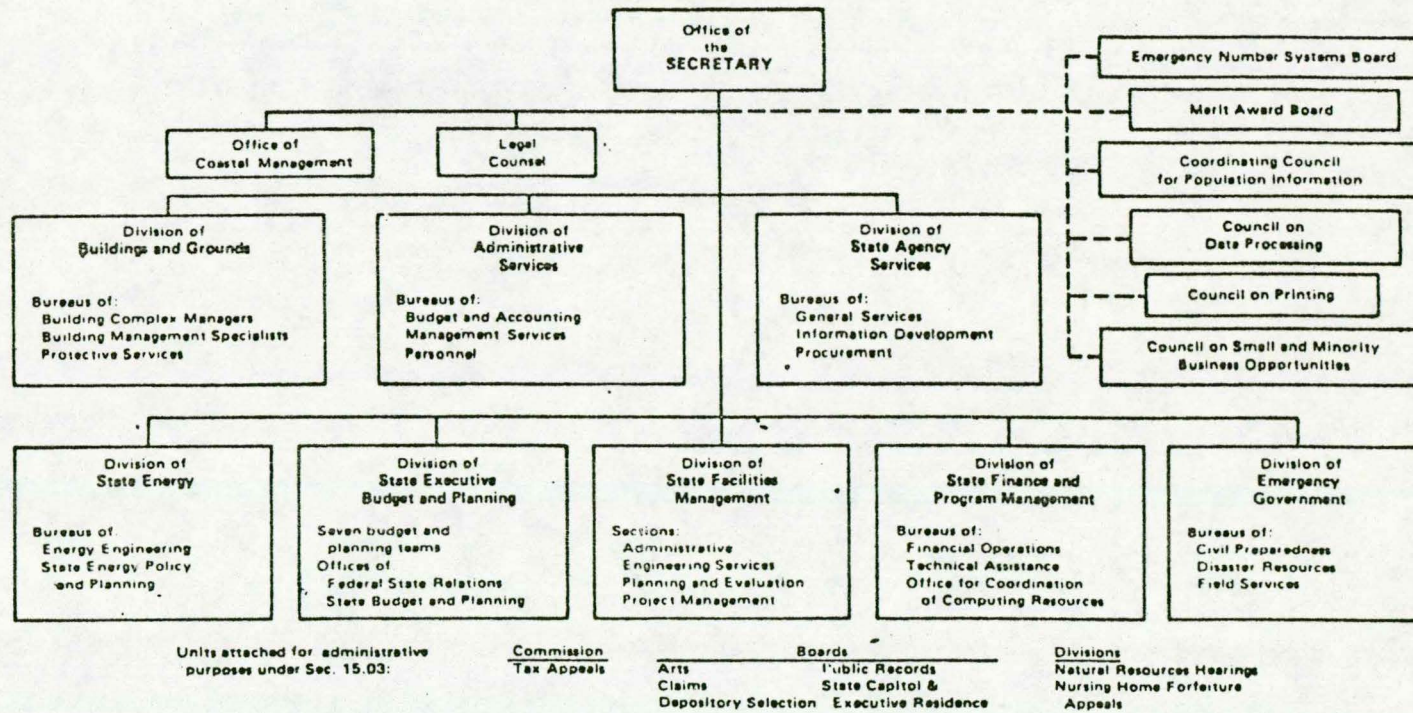


MISSOURI

OFFICE OF ADMINISTRATION



WISCONSIN
DEPARTMENT OF ADMINISTRATION





SPAN OF CONTROL

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DEPUTY COMMISSIONER

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MERIT EMPLOYMENT DEPARTMENT

AUGUST 22, 1983

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INTRODUCTION

- THE PURPOSE OF THIS REPORT IS TO PRESENT INFORMATION ON THE ISSUE OF SPAN OF CONTROL INCLUDING A GENERAL DISCUSSION OF THE ISSUE, EXAMPLES FROM OTHER STATES AND THE IMPLICATIONS FOR IOWA.

DEFINITION

- SPAN OF CONTROL REFERS TO THE NUMBER OF IMMEDIATE SUBORDINATES A MANGER CAN EFFECTIVELY SUPERVISE. THE MORE INDIVIDUALS A MANAGER SUPERVISES, THE GREATER THE SPAN OF CONTROL. CONVERSELY, THE FEWER INDIVIDUALS HE/SHE SUPERVISES, THE SMALLER THE SPAN OF CONTROL. SPAN OF CONTROL IS ALSO REFERRED TO AS SPAN OF MANAGEMENT, SPAN OF AUTHORITY, SPAN OF SUPERVISION, AND SPAN OF ADMINISTRATION.

BACKGROUND

- THE SPAN OF CONTROL IDEA IS BASED UPON THE PSYCHOLOGICAL CONCEPT OF SPAN OF ATTENTION, WHICH IN TURN SPRINGS FROM THE BELIEF THAT AN INDIVIDUAL'S ABILITY TO DIRECT SUBORDINATES IS LIMITED IN SCOPE.
- TO USE HUMAN RESOURCES EFFICIENTLY, MANAGERS SHOULD SUPERVISE AS MANY INDIVIDUALS AS THEY CAN BEST GUIDE TOWARD ACHIEVING THE ORGANIZATION'S OBJECTIVES. IF SPANS OF CONTROL ARE TOO NARROW, THE ORGANIZATION MAY ACQUIRE TOO MANY "LAYERS" OF MANAGEMENT FOR EFFECTIVE VERTICAL COMMUNICATION, PERSONNEL COSTS MAY BECOME EXCESSIVE, AND INDIVIDUAL WORKERS MAY LOSE NEEDED AUTONOMY. IF SPANS OF CONTROL ARE TOO BROAD, THE NECESSARY LINES OF COMMUNICATION AND GUIDANCE BETWEEN SUPERIOR AND SUBORDINATE MAY BREAK DOWN. EITHER EXTREME CAN RESULT IN UNNEEDED COSTS AND LOSS OF MORALE OR EFFECTIVENESS. THUS, IT CAN READILY BE SEEN THAT THE SPAN OF CONTROL PROBLEM RAISES THE DIFFICULT QUESTION OF ACHIEVING AN OPTIMUM BALANCE IN ANY GIVEN ORGANIZATIONAL SETTING.

INTRODUCTION (CONT'D)

● SIMPLE ARITHMETIC WILL SHOW THAT THE DIFFERENCE BETWEEN AN AVERAGE MANAGERIAL SPAN OF, SAY FOUR, AND ONE OF EIGHT IN A COMPANY OF 4,000 NON-MANAGERIAL EMPLOYEES CAN MAKE A DIFFERENCE OF TWO ENTIRE LEVELS OF MANAGEMENT AND OF NEARLY 800 MANAGERS. NARROW SPANS COST MONEY FOR SALARIES, FRINGES, SPACE AND OTHER SUPPORT. EVEN GREATER IS THE COST OF LONGER LINES OF COMMUNICATION, BOTH TOP DOWN AND BOTTOM UP. ON THE OTHER HAND, TOO WIDE A SPAN OF MANAGEMENT LEAVES THE MANAGER UNABLE TO ARRIVE AT AND COMMUNICATE DECISIONS, WITH INADEQUATE TIME AND ENERGY TO DEVOTE TO SUBORDINATES, AND WITH TOO LITTLE TIME TO PLAN.

● THIS REPORT WILL RECOMMEND THAT A PROJECT TEAM DEVELOP AN IOWA POLICY ON THE SPAN OF CONTROL PRINCIPLE AND A METHODOLOGY FOR APPLYING THIS PRINCIPLE TO STATE AGENCIES.

SUBORDINATE-SUPERIOR RELATIONSHIPS

- IN A PAPER PUBLISHED IN 1933, FRENCH MANAGEMENT CONSULTANT V. A. GRAICUNAS* ANALYZED SUBORDINATE-SUPERIOR RELATIONSHIPS AND DEVELOPED A MATHEMATICAL FORMULA BASED ON THE GEOMETRIC INCREASE IN COMPLEXITY OF MANAGING AS THE NUMBER OF SUBORDINATES INCREASES. THE SUPERIOR, IN DEALING WITH HIS SUBORDINATES, MUST KEEP IN MIND NOT ONLY THE DIRECT RELATIONSHIPS BETWEEN HIMSELF AND EACH SUBORDINATE AS AN INDIVIDUAL, BUT ALSO, HIS RELATIONSHIPS WITH DIFFERENT GROUPINGS OF THE SUBORDINATES AND THE CROSS RELATIONSHIPS BETWEEN ALL THE SUBORDINATES. THESE RELATIONSHIPS VARY CONSIDERABLY WITH THE SIZE OF THE SUBORDINATE GROUP. BELOW IS A TABLE SHOWING THE POSSIBLE RELATIONSHIPS FOR DIFFERENT NUMBERS OF SUBORDINATES:**

<u>NUMBER OF SUBORDINATES</u>	<u>NUMBER OF RELATIONSHIPS</u>
1	1
2	6
3	18
4	44
5	100
6	222
7	490
8	1,080
9	2,376
10	5,210

*V. A. GRAICUNAS, "RELATIONSHIP IN ORGANIZATION," IN L. GULICK AND L. URWICK, EDS., PAPERS ON THE SCIENCE OF ADMINISTRATION (NEW YORK: INSTITUTE OF PUBLIC ADMINISTRATION, 1937), PP. 181-187,

**APPENDIX A SHOWS BOTH THE FORMULA AND A SAMPLE CALCULATION.

SUBORDINATES-SUPERIOR RELATIONSHIPS (CONT'D)

- THE GRAICUNAS MATHEMATICAL MODEL ASSUMES THAT RELATIONSHIPS ARE OF THE SAME IMPORTANCE AND, FURTHER, THAT THEIR FREQUENCY IS CONSTANT. THEREFORE, THE NUMBER OF RELATIONSHIPS THAT GRAICUNAS CALCULATES REPRESENTS ONLY POTENTIAL INTERACTIONS. WE FIND A NUMBER OF FACTORS THAT DIRECTLY AFFECT THIS POTENTIAL.
- THE COMPLEXITY OF THE WORK TO BE DONE AFFECTS THE AMOUNT OF TIME AN ADMINISTRATOR HAS TO SPEND SUPERVISING. ADDITIONALLY, THE DEGREE OF SIMILARITY OF TASKS BEING PERFORMED, THE DEGREE OF INTERDEPENDENCE, THE DEGREE OF STANDARDIZATION OF WORK ACTIVITIES, THE TRAINING AND GENERAL CAPABILITY OF SUBORDINATES, AND AMOUNT OF INITIATIVE THESE SUBORDINATES DEMONSTRATE MUST ALL AFFECT THE DETERMINATION OF AN OPTIMUM SPAN OF CONTROL.

SUPERVISORY FACTORS

- SOME MANAGEMENT THEORISTS HAVE TAKEN THE POSITION THAT THERE ARE TOO MANY VARIABLES IN A MANAGEMENT SITUATION TO CONCLUDE THAT THERE IS ANY PARTICULAR NUMBER OF SUBORDINATES WHICH A MANAGER CAN EFFECTIVELY SUPERVISE. IT IS CONCLUDED THAT THERE IS A LIMIT TO THE NUMBER OF SUBORDINATES A MANAGER MAY EFFECTIVELY SUPERVISE, BUT THE EXACT NUMBER WILL DEPEND UPON UNDERLYING FACTORS, ALL OF WHICH AFFECT THE TIME REQUIREMENTS OF MANAGING.
- LOOKING AT THESE UNDERLYING FACTORS, THE PRINCIPAL ONES APPEAR TO BE THE FOLLOWING:
 - (1) TRAINING REQUIRED OR POSSESSED BY SUBORDINATES
 - (2) CLARITY OF AUTHORITY DELEGATIONS
 - (3) CLARITY OF PLANS
 - (4) DYNAMICS OF A PLAN
 - (5) EXTENT TO WHICH ADEQUATE CONTROLS ARE AVAILABLE
 - (6) THE QUALITY OF COMMUNICATIONS TECHNIQUES
 - (7) AMOUNT OF PERSONAL CONTACT NEEDED

LOCKHEED STUDY

- A GOOD EXAMPLE OF THESE FACTORS IN A SPAN OF CONTROL ANALYSIS WAS THE INVESTIGATION CONDUCTED AT LOCKHEED MISSILES AND SPACE COMPANY IN THE EARLY 1960'S. ON A COMPOSITE BASIS, TOP AND MIDDLE ADMINISTRATIVE SPANS WERE AVERAGING BETWEEN THREE AND FOUR, WITH LOWER LEVELS AT APPROXIMATELY TWELVE. A THOROUGH ANALYSIS OF THE SPANS RESULTED IN A MAJOR RESHUFFLE. (THE TABLES IN APPENDIX B PRESENT LOCKHEED'S ATTEMPT TO DEVELOP A CONTINGENCY MODEL FOR SPAN DECISIONS.)
- SIX KEY VARIABLES WERE ISOLATED, FIVE DEGREES OF DIFFICULTY CITED, AND WEIGHTINGS ASSIGNED TO REFLECT RELATIVE IMPORTANCE. AFTER SCORES FOR EACH POSITION WERE OBTAINED, THE SCORES WERE ADJUSTED DOWNWARD TO ACCOUNT FOR THE AMOUNT OF ORGANIZATIONAL ASSISTANCE AVAILABLE TO THE ADMINISTRATOR. THE TOTAL CORRECTED SPAN SCORES WERE THEN COMPARED AGAINST A STANDARD REPRESENTING EFFECTIVE UNITS WITH WIDE SPANS WITHIN THE ORGANIZATION.

- RESULTS AT LOCKHEED

ALTHOUGH THERE WERE OTHER VARIABLES THAT INTERVENED AFTER THE PROGRAM WAS INSTITUTED IN 1962, THERE ARE CLEAR INDICATIONS THAT IT DID CAUSE A WIDENING OF THE SPAN OF MANAGEMENT. IT ALSO LED TO A GENERAL REDUCTION OF ONE LEVEL OF SUPERVISION.

IN TERMS OF COSTS AND SIZE OF SPAN, THE FOLLOWING COMPANY-WIDE DATA INDICATE A SIGNIFICANT CHANGE OF SPAN, PARTICULARLY WHEN IT IS REALIZED THAT THE PROGRAM WAS NOT COMPLETELY ADOPTED AND NOT TOO STRONGLY PRESSED THROUGHOUT THE COMPANY:

LOCKHEED STUDY (CONT'D)

	<u>OCTOBER, 1961</u>	<u>JANUARY, 1965</u>
TOTAL COMPANY PERSONNEL	25,846	23,236
TOTAL MANAGERS ¹	672	575
MANAGERIAL RATIO ²	37.5	39.5
TOTAL SUPERVISORY PERSONNEL	1,916	1,314
SUPERVISORY RATIO ³	12.4	16.7
SUPERVISORY COST PER EMPLOYEE ⁴	\$19.77	\$14.98
AVERAGE SPAN OF MANAGEMENT	3.4	4.2

¹ALL MANAGERIAL PERSONNEL ABOVE THE SUPERVISORY LEVEL (SUPERVISOR IS THE TITLE USED AT THE LOWEST ORGANIZATIONAL LEVEL),

²NUMBER OF NON-MANAGERIAL PERSONNEL PER MANAGER.

³NUMBER OF NON-SUPERVISORY PERSONNEL PER SUPERVISOR.

⁴RATIO OF WEEKLY SUPERVISORY PAYROLL TO THE TOTAL NUMBER OF NON-SUPERVISORY PERSONNEL.

OTHER STATES' EXPERIENCES

ALMOST EVERY STATE HAS HAD TO ADDRESS THE PRESSING PROBLEM OF LOWER REVENUES WHILE THE DEMAND FOR STATE SERVICES HAVE BEEN INCREASING, MANY DIFFERENT METHODS OF DEALING WITH THIS PROBLEM WERE TRIED, INCLUDING THE REORGANIZATION OF STATE GOVERNMENT TO REDUCE BOTH THE SIZE AND COST, TWO STATES, KENTUCKY AND NEW JERSEY, ATTACKED THE PROBLEM BY CONDUCTING AN IN-DEPTH STUDY AND ANALYSIS OF EVERY DEPARTMENT IN STATE GOVERNMENT IN ORDER TO ASCERTAIN THE MOST EFFICIENT AND ECONOMICAL MANNER OF OPERATION, EACH HAD SPAN OF CONTROL AS A KEY ELEMENT IN THEIR ANALYSIS THOUGH EACH APPLIED THAT FACTOR IN A DIFFERENT MANNER, THE FOLLOWING PAGES WILL DISCUSS HOW EACH STATE USED SPAN OF CONTROL IN THEIR ANALYSIS.

NEW JERSEY

- NEW JERSEY CREATED THE GOVERNOR'S MANAGEMENT IMPROVEMENT COMMISSION, A NONPROFIT ORGANIZATION, THAT COMBINED PUBLIC AND PRIVATE EXPERTISE IN THE FORM OF CO-CONSULTANT TEAMS TO ATTACK THE ISSUE, THEIR TOTAL PROCESS WAS AS FOLLOWS:
 - ORGANIZATIONAL ANALYSIS - STUDY STAFFING LEVELS, SPANS OF CONTROL, JOB DESIGN AND COSTS,
 - PROGRAM ANALYSIS - IDENTIFY PROGRAM AREAS WITH HIGH POTENTIAL FOR COST REDUCTION,
 - STAFFING AND FRINGE BENEFIT ANALYSIS - EXPLORE OPPORTUNITIES FOR PRODUCTIVITY IMPROVEMENTS,
 - SYSTEMS ANALYSIS - REVIEW AND ANALYZE EXISTING DATA PROCESSING AND MANAGEMENT INFORMATION SYSTEMS,
 - CENTRAL SUPPORT SERVICES ANALYSIS - INVESTIGATE OPPORTUNITIES FOR COST REDUCTIONS ON THOSE SERVICES THAT ARE INTERDEPARTMENTAL,

NEW JERSEY - ORGANIZATIONAL ANALYSIS

- NEW JERSEY HIRED A CONSULTING FIRM, SYSTEMS MANAGEMENT CORPORATION (SMC), TO PERFORM THE ORGANIZATIONAL ANALYSIS, WHICH INCLUDED SPAN OF CONTROL AS A MAIN ELEMENT. SMC HAS BEEN DOING THESE ANALYSES FOR SOME TIME. THEY STARTED WITH THE LOCKHEED CONTINGENCY MODELS. EACH COMPLETED SPAN STUDY WAS STORED IN A COMPUTER DATA BANK. THIS STORED INFORMATION WAS THEN USED TO UPDATE/MODIFY THE LOCKHEED MODEL. EVENTUALLY SMC DEVELOPED COMPUTER PROGRAMMING THAT WOULD APPLY THESE NEW SPAN NORMS TO EACH NEW SPAN STUDY THAT THEY STARTED. EACH COMPLETED STUDY WAS AGAIN USED TO UPDATE THE SPAN NORMS.
- WITH AN AIM OF INCREASING EFFICIENCY AND REDUCING COSTS, MANAGEMENT TEAMS FROM EVERY AGENCY IN STATE GOVERNMENT AND PRIVATE SECTOR EXECUTIVES FROM INDUSTRIES THROUGHOUT NEW JERSEY WORKED WITH PROFESSIONAL CONSULTANTS FROM SCIENCE MANAGEMENT CORPORATION (SMC) TO CONDUCT AN ORGANIZATIONAL REVIEW OF EACH OF THE STATE'S DEPARTMENTS. THIS ANALYSIS PROCESS INVOLVED DEFINITION, SURVEY AND DETERMINATION OF REASONABLE PERFORMANCE STANDARDS FOR BASIC ORGANIZATIONAL ACTIVITIES; EXTENSIVE ANALYSIS OF EACH DEPARTMENT AND NEGOTIATION OF AN ALTERNATIVE STRUCTURE; AND REVIEW OF OUTPUT FROM THE ANALYSIS MEETING. ONCE AGREED UPON BY AGENCY, EXECUTIVE AND PROFESSIONAL CONSULTANTS, REVISED ORGANIZATIONAL STRUCTURES AND RATIONALE FOR CHANGES WERE PRESENTED TO THE CABINET OFFICERS.
- TO DATE, THIRTEEN OF THE TWENTY DEPARTMENTS IN STATE GOVERNMENT HAVE BEEN THROUGH THE ORGANIZATIONAL ANALYSIS PROCESS AND HAVE STUDIED APPROXIMATELY 71,400 EMPLOYEES WITH A PAYROLL OF \$1.3 BILLION. THESE EFFORTS HAVE RESULTED IN PROPOSED ORGANIZATIONS WHICH HAVE IMPROVED MANAGEMENT COSTS AND RATIOS OF MANAGERS TO WORKERS; REDUCED NUMBERS OF MANAGEMENT LEVELS AND A LOWERED PERCENTAGE OF MIDDLE MANAGERS. IN ADDITION, REVIEW TEAMS HAVE IDENTIFIED THE POSSIBLE REDUCTION OF ABOUT 1,500 EMPLOYEES FOR A TOTAL PAYROLL DOLLAR SAVINGS OF APPROXIMATELY \$31,000,000.

NEW JERSEY - ORGANIZATIONAL ANALYSIS (CONT'D)

	<u>PRESENT RANGE</u>	<u>PROPOSED RANGE</u>
● CENTS TO MANAGE	.12-.98	.07-.49
● RATIO MANAGERS TO WORKERS	1:1.38-1:12.5	1:3.7-1:20.0
● PERCENT MIDDLE MANAGERS	24.2-38.9	12.3-30.9
● 20% DECREASE IN THE NUMBER OF MANAGEMENT LEVELS		

- KENTUCKY ASSIGNED THE RESPONSIBILITY OF CONDUCTING A COMPREHENSIVE ANALYSIS OF THE MANAGEMENT STRUCTURE OF STATE GOVERNMENT TO THE OFFICE FOR PROGRAM ADMINISTRATION (OPA). OPA FOUND KENTUCKY HAD NO UNIFORM CHART OF ACCOUNTS, PERSONNEL AND PAYROLL SYSTEMS. BEFORE A MANAGEMENT ANALYSIS COULD BE ATTEMPTED, A MASSIVE MANAGEMENT INFORMATION SYSTEM HAD TO BE ESTABLISHED.

OPA'S MISSION WAS TO ANALYZE ORGANIZATIONAL STRUCTURES, STATUTORY MANDATES, AGENCY MISSIONS, SPAN OF CONTROL, LINES OF AUTHORITY, MANAGEMENT COSTS AND PRODUCTIVITY. THE STAFF CONSULTED WITH MANAGERS IN BUSINESS AND INDUSTRY (E.G., FORD, IBM, INTERNATIONAL HARVESTER, XEROX, ETC.) ON HOW THEY HAD REORGANIZED FOR MORE EFFECTIVE MANAGEMENT, REDUCED THE SIZE OF MIDDLE MANAGEMENT, AND CREATED LEANER STRUCTURES,

- IN ACCORDANCE WITH ACCEPTABLE BUSINESS PRACTICES, AND AS A RESULT OF THEIR MEETINGS, OPA ESTABLISHED GUIDELINES FOR SPAN OF CONTROL AND LINES OF AUTHORITY AS FOLLOWS:
 1. EACH CABINET SECRETARY MUST HAVE MANAGEMENT RESPONSIBILITY FOR AT LEAST THREE TO SIX DEPARTMENTS AND/OR OFFICES.
 2. EACH DEPARTMENT COMMISSIONER MUST HAVE MANAGEMENT RESPONSIBILITY FOR AT LEAST THREE TO SIX DIVISIONS.
 3. EACH DIVISION MUST BE COMPRISED OF AT LEAST TWENTY-SIX FILLED POSITIONS.
 4. EACH FIRST LINE MANAGER MUST HAVE SEVEN TO FOURTEEN FILLED POSITIONS REPORTING DIRECTLY. (FIRST LINE MANAGER IS THE LOWEST LEVEL OF MANAGEMENT BELOW A DIVISION WITHIN AN ORGANIZATIONAL STRUCTURE).
 5. EACH CABINET SECRETARY AND DEPARTMENT COMMISSIONER SHALL BE ALLOWED ONE PRINCIPAL ASSISTANT AND ONE SECRETARY. EACH DIVISION DIRECTOR SHALL BE ALLOWED ONE SECRETARY.
 6. EACH COST CENTER MUST HAVE ONE AND ONLY ONE MANAGER.
 7. EACH LEVEL OF MANAGEMENT BETWEEN DEPARTMENT AND THE FIRST LINE MANAGER MUST HAVE THREE TO SIX POSITIONS REPORTING DIRECTLY.

KENTUCKY ANALYSIS

- OPA MET WITH CABINET SECRETARIES AND THEIR DEPARTMENT COMMISSIONERS TO EXPLAIN THE PROCESS IN DETAIL, AND EACH SECRETARY APPOINTED AN AGENCY LIAISON TO COORDINATE PROCEDURES WITH OPA. SINCE PREVIOUS ANALYTICAL REQUESTS HAD DISSEMINATED DOWNWARD THROUGH EACH AGENCY TO SELECTED MANAGERS ONLY, OPA CHOSE TO CONTACT EVERY MANAGER FOR SPECIFIC INFORMATION. OPA DEVELOPED A "COST CENTER OPINIONNAIRE QUESTIONNAIRE," A CONFIDENTIAL DATA GATHERING INSTRUMENT TO SURVEY OVER 4,000 MANAGEMENT PERSONNEL IN STATE GOVERNMENT. OPA STAFF MET WITH ALL MANAGERS IN SMALL GROUPS TO EXPLAIN PROCEDURES AND ANSWER THEIR QUESTIONS AND CONCERNS.
- FROM DATA COLLECTED, OPA VERIFIED AND UPDATED THE NUMBER OF OPERATING COST CENTERS, NUMBER OF MANAGERS, AND NUMBER OF EMPLOYEES REPORTING TO EACH MANAGER. ADDITIONAL INFORMATION INCLUDED PERSONNEL STATUS STATISTICS SUCH AS NUMBER OF PERMANENT, TEMPORARY, SEASONAL, FULL OR PART-TIME, OR FEDERALLY FUNDED EMPLOYEES. "OPINIONNAIRE-QUESTIONNAIRES" ALSO ASKED FOR ANY EMPLOYEE-SHARING PROCEDURES. ORGANIZATIONAL CHARTS, BUDGET INFORMATION, USE OF AUTOMATION, AGENCY MISSION, AND DESCRIPTION OF OPERATIONS. THE "QUESTIONNAIRE" ASKED MANAGERS FOR SUGGESTIONS TO IMPROVE DELIVERY OF SERVICES AND FOR INNOVATIVE IDEAS. IT INCLUDED A PERSONNEL TRAINING NEEDS SURVEY THAT WAS FORWARDED TO THE GOVERNMENTAL SERVICES CENTER. MANAGERS' SUGGESTIONS FOR IMPROVEMENT WERE COMPILED AND INCLUDED IN OPA'S FINAL REPORT TO EACH CABINET.
- OPA STAFF CALCULATED MANAGER-TO-WORKER RATIOS FOR EACH CABINET. RATIOS RANGED FROM A HIGH OF 1:7.48 TO A LOW OF 1:3.30. AVERAGE MANAGER-TO-WORKER RATIO FOR THE EXECUTIVE BRANCH, BASED ON MARCH 4, 1983, MASTER POSITION LISTING AND SUMMARY, WAS 1:6.23. PERCENT OF EMPLOYEES CODED TO MANAGEMENT RANGED FROM A HIGH OF 44% IN ONE CABINET TO A LOW OF 12% IN ONE CABINET WITH AN EXECUTIVE BRANCH AVERAGE OF 13%. OPA CALCULATED MANAGER-TO-WORKER

KENTUCKY ANALYSIS (CONT'D)

COST RATIOS FOR EACH COST CENTER AND SUMMARIES FOR EACH CABINET. RATIOS WERE CALCULATED BY DIVIDING TOTAL MANAGEMENT SALARIES BY TOTAL WORKER SALARIES AND RESULTED IN A COST FIGURE REQUIRED TO MANAGE ONE DOLLAR OF WORKERS' SALARIES. STUDIES BY CONSULTING FIRMS ESTABLISHED A MAXIMUM LEVEL OF \$.30 FOR SERVICE ORGANIZATIONS AND \$.20 FOR INDUSTRY AS BEING PRODUCTIVE. EXCESSIVE COSTS ARE INDICATORS OF OVER-MANAGED AND NON-PRODUCTIVE COST CENTERS. CABINET MANAGEMENT COST RATIOS RANGED FROM A HIGH OF \$1.09 TO A LOW OF \$.20. AVERAGE COST RATIO FOR THE EXECUTIVE BRANCH WAS \$.30.

- FOLLOWING ITS ANALYSIS, OPA COMPLETED DETAILED FINDINGS AND RECOMMENDATIONS FOR EACH CABINET. A MANUAL OF RECOMMENDATIONS FOR EACH CABINET WAS GIVEN TO THE SECRETARY OF THE EXECUTIVE CABINET, THE CABINET SECRETARY, OFFICE OF POLICY AND MANAGEMENT AND DEPARTMENT OF PERSONNEL. CABINET SECRETARIES HAD THE OPTION OF ACCEPTING OPA'S RECOMMENDATIONS OR OFFERING ALTERNATIVES WHICH MET GUIDELINES. IF ALTERNATE RECOMMENDATIONS WERE PRESENTED TO OPA, A FINAL PLAN WAS NEGOTIATED. TO ALLEVIATE ONE MASSIVE CHANGE IN STATE GOVERNMENT, OPA SUGGESTED GRADUAL IMPLEMENTATION OF RECOMMENDATIONS BY CABINETS. HOWEVER, A CABINET SECRETARY COULD EITHER MAKE ALL RECOMMENDED CHANGES AT ONE TIME, OR IMPLEMENT THEM DEPARTMENT BY DEPARTMENT. TO IMPLEMENT RECOMMENDATIONS, A CABINET SECRETARY PREPARED AN EXECUTIVE AND/OR ADMINISTRATIVE ORDER, GOT APPROVAL SIGNATURES, AND DATA SYSTEMS WERE UPDATED. IN MANY INSTANCES, CABINET PERSONNEL HAD TO WORK WITH DEPARTMENT OF PERSONNEL ON CLASSIFICATION CHANGES.

APPLICATION TO IOWA

- THOUGH BOTH KENTUCKY AND NEW JERSEY USED SPAN OF CONTROL IN THEIR ANALYSIS, EACH USED IT IN A VERY DIFFERENT MANNER. WHERE KENTUCKY OPTED FOR A NUMERICAL STANDARD FOR EACH MANAGERIAL LEVEL, NEW JERSEY USED A SPAN MATRIX THAT WAS APPLIED TO EACH INDIVIDUAL SUPERVISORY POSITION. IN BOTH SITUATIONS THE ORIGINAL ANALYSIS FINDINGS WERE SUBJECT TO NEGOTIATION AND CHANGE THROUGH CONSULTATION WITH THE AFFECTED OPERATION. IN ANY CASE, THE SPAN OF CONTROL SHOULD BE ADJUSTED TO THE NEEDS AT THE PARTICULAR POINT IN THE HIERARCHY UNDER CONSIDERATION; THERE IS NO CONSTANT NUMBER APPLICABLE TO EVERY SITUATION.
- AS BOTH METHODS SEEMED TO WORK, WHICH METHOD WOULD WORK BEST FOR IOWA, OR SHOULD WE DEVELOP A HYBRID THAT COMBINES THE PRINCIPLES OF BOTH? WITH THIS IN MIND, A STUDY (OR TEST) WAS MADE OF ONE IOWA AGENCY USING BOTH THE NEW JERSEY AND THE KENTUCKY METHODS. AS TIME WAS LIMITED, THE ANALYSIS WAS SOMEWHAT SUPERFICIAL IN THAT IT WAS STRICTLY A PAPER AND NUMBER ANALYSIS WITH NO FUNCTIONAL OR PERSONAL COMPONENT. BUT EVEN WITH THESE LIMITS THERE WERE ENOUGH VARIANCES FROM BOTH KENTUCKY'S AND NEW JERSEY'S SPAN NORMS TO INDICATE THAT IT DEFINITELY SHOULD HAVE FURTHER STUDY.
- THE ACTUAL METHODOLOGY FOR THIS TEST WAS AS FOLLOWS:
 - (1) ACTUAL SPANS OF CONTROL WERE CALCULATED FOR ALL LEVELS OF THE ORGANIZATION.
 - (2) ~~EACH LEVEL WAS THEN REVIEWED IN LIGHT OF THE KENTUCKY STANDARDS AND A DETERMINATION MADE AS TO BOTH MANAGEMENT LEVEL AND SPAN RANGE.~~
 - (3) EACH LEVEL WAS AGAIN REVIEWED USING THE LOCKHEED MATRIX AND A SPAN WEIGHTING AND SUGGESTED SPAN WERE CALCULATED.
 - (4) ALL THREE SPANS WERE COMPARED AND VARIANCES WERE NOTED BUT NO ADDITIONAL ANALYSIS WAS COMPLETED.

APPLICATION TO IOWA (CONT'D)

- IN ADDITION TO THE FACTORS WHICH MUST BE WEIGHTED IN ESTABLISHING ANY SINGLE MANAGERIAL RELATIONSHIP, IT SHOULD BE KEPT IN MIND THAT THE ORGANIZATION AS A WHOLE IS A UNIQUE, COMPLEX SYSTEM OF INTERRELATED PARTS IN WHICH AN ACTION TAKEN AT ONE POINT IS LIKELY TO AFFECT MANY OTHER FACETS OF ORGANIZATIONAL PERFORMANCE. THEREFORE, DECISIONS CONCERNING SPAN OF CONTROL SHOULD FLOW LOGICALLY FROM THE OBJECTIVES OF THE ORGANIZATION AND THE DIVISION OF LABOR NEEDED TO ACCOMPLISH THOSE OBJECTIVES. THESE DECISIONS SHOULD ALSO REFLECT A CLEAR CONCEPT OF THE INFORMATION FLOW BETWEEN VARIOUS LEVELS OF THE ORGANIZATION WHICH WILL BE NECESSARY TO ACCOMPLISH ITS TASKS.

RECOMMENDATION

- SPAN OF CONTROL IS AN ESSENTIAL FACTOR IN ANY ORGANIZATION AND SHOULD BE AN IMPORTANT ELEMENT IN IMPROVING THE ECONOMY AND EFFICIENCY OF STATE GOVERNMENT. AN IOWA POLICY ON SPAN OF CONTROL SHOULD BE DEVELOPED WHICH INCORPORATES STANDARDS AND GUIDELINES SPECIFICALLY FOR IOWA. IT IS RECOMMENDED THAT THEY BE BASED UPON THE LOCKHEED MATRIX AND ADAPTED FOR USE IN IOWA.

GRAICUNAS THEORY

★ SUPERIOR

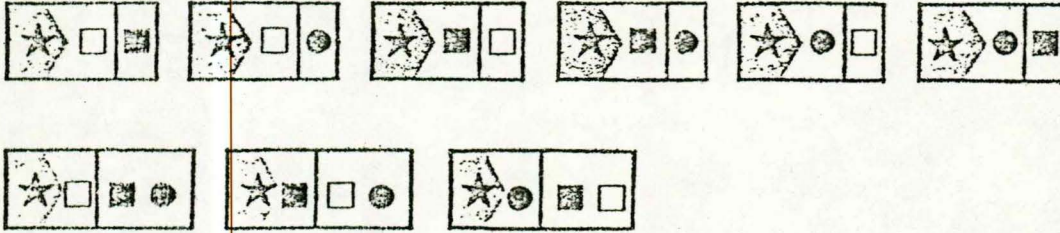
● ■ □ SUBORDINATES

DIRECT SINGLE RELATIONSHIPS



--- TOTAL = 3

DIRECT GROUP RELATIONSHIPS



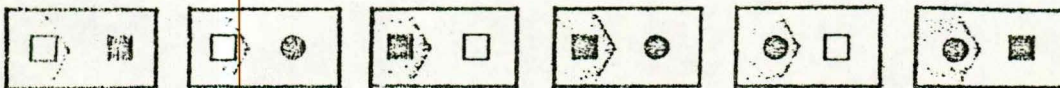
$$n \left(\frac{2}{2} - 1 \right) = 3 \left(\frac{8}{2} - 1 \right)$$

$$n = 3 \quad = 3 (3)$$

$$= 9$$

--- TOTAL = 9

CROSS RELATIONSHIPS



$$n(n-1) = 3(2)$$

$$n = 3 \quad = 6$$

--- TOTAL = 6

$$n = 3$$

$$n \left(\frac{2^n}{2} + n - 1 \right) = 3 \left(\frac{8}{2} + 3 - 1 \right)$$

$$= 3(6)$$

$$\rightarrow = 18$$

If the number of subordinates was 7

$$n \left(\frac{2^n}{2} + n - 1 \right) = 7 \left(\frac{128}{2} + 7 - 1 \right)$$

$$n = 7 \quad = 7(64 + 6)$$

$$= 7(70)$$

$$= 490$$

APPENDIX B

CRITICAL VARIABLES UNDERLYING THE SPAN OF MANAGEMENT

IF THE SPAN OF MANAGEMENT PROBLEM WAS TO BE APPROACHED INTELLIGENTLY, IT WAS RECOGNIZED THAT THE UNDERLYING CRITICAL VARIABLES WHICH DETERMINED THE SPAN WOULD HAVE TO BE EXAMINED. THE ANALYSTS STUDIED THE INHERENT FUNCTIONS OF EACH JOB AND THE ACTUAL ACTIVITIES NEEDING DIRECTION IN ORDER TO ASCERTAIN THE COMPLEXITY OF MANAGERIAL RELATIONSHIPS. THIS ANALYSIS YIELDED SEVEN FACTORS WHICH APPEARED TO BE CLOSELY RELATED TO AN EFFECTIVE SPAN OF MANAGEMENT OR INDICATIVE IN SELECTING AN OPTIMUM SPAN.

- (1) SIMILARITY OF FUNCTIONS. THIS FACTOR REFERS TO THE DEGREE TO WHICH FUNCTIONS PERFORMED BY THE VARIOUS COMPONENTS OR PERSONNEL REPORTING TO A MANAGER ARE ALIKE OR DIFFERENT. ITS IMPORTANCE EVOLVES FROM THE FACT THAT, AS FUNCTIONS DECREASE IN DEGREE OF VARIABILITY, FEWER FACTORS AND INTERRELATIONSHIPS MUST BE KEPT IN MIND BY THE SUPERVISOR AND THE GREATER THE NUMBER OF PERSONS HE CAN EFFECTIVELY SUPERVISE.
- (2) GEOGRAPHIC CONTIGUITY. THIS FACTOR REFERS TO PHYSICAL LOCATIONS OF UNITS AND PERSONNEL. THE GREATER THE GEOGRAPHIC SEPARATION, THE GREATER THE DIFFICULTY IN ADMINISTRATION BECAUSE OF PROBLEMS OF COMMUNICATIONS.
- (3) COMPLEXITY OF FUNCTIONS. THIS FACTOR REFERS TO THE NATURE OF THE TASKS DONE AND INVOLVES A DETERMINATION OF THE DEGREE OF DIFFICULTY IN PERFORMING SATISFACTORILY. ALTHOUGH ADMITTEDLY A VERY DIFFICULT FACTOR TO MEASURE OBJECTIVELY, LOCKHEED FOUND THAT THERE WAS A HIGH DEGREE OF COORDINATION BETWEEN WHAT WAS GENERALLY BELIEVED TO BE COMPLEXITY AND THE SALARY OF A JOB.
- (4) DIRECTION AND CONTROL. IN IDENTIFYING THIS FACTOR, THE ANALYSTS HAD IN MIND THE NATURE OF PERSONNEL REPORTING DIRECTLY TO A SUPERIOR, THE AMOUNT OF TRAINING REQUIRED, THE EXTENT TO WHICH AUTHORITY CAN BE DELEGATED, AND THE PERSONAL ATTENTION NEEDED.

APPENDIX B (CONT'D)

- (5) COORDINATION. THIS IS RELATED TO TIME REQUIREMENTS FOR KEEPING AN ORGANIZATIONAL UNIT KEYED IN WITH OTHER DIVISIONAL OR COMPANY-WIDE ACTIVITIES.
- (6) PLANNING. THIS FACTOR REFERS TO THE IMPORTANCE, COMPLEXITY, AND TIME REQUIREMENTS NECESSARY TO REVIEW GOALS, PROGRAMS, AND BUDGETS, WITH PARTICULAR EMPHASIS ON WHETHER THESE PLANNING FUNCTIONS ARE ACTUALLY BEING PERFORMED BY THE MANAGER OR BY OTHERS AND WHETHER THE PLANNING MUST BE DONE ON A CONTINUING BASIS OR MERELY ONCE A YEAR WHEN BUDGETS ARE APPROVED.
- (7) ORGANIZATIONAL ASSISTANCE. THIS HAS TO DO WITH THE EXTENT AND NATURE OF ASSISTANCE RECEIVED FROM DIRECT LINE ASSISTANTS, ASSISTANTS TO, STAFF, OR OTHER PERSONNEL HAVING PLANNING, ADMINISTRATIVE, AND CONTROL RESPONSIBILITIES.

THE IMPACT OF THE ABOVE FACTORS ON THE SPAN OF MANAGEMENT IS EASILY PERCEIVED. THE MORE SIMILAR THE FUNCTIONS, THE CLOSER THE GEOGRAPHIC CONTIGUITY, AND THE MORE ORGANIZATIONAL ASSISTANCE A MANAGER HAS, THE MORE PEOPLE IT MIGHT BE EXPECTED THAT HE COULD EFFECTIVELY SUPERVISE. THE MORE COMPLEX FUNCTIONS ARE, THE GREATER THE NEED FOR DIRECTION, CONTROL AND COORDINATION, AND THE MORE DIFFICULT THE PLANNING, THE FEWER PERSONS A MANAGER MIGHT BE EXPECTED TO SUPERVISE. IT WILL BE NOTED, ALSO, THAT THE FACTORS USED BY LOCKHEED, IN GENERAL, DEAL WITH THE SAME UNDERLYING VARIABLES AS THOSE OUTLINED EARLIER IN THIS PAPER.

LOCKHEED STUDY (CONT'D)

TABLE I

Degrees of supervisory burden within span factors.* Numbers show relative weighting.

Span Factor

Similarity of functions	Identical 1	Essentially alike 2	Similar 3	Inherently different 4	Fundamentally distinct 5
Geographic contiguity	All together 1	All in one building 2	Separate building, one plant location 3	Separate locations, one geographic area 4	Dispersed geographic areas 5
Complexity of functions	Simple repetitive 2	Routine 4	Same complexity 6	Complex, varied 8	Highly complex, varied 10
Direction and control	Minimum supervision and training 3	Limited supervision 6	Moderate periodic supervision 9	Frequent continuing supervision 12	Constant close supervision 15
Coordination	Minimum relation with others 2	Relationships limited to defined courses 4	Moderate relationships easily controlled 6	Considerable close relationship 8	Extensive mutual nonrecurring relationships 10
Planning	Minimum scope and complexity 2	Limited scope and complexity 4	Moderate scope and complexity 6	Considerable effort required guided only by broad policies 8	Extensive effort required; areas and policies not charted 10

*See Appendix B for description of the span factors.

LOCKHEED STUDY (CONT'D)

TABLE II*
Suggested Supervisory Index

<u>Total Span Factor Weightings</u>	<u>Suggested Standard Span</u>
40-42	4-5
37-39	4-6
34-36	4-7
31-33	5-8
28-30	6-9
25-27	7-10
22-24	8-11

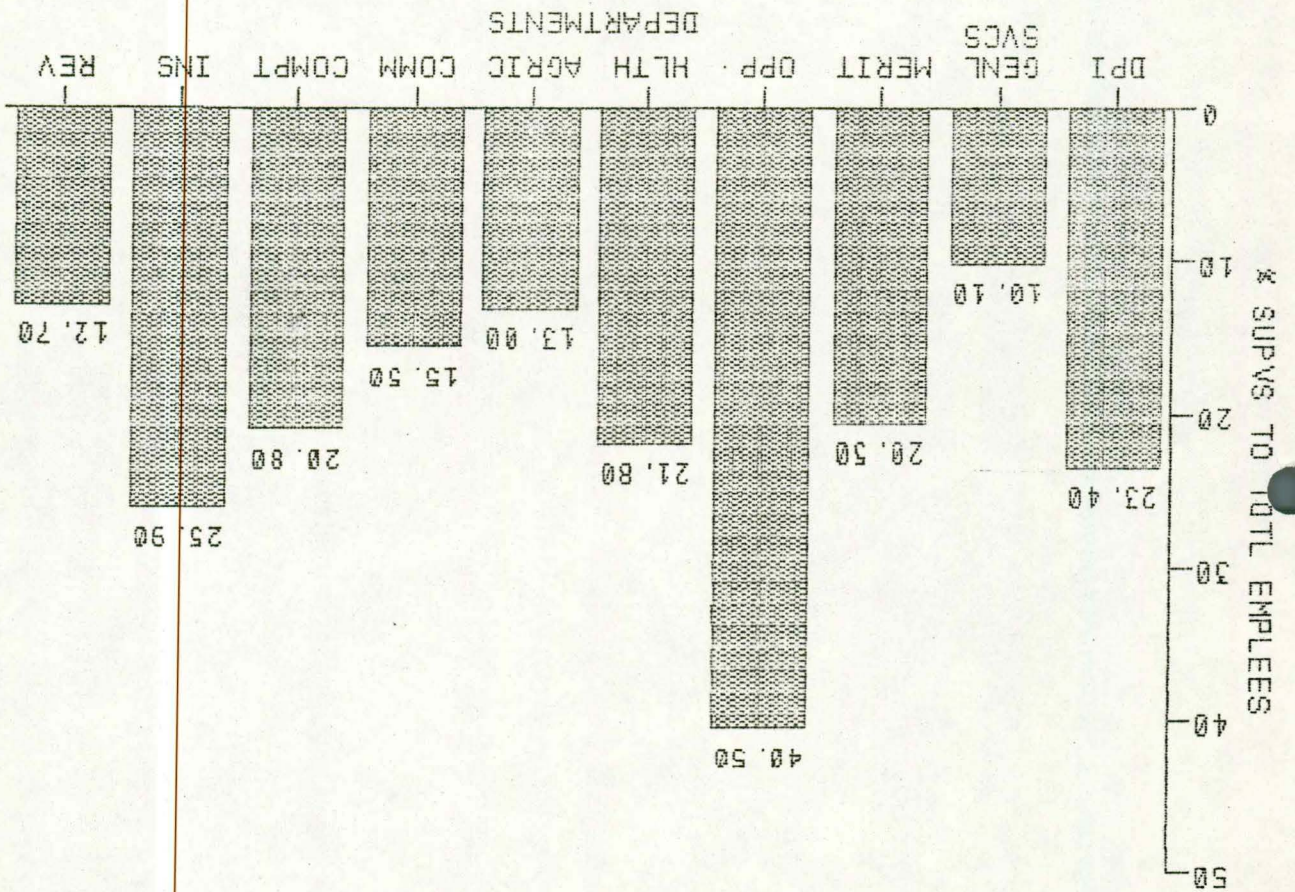
TABLE III**
Adjustment to Span Index for Organizational Assistance

<u>Type of Organizational Assistance Provided</u>	<u>Multiplier Factor</u>
Direct Line and Staff Activities	0.60
Direct Line Assistant (only)	0.70
Staff Activities (Administrative, Planning <u>and</u> Control Functions)	0.75
Staff Activities (Administrative, Planning <u>or</u> Control Functions)	0.85
Assistant to (Limited Duties)	0.95
 <u>For First Line Supervisors</u>	
Number of Leadmen	
1	0.85
2	0.70
3	0.55
4	0.40
5	0.25

Note: The numbers reduce total point values derived from Table I thus increasing the potential span of management.

*Harold Koontz, "Making Theory Operational: The Span of Management." Journal of Management Studies, October, 1966, pp. 227-43.

PERCENTAGE OF SUPERVISORY PERSONNEL TO TOTAL
 SELECTED STATE DEPARTMENTS
 FISCAL YEAR 1983



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