

A BASIC STUDY OF THE ADMINISTRATIVE ORGANIZATION
OF THE STATE OF WISCONSIN

I. INTRODUCTION

1. ALTHOUGH WISCONSIN HAS MADE MANY REAL AND LASTING CONTRIBUTIONS TO THE FIELD OF ADMINISTRATIVE ORGANIZATION SUCH AS:
 - a. The commission type of agency;
 - b. The advisory committee;
 - c. Civil service;
 - d. State budget;
 - e. Centralized purchasing;
 - f. A state architectural and engineering department;
 - g. Staggered system of automobile registration;
 - h. Short course in agriculture;
 - i. Extension education.

2. ALTHOUGH WISCONSIN HAS HAD A CONTINUOUS HISTORY OF ORGANIZATIONAL REVISION AMONG AND WITHIN STATE AGENCIES IN THE INTEREST OF GREATER EFFECTIVENESS INCLUDING:
 - a. The 1939 organization of the Motor Vehicle Department by the consolidation of 5 agencies;
 - b. The 1947 reorganization of the budgeting, accountancy and auditing functions;
 - c. The 1947 administrative procedures act;
 - d. The evolution of an effective state building program between 1943 and 1955;
 - e. The revision of the administrative rules in 1955 and many others.

3. THERE IS AN APPARENT NEED FOR AN EVALUATION OF THE BASIC PATTERN OF ADMINISTRATIVE ORGANIZATION WITH A VIEW TO ESTABLISHING ACCEPTABLE OBJECTIVES AND ELIMINATING MANY INCONSISTENCIES.

IT IS THE PURPOSE OF THIS REPORT TO:

- a. Set forth some basic objectives and principles;
- b. Point out the major problem areas in Wisconsin state government today;
- c. Provide comprehensive data on the organizational patterns existing today in typical Wisconsin administrative agencies.

II. BRIEF RESUME OF THE STRUCTURE OF WISCONSIN STATE GOVERNMENT

All Authority Comes from the People

When the people of the 13 colonies declared their independence from England in 1775, they thus created 13 independent governments. They soon discovered that there was need for some organization for the cooperative activities of the 13 units, and therefore they created the Articles of Confederation under which the people of the several colonies caused a minimum of control of their common affairs to be taken from the several colonies and given to the confederation. As every school boy knows, this plan did not work, and in 1787 a convention was called to remedy the defects in the confederation. Out of this came the Constitution of the United States and the federal plan of government.

Essentially the federal system preserves 2 levels of government, the national and the state. To the federal government is granted certain specific powers largely enumerated in Article I, section 8, of the Constitution. These are normally called delegated powers. All other powers are reserved to the states or to the people. These are called residual powers.

In the last analysis the power of government rests with the voting population who, by their election of officials and the approval, directly or indirectly, of changes in the state and federal Constitution, exercise the final authority regarding what shall or shall not be done. Slow and cumbersome as this process may on occasion be, it is clear that the ultimate authority rests with the people. It is apparent, therefore, that the chain of authority must start with the people and pass through a clear line to the humblest worker. It is likewise clear that the chain of accountability must go from the lowest worker by direct lines through the various levels back to the people.

The Structure of Government

The administrative structure of the state has 3 parts: the legislature, the Governor and the departments or agencies.

The legislature has 2 primary functions: to determine the programs which the state will conduct and to review the conduct of those programs. The legislature directs agencies to perform programs when it enacts laws. The law should state the objectives of the program and place broad limits upon the discretion which the administrator may exercise. The budget process is the legislature's best control over the departments' conduct of their programs.

Although the state has 5 elective executives directly responsible to the people, only one, the Governor, has constitutional powers to

direct the actions of the state's departments in carrying out the duties given them by the legislature. Actually the Governor lacks the full powers necessary to carry out this function because he cannot adequately review and control department action, nor can he remove department heads when he is dissatisfied with their activities. The Governor is also charged with recommending programs to the legislature, and he, more than anyone else, is the ceremonial head of the state, representing it and speaking for it.

The departments are the action arm of the state. They are responsible for performing the tasks and achieving the goals set by the legislature. In most cases departments must make policy by interpreting the enactments of the legislature, but in every case the specific actions and interpretations of the administrative departments must be based on specific statutory authority. Thus the departments exercise the authority delegated to them by the legislature, and the success of their operation may well depend on whether they are given adequate authority without undue restraints. It is the function of the department to further delegate its powers to its subordinate levels, and it is the responsibility of top-level management to see that the authority granted and the accountability imposed on each succeeding level of the hierarchy is clearly spelled out.

III. THE THEORIES AND PRINCIPLES OF ADMINISTRATIVE ORGANIZATION AS APPLIED TO STATE GOVERNMENT

1. Introduction

Although Solomon in his wisdom operated his patriarchal system in accordance with precedents which he evolved, and Machiavelli in his "The Prince" set forth many rules of operation, it is within the life span of living men that the present theories and principles of public administration have received their major emphasis.

The leisure stride of government in prior generations precluded the necessity for much attention to the "How" of government. When the Public Service Commission was first created, for example, it had 3 employes, a commissioner, a deputy and a janitor. When automobile registrations were first required, the names were listed in a book, and it took a legislative act to change the procedure. Government operations have expanded in extent and intensity very rapidly, and with it has come the need for attention to organization.

In the past administrators gravitated to their high level posts through the ranks or acquired their posts through appointment, and learned their tasks on the job. A high percentage never acquired the ability to direct an organization. To an increasing degree today, people can acquire an understanding of the administrative process before they enter employment, and an entirely new occupation is developing.

The skeptic may well point out that some organizations that violate the principles of good administration seem to work, and that some which adhere to the principles bog down. They can cite exceptions to every principle. They can point out that many theories adhered to 20 years ago have been discarded or modified. It must be agreed that the personality of the people involved, the conditions under which an operation is conducted, the restraints placed on the free operation of the unit by law, custom and expediency affect the result, but it can be pointed out that those who have studied the problems of administration have drawn their conclusions from their study and that in business, industry and government these principles have worked.

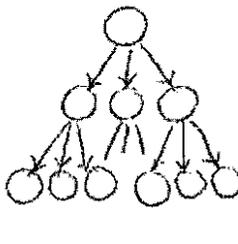
What are these basic theories and principles?

2. The Relationship of Authority, Responsibility and Accountability

Three terms express the relationship of the various levels in the administrative hierarchy. They are authority, accountability and responsibility.

The line of authority which extends from the top of the organization to the bottom must be:

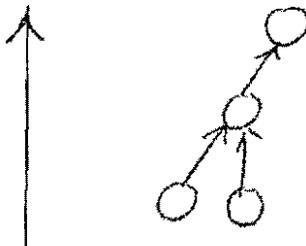
- a. Well defined
- b. Well known
- c. Unbroken



Generally it is based on imposition from above, but more recently more attention has been paid to the theory of acceptance from below. Each person should have authority on his level to take the actions for which he is held accountable.

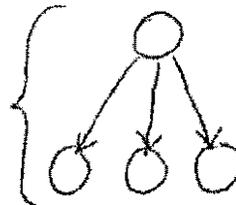
The line of accountability which extends from the bottom to the top likewise must be:

- a. Well defined
- b. Well known
- c. Unbroken



Each person should be accountable to one and only one person, his immediate superior.

The area of responsibility is the functions over which one person has authority and for which he is accountable. No person should be held responsible for the actions of more people than he can adequately supervise or for activities which he cannot influence.

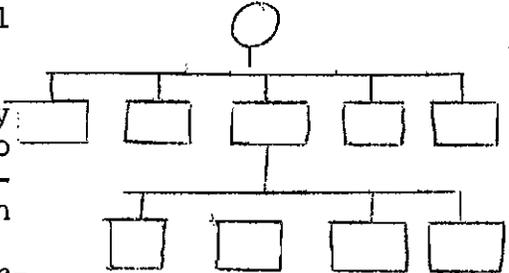


As we have pointed out, at the very top of the pyramid are the people who exercise the privilege of voting and from whom all of the authority ultimately flows.

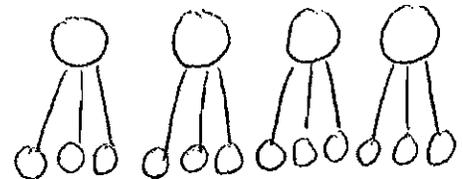
3. The Over-all Organization - Centralization vs. Decentralization

In a unit the size of the state it is a major problem to coordinate the work so that the various parts know what the whole and other parts are doing. The objectives and regulations of the Board of Health and the Department of Agriculture, for example, in assuring the production of pure milk must be in accord if the program is to succeed.

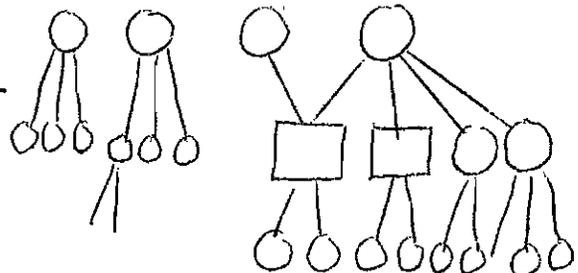
At one end of the organizational patterns of a unit of administration is that known as centralization in which a single person has the authority for the operation and is accountable to the people through election. Each subordinate reports to him through a chain of command. This administrator must rise or fall on the success of his operation because he has both the power to make it work and the responsibility to see that it does.



At the other extreme is the pattern known as decentralization in which the authority is divided among many. This may be illustrated by our constitutional officers, each elected by the voters, as is the Governor, and each responsible to the people for a segment of state activity.



Between the 2 extremes of the spectrum are many degrees of centralization and decentralization. Typically a hybrid organization exists in which a degree of centralization occurs along with various degrees of decentralization. In Wisconsin state government this is illustrated by the decentralization of the authority resting in the constitutional officers, the semi-decentralization of the agencies controlled by boards partly appointed by the Governor and partly ex officio and centralization through the direct gubernatorial appointment of the heads of the purchasing, budget and engineering agencies.



Centralization pinpoints or concentrates responsibility in a single head so that he may have the authority to force action and responsibility for its success. On the other hand centralization provides the threat of too great concentration of authority and the potential thwarting of the public will unless accountability is well defined. This approach provides the means of getting things done when action is necessary. The complete programming of the administration is concentrated in one place so that an over-all view may be obtained.

Decentralization diffuses the authority and responsibility. It is difficult to place the blame for failure or to rally the units to action, but it forces more deliberation by requiring compromise and pools the opinions of many to secure a program of action.

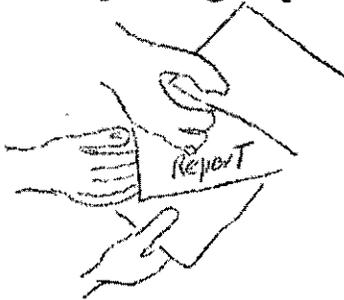
4. Methods of Imposing Controls from Above

It is generally impractical to revise the structure of the administrative agencies to provide a completely centralized administration. In lieu of this, a variety of devices exist for providing greater authority for the top level of administration and greater accountability for the lower levels.

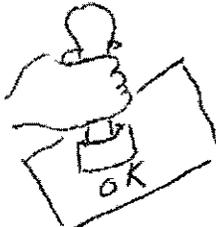
Giving advice and information. One of the least drastic forms of control is that of giving advice and information. The top level, having acquired information from all of the parts, distributes it to the subordinate levels which need it. The Department of State Audit in auditing the accounts of a department may suggest devices calculated to improve its operation.



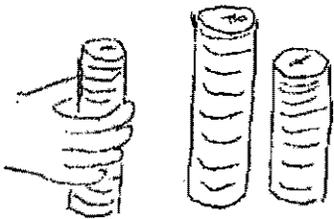
Requiring reports. Under this procedure the top administration requires reports of the subordinate units, uses the reports to determine if the unit is complying with its directives, and has the authority to force the unit to comply. The requirement that the various agencies submit their proposed expenditures for each quarter to the Department of Budget and Accounts, and the authority of that agency to force the unit to live within that allotment is an illustration of this procedure.



Requiring prior permission. The authority of an agency to act only when it has prior permission is an illustration of a central control. Such controls exist in the area of personnel where operating agencies must have prior approval before hiring personnel. In periods of retrenchment this authority may be exercised with substantial effectiveness.



Fiscal controls. A substantial control of the over-all operation may be exercised by top administration through the use of budget controls. The executive budget which requires that each agency submit its requests to the top administration which makes its recommendations to the legislature, and which can within limits regulate the allotments from the appropriations is one of the most important methods of controlling the lower echelons.

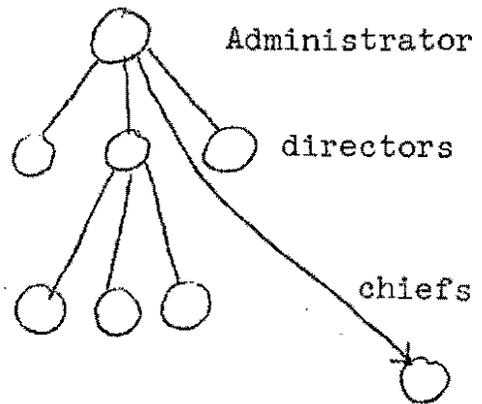


The power of appointment. Equally important is the authority of top administration to make appointments. Selection of members of boards who adhere to the programs advocated by top administration will assure that such programs will be carried out.



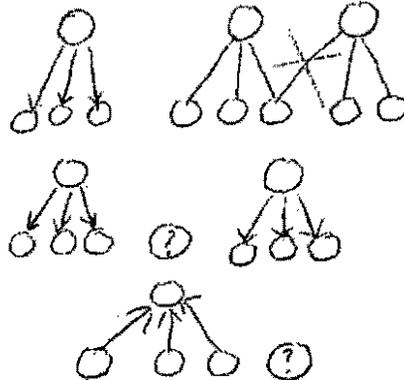
5. Unity of Command

In many organizations the top administrator will have a group of subordinates who report directly to him, perhaps called directors, and another group of lesser subordinates who report to each of his immediate subordinates, perhaps called chiefs, and then he will have one or more people out on the edge of the organizational chart who report directly to him or to no one and who are neither directors or chiefs.



Effective organization requires that every member of an organization know his position therein. Unity of command requires:

- a. Each person should have only one person giving him orders;
- b. Each supervisor should know exactly who he is to supervise;
- c. Each worker should know who his supervisor is.



Unless there is a well-defined organization which follows these requirements, an informal organization will develop within the agency by reason of need or because of the dominance of one or more people. This may result in:

- a. Dominant personalities who are subordinates gaining control;
- b. Functional specialists diverting the agency from its stated purpose toward their favorite projects;
- c. Slowing down of operations due to confusion of authority;
- d. Poor working conditions due to undermining of stated authority.

6. Span of Control

Span of control refers to the number of people who report to any one supervisor.

Assuming that the unity of command exists and that every person reports to only one person and knows to whom he reports and who reports to him, the next problem is to determine how many should report to any one person.

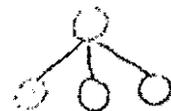
If only a few report to each superior there may be too many Chiefs and not enough Indians. If a great many report to one person, there may be too many Indians and not enough Chiefs.

Generally on the top level there are too many people reporting to one person. The Governor, for example, has far too many reporting to him.

Some authorities recommend a maximum span of 3 to 7 on the top levels. In other words, a supervisor should have no more than 3 to 7 reporting to him. Others feel that when a person has more than 12 reporting to him, he should re-evaluate his organization. More recently it has been argued that on the lower levels the span of control should be very large to give room for the exercise of initiative.

Several factors determine the number of people who should report to one supervisor.

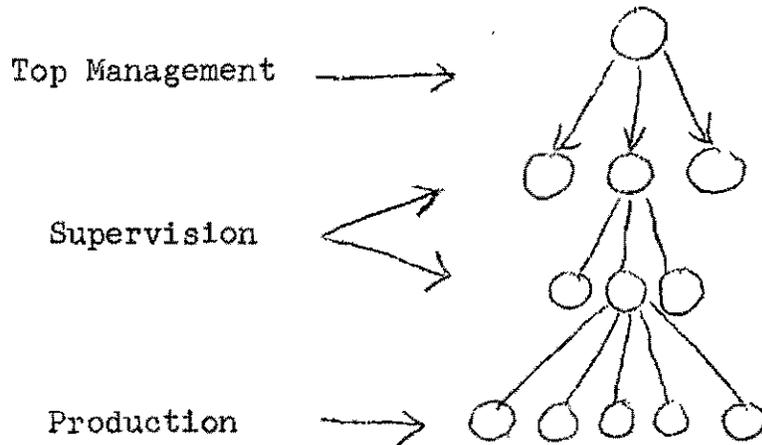
- a. In a new agency or in an agency in which the work is highly complicated or requires exercise of a great deal of judgment, it may be necessary for the subordinates to talk to the supervisor more often and therefore the span of control must be smaller. As the agency matures, the subordinates are more able to act on their own, and need not report as often.



- b. The span of control may depend on how tightly the higher level wishes to control the operation. If he wants his subordinates to exercise more control, he will give them more authority and can supervise more of them.

7. The Three Levels of Organization

Any substantial administrative unit contains three fairly well-defined levels of organization. They are:



Management is the head of the agency and his immediate staff. Among other things they:

- a. Determine what the task is, based on legislative or executive authority. This is often described as making policy decisions.
- b. Delegate the authority to subordinates, fix responsibility at various levels.
- c. Exercise the leadership and coordinate the activities within the unit, and with other units.

Supervision includes the heads of the subordinate levels of the organization. They translate the policy decisions into activities for the workers. Each level of supervision coordinates the activities of the units below it.

The Production level includes the rank and file of the workers and their immediate supervisors. Numerically this group represents the overwhelming proportion of the people employed. If the work on this level is routine, the span of control or number of people under one supervisor may be substantial.

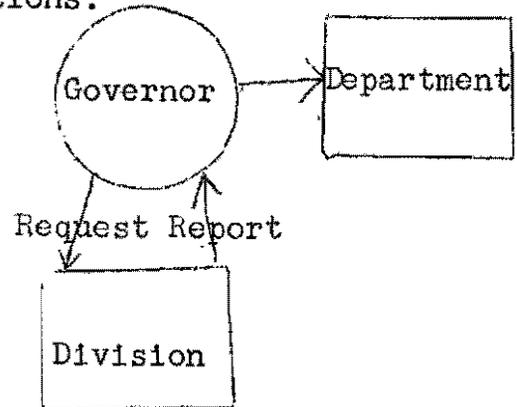
8. Line and Staff Functions

When Eli Whitney conceived the plan of mass production of small arms he was the top manager, salesman, accountant, planner, engineer and part of the production group in his plant. In a small arms plant today the activities of the individual mechanic or the salesman may be so remote from the top administrator that he needs assistance to keep informed, to act as their eyes and ears. Thus the personnel of any large agency, public or private, has come to include people who make no direct and immediate contribution to the end product but who advise, assist and support the top administration. They carry on the indirect tasks, such as the housekeeping functions, planning, budgeting and coordinating. They are called staff.

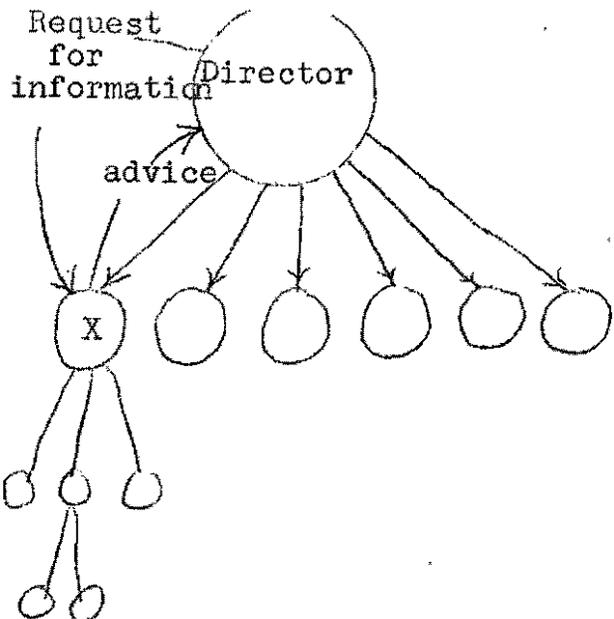
Without this aid the top administrator cannot hope to keep abreast of all the activities of a large agency even if he is prepared to work man-killing hours. Furthermore, the functions of the staff group have developed to such a degree that the same degree of training required of line operations is needed. Thus it is uneconomical and sometimes unsound to depend on line personnel to do staff functions.

Line and staff are operations, not people. It is entirely possible for one person to have both functions.

One of the best illustrations in Wisconsin of a staff function is that carried out by the Division of Departmental Research of the Governor's Office. As a result of a complaint, for example, the Governor requests the division to study a situation in a department and report to him. The Governor, on the basis of the report which may or may not recommend action, determines what may be done.

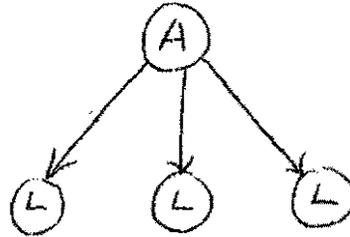


An administrator may have both line and staff functions. X who is the chief of a division in the Department of Agriculture is responsible for its operations. This is a line function. On Tuesday morning he and 7 other chiefs meet in the office of the director to lay plans for carrying out a new law, determining the extent to which his division is involved, and what must be done so that his people do not work at cross purposes with the other divisions. That is a staff function.

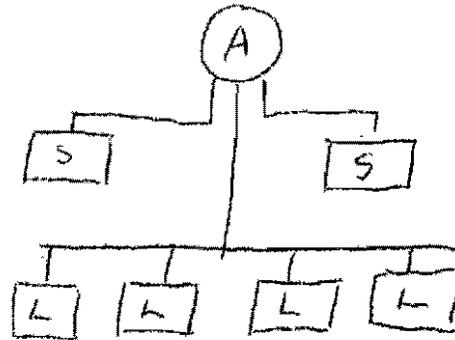


9. Variations in the Staff-Line Relationship

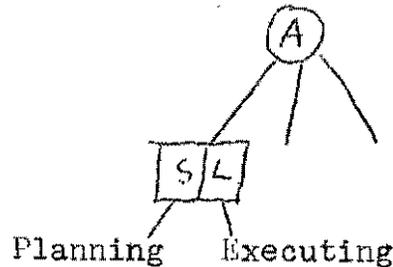
There are few pure line organizations in which there are no staff units except in very small organizations and in the lower echelons of large scale organizations. Here there is a simple chain of command from the administrator(A) to the worker(L).



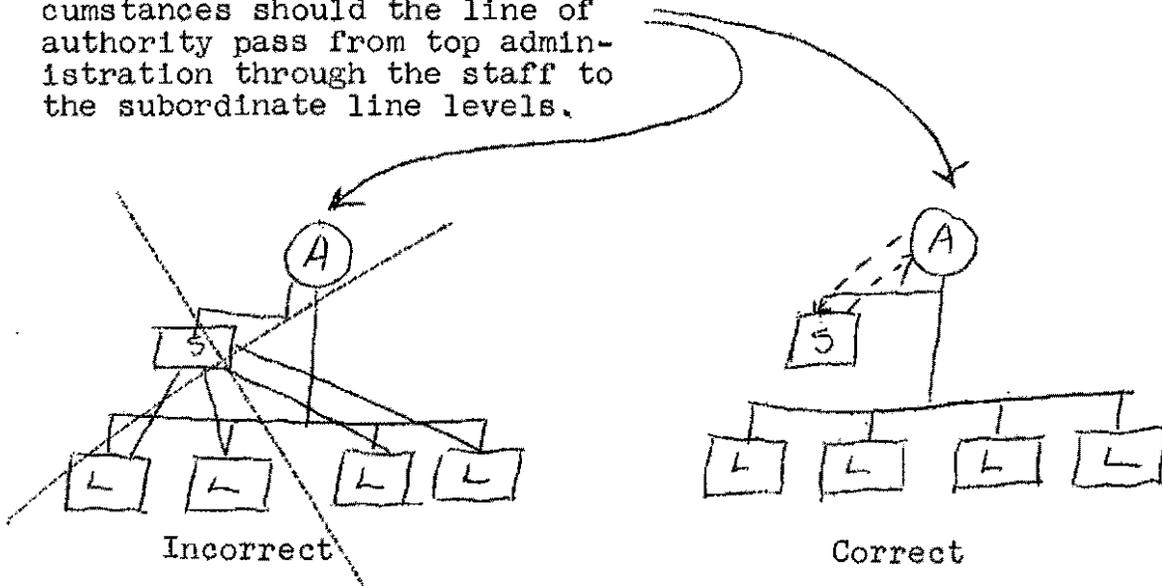
In large organizations today the top administration (A) is advised and assisted by the staff(S) regarding the work which the line units(L) carry out. The chain of command goes through the line units and not through the staff units.



In many organizations the same units or even the same individuals within a unit may have both line and staff functions.



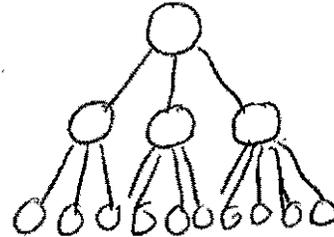
Under few, if any, circumstances should the line of authority pass from top administration through the staff to the subordinate line levels.



10. Basic Types of Organization

While the organizational pattern of a particular agency is often a matter of accident, over the years 3 fairly clear-cut patterns have evolved. There are minor differences within them, but essentially they include the single head, full-time policy and administration board and the part-time policy board with a full-time administrator.

Single Head. Under this plan one person is in charge of the unit. It is used primarily where the function is clear-cut, well spelled out in the law, and generally accepted by the public. The agency head is appointed by the top administrator. Banking, insurance and taxation are organized in this manner in Wisconsin.



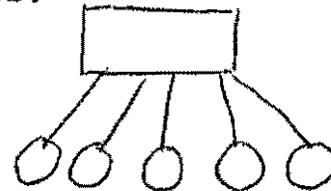
Advantages

1. The lines of authority and accountability are clear.
2. Conflicting orders are minimized.
3. One person is responsible for the agency.

Disadvantages

1. It may become arbitrary unless accountability is clearly defined.
2. Continuity in the agency may be broken when top person leaves.

Full-time board. Under this plan 3 or more full-time administrators with staggered terms constitute top management. They determine policy and carry out the operation.



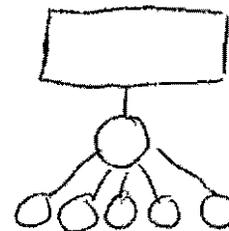
Advantages

1. It distributes authority among several.
2. It brings together various points of view.
3. It is more independent of pressure from above.
4. Its actions are more deliberate.

Disadvantages

1. There is a division of authority and accountability.
2. It lacks clear-cut responsibility.
3. It opens the way to postponement and delay.
4. It is difficult to control from above.

Part-time board with executive officer. Under this plan a fairly large board is selected with staggered terms to act on a part-time basis to make policy decisions and hear appeals. They select a full-time executive officer to carry out the program.



Advantages

1. It provides the best opportunity to have a variety of viewpoints on a policy board.
2. The administration is centralized.
3. There is more apt to be continuity of policy.

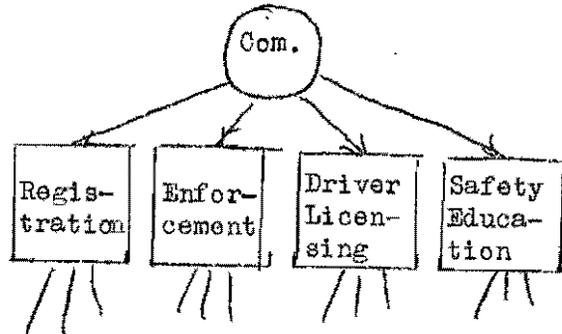
Disadvantages

1. Authority and accountability is diffused.
2. It is slow to act and its policies are too susceptible to public whims.
3. The proper relationship of the executive officer to the board is difficult to maintain.

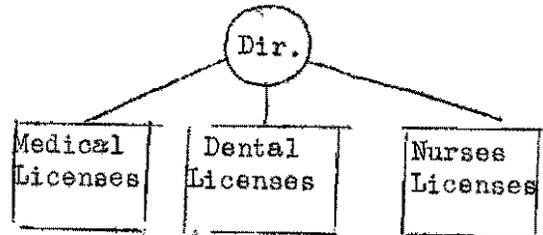
11. The Grouping of Working Units

Wisconsin has more than 80 separate units within the administrative structure. Many of them are composed of numerous functions grouped together, some related, some not. Other units have only one function. How should these many units be grouped in order to provide effective unity of command and span of control? As a matter of practice 4 methods are used.

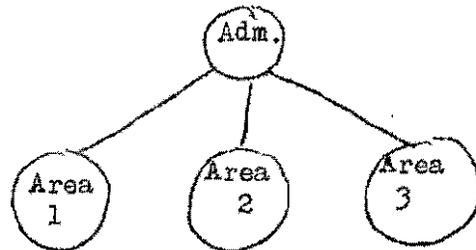
Purpose. Under this plan units with the same purpose, such as all units concerned with education, agriculture or public utilities are combined. It permits the subject matter to be coordinated. A good example is the Motor Vehicle Department created in 1939.



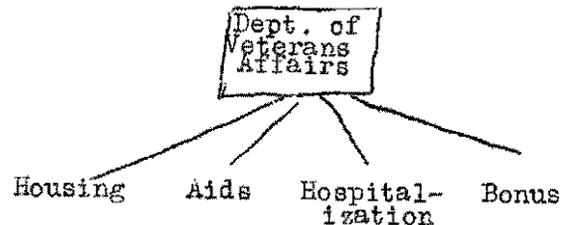
Process. Under this plan units with identical processes are combined. A stenographic pool is an example. Centralized purchasing, personnel, accounting, licensing are also examples.



Area. Under this plan all functions are combined according to area. This applies best to the field organization in which the state is divided into certain areas, and all functions follow the same area pattern and have a unified area office. The Portage Levee Commission is an illustration in state government.



Clientele. Under this plan the functions are grouped according to the people they serve. Thus all functions relating to veterans are combined in one agency.



12. Field Organization

The need to provide services throughout the state makes it necessary for a large portion of the employees to operate at various points outside the central office. These organizations, known as field offices, grew like Topsy in most cases, with little regard for a unified pattern.

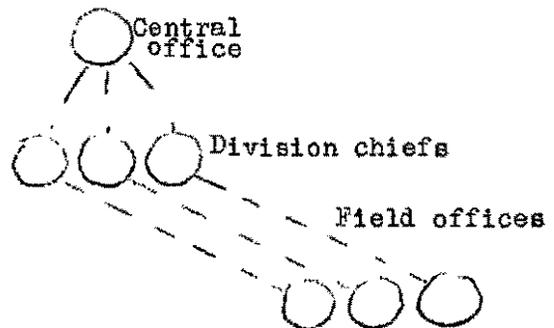
In establishing such offices there are 3 major problems to solve:

- a. What shall be the basis for their creation?
- b. What shall be their relationship to the central office?
- c. What shall be the degree of control by the central office?

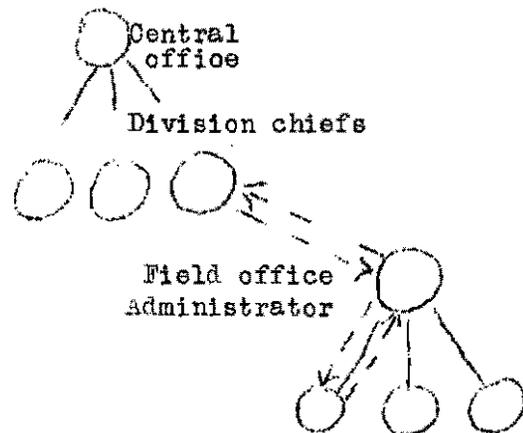
Basis of Creation. How many field offices should be created and where? There are 2 very practical criteria for determining this. One is the work load. In the southern part of the state there is little need for forest rangers, while in the northern sector there is little need for factory inspectors. Even though the work load may be small, there is yet another problem, that of area or ease of access. In the densely populated areas roads are plentiful and common carriers available. In the sparsely settled areas, movement is more difficult. Thus the optimum district from the point of view of work load may not fit in terms of accessibility.

The Relationship Between Central and Field Offices. There are 2 basic types of field organization.

- a. In one, each division or bureau of the central office maintains its own field organization which reports to it. Field offices report directly to their central office counterpart.



- b. In the second type there are unified field offices and each central office division makes its contact with its counterpart in the field through the head of the field office. Divisions in the field report through the field office administrator rather than direct to their central office counterpart. The central office divisions are responsible for the planning and the field office administrators for the operation.



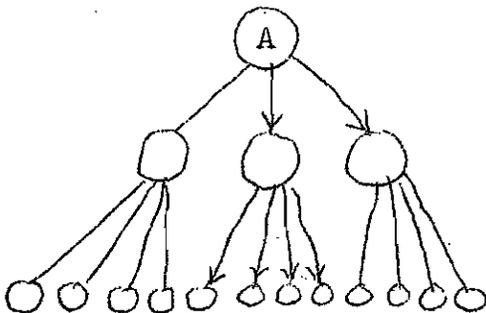
The Degree of Control Exercised by the Central Office. There are a variety of degrees of control by the central office.

- a. The central office may maintain very tight control, permitting little or no discretion, and settling everything in the central office. Detailed and explicit instructions may be handed down.
- b. The central office may vest substantial discretion in the field services giving them power to make conclusive determinations in cases.

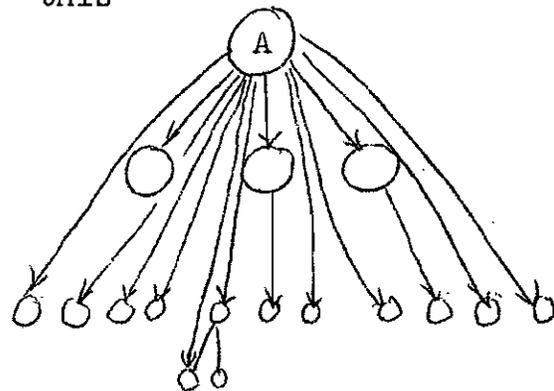
13. The Delegation of Authority

An authority on public administration has stated that one of the reasons top administrators have heart failure and nervous breakdowns is because they fail to delegate authority. They are slaves to detail, insist on overseeing personally everything in the office, and are so busy doing routine things that they do not have time for the broader tasks of management. In their absence the operation tends to bog down, and when they retire the problem of replacement is difficult.

Instead of clearly defining areas of responsibility like this



They dip down into detail and have an organization like this



Less strain on themselves and better delegation of authority can be secured by doing the following things:

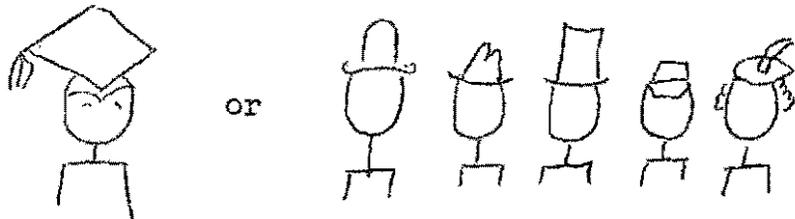
- A. Selecting competent supervising subordinates;
- B. Defining the areas of responsibility of such subordinates clearly;
- C. Training such subordinates to carry their responsibility;
- D. Establishing and publishing general policies;
- E. Standardization of procedures wherever possible;
- F. Establishing internal checks to catch evidences of weaknesses;
- G. Making certain that information flows up, down and sideways.

14. The Use of Advisory Committees or Boards

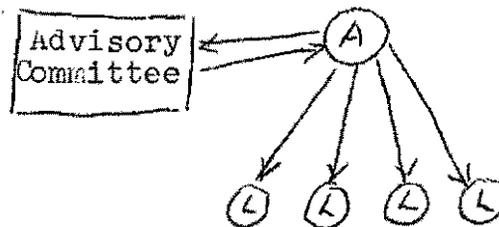
In the operation of any agency there are times when the determination of what to do or how to do it becomes a major problem. Top administration may depend upon staff for the preparation of data on which to base a decision, but there are situations in which the staff function is not sufficiently developed or is not adequate for the purpose. One device used to assist at this point is the advisory committee. It is a device which has been developed in certain jurisdictions in recent times to permit a group of experts or representatives of various segments of the public to act as consultants to administrative agencies on problems and procedures without exposing themselves to the caprices of politics. Wisconsin has more than 100 such committees distributed among many departments.

Its essential features are:

- A. It is composed of either technical experts or representative citizens;

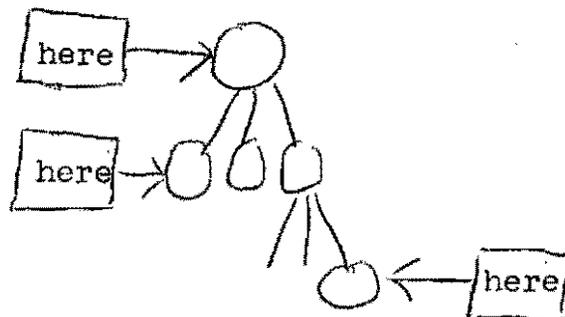


- B. Its function is exclusively to advise and recommend, not to direct;



- C. It may be temporary to advise regarding a specific problem or permanent to advise whenever problems in a specific area of operations arise;

- D. It may be at the top level or at a subordinate level.



IV. WHAT ARE THE GENERAL PROBLEMS OF ADMINISTRATION
IN WISCONSIN WHICH NEED TO BE REVIEWED?

1. Introduction

The administrative organization of Wisconsin state government is a huge structure. A casual glance at the biennial Blue Book, which describes each unit in that structure in a very brief statement, will illustrate very graphically the tremendous scope of the administrative organization of the state. Most of the state's 20,000 employes and \$500,000,000 annual expenditures by more than 80 agencies are concerned with the administrative process.

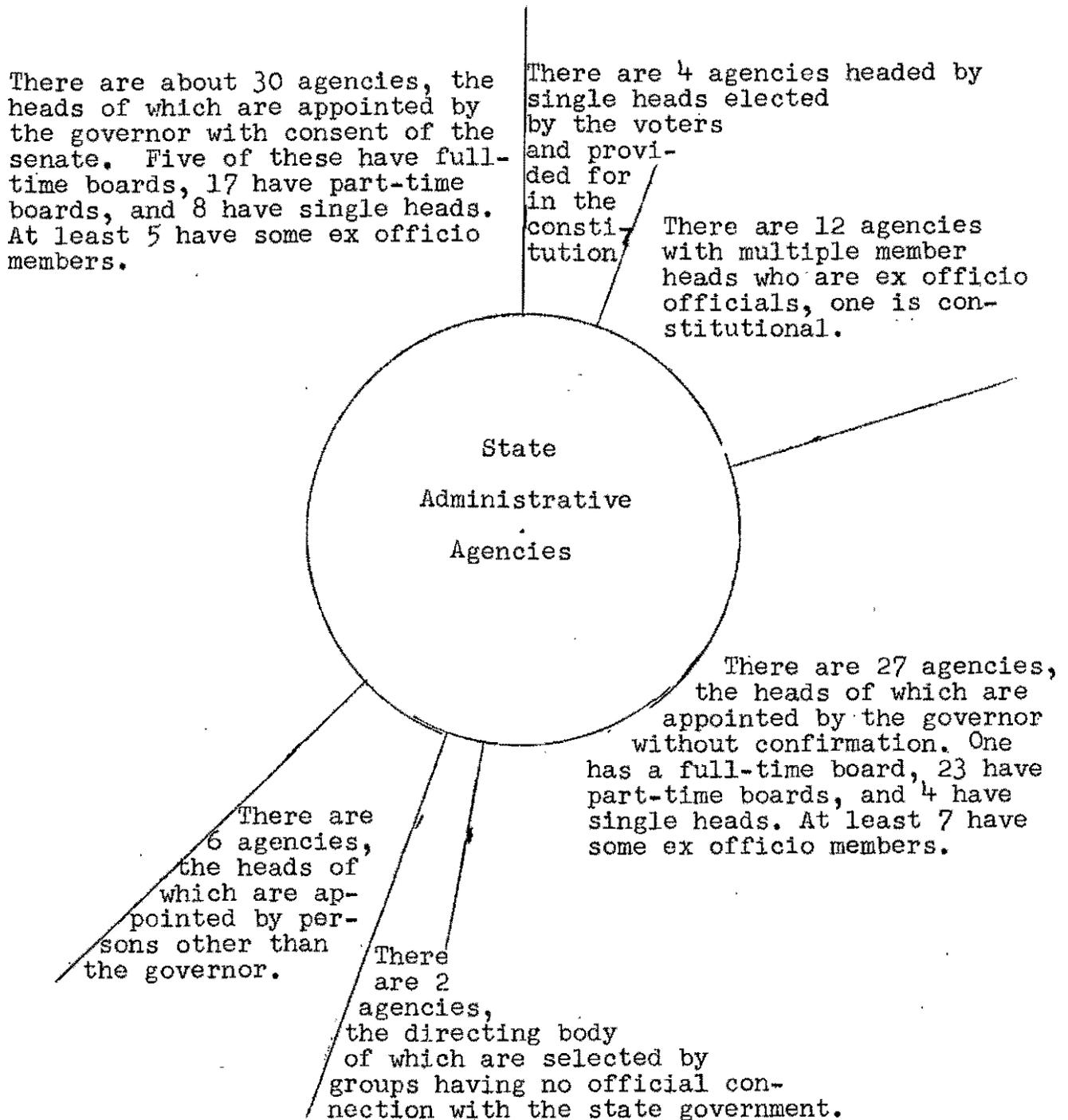
It should be pointed out that Wisconsin has a tradition of efficient, honest state government. There is a constant and continuous interest in the improvement of its processes, and the history of legislation over the past 50 years is replete with illustrations of efforts to improve both organization and methods.

It is traditional in this state to meet the problems as they arise. The organization of the Public Welfare Department is the product of nearly 75 years of gradual development. The Tax Department has a history of more than 50 years of change. The Motor Vehicle Department is the result of the 1939 consolidation of functions gradually developed in as many as 5 agencies beginning in 1905. The Board of Health is the result of the gradual accumulation of functions since 1876. There have been, of course, some broader reorganizations enacted and proposed. Most spectacular were the centralization of purchasing, personnel and accounting in 1929, the ill-fated reorganizations of 1937-38 and the re-reorganizations with a change of administration in 1939. For the past 2 sessions substantial reorganization of the so-called housekeeping functions has been proposed and defeated and in 1953 a proposal to centralize the administration of more than a dozen licensing agencies met the same fate. There has probably been no session of the legislature for many years in which there was not some proposal to split or consolidate functions or to change the composition of the top administration of an agency.

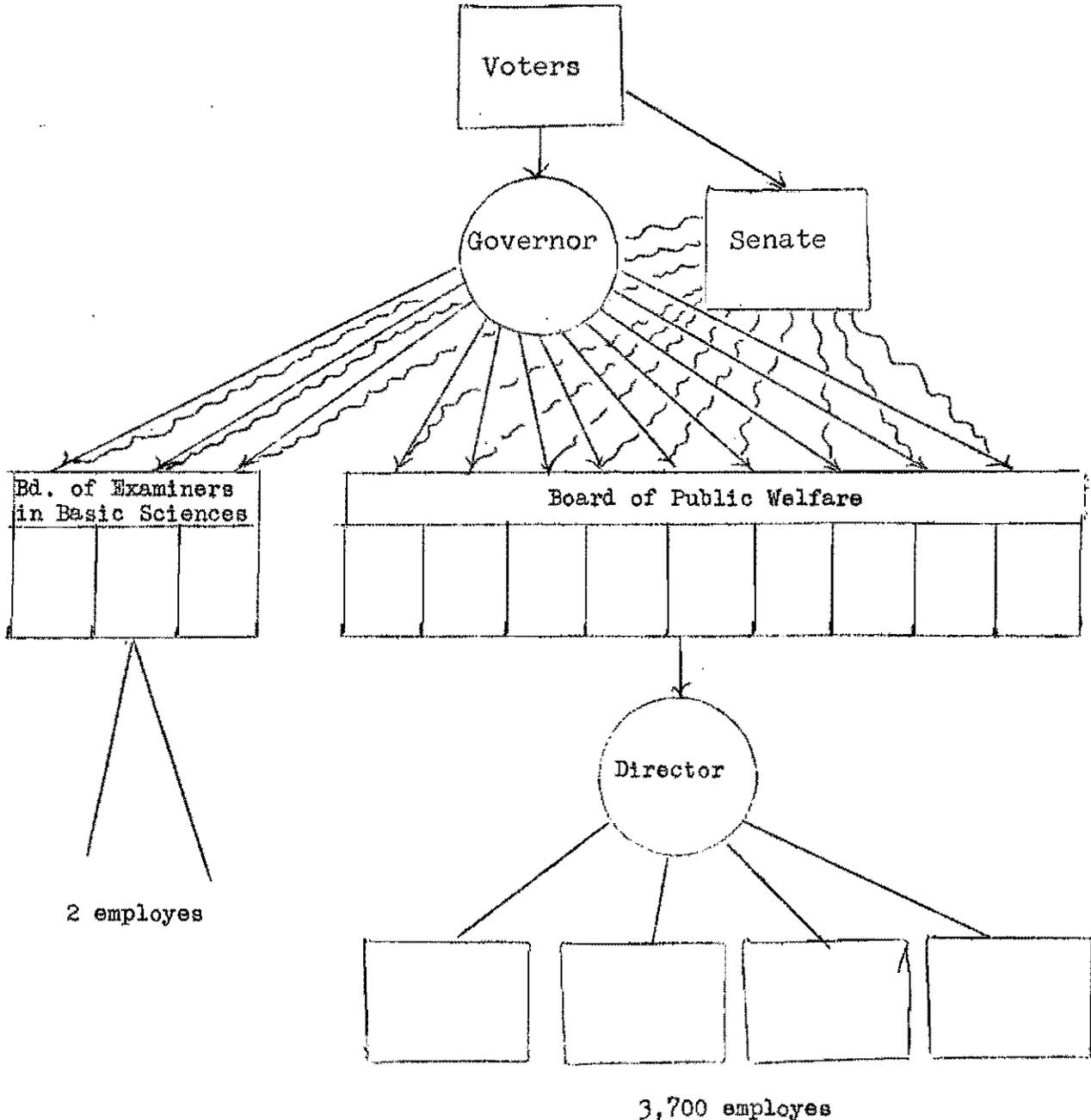
There is no reason, however, to rest on our laurels or to expect that the pattern of unplanned piecemeal reorganizations of the past will continue to meet the needs of the future. Today there are some well-established principles which can be applied to existing organizations to see how they fit the need. It is the purpose of this section to set out some of the more obvious problems of administration which exist in Wisconsin.

2. The State Administrative Structure Is Composed of More Than 80 Separate and Parallel Agencies

Even though there are differences of opinion on the precise number of separate state agencies in Wisconsin State Government, and some disagreement as to whether or not a particular unit is in fact an independent agency, it is clear to all that the number of separate and parallel agencies is extremely great. In fact, the number is so large that it would be humanly impossible for any one person to have a clear understanding of the operation of each or to coordinate them if he had the authority.



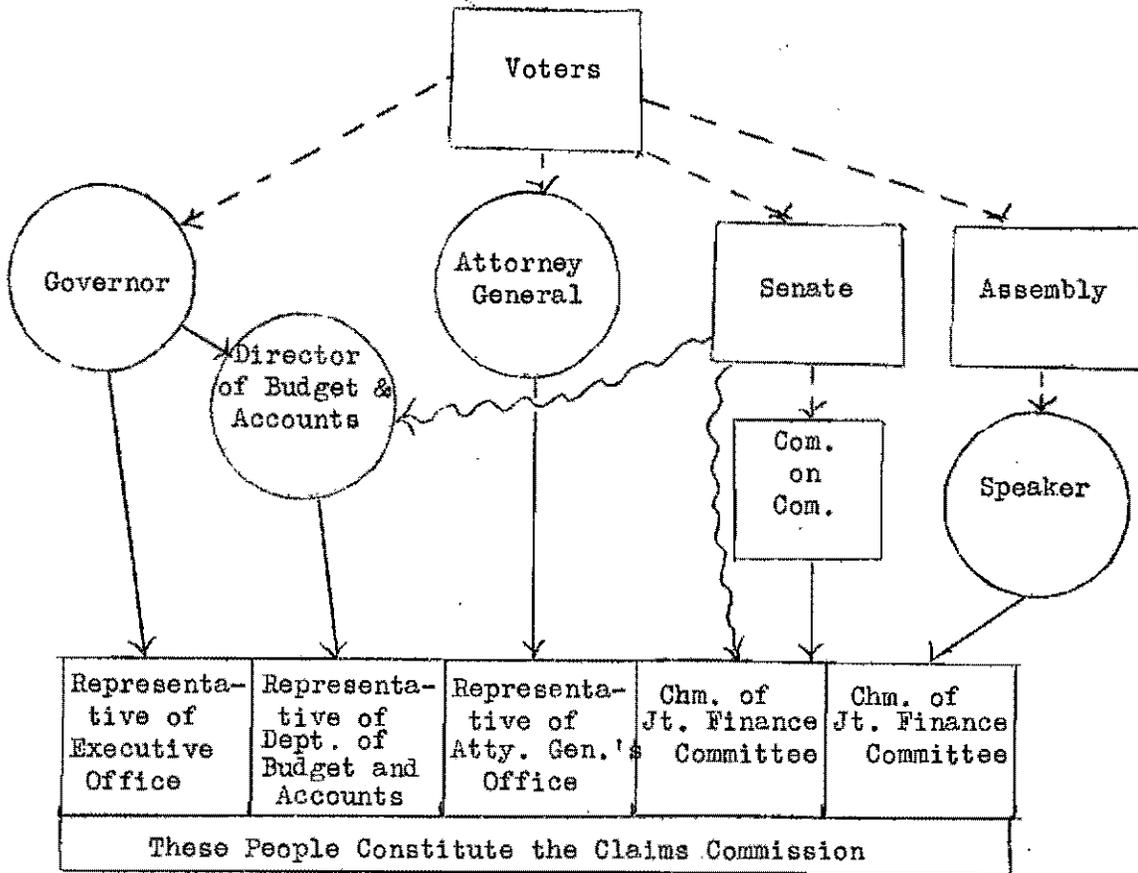
3. Agencies with Vast Differences in Size, Cost and Significance Have the Same Relationship to the Top Administration.



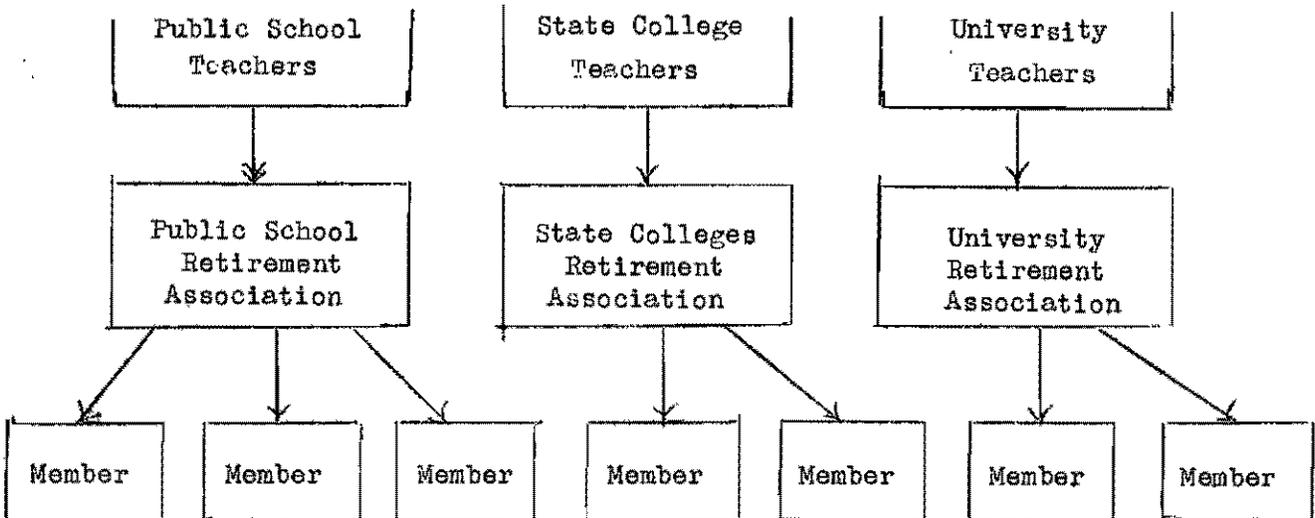
The effect of this is that the attention given each of them is disproportionate. If the top level administrator concentrates his attention on the major units, the minor units are virtually free to act as they wish. If he spends any time with the smaller units, he does not have enough time to spend on the major units. Although units may be on an organizational parallel, they may not be parallel in importance. Many minor units might be placed under one administrator responsible to the top level.

4. A Substantial Number of Administrative Agencies Are So Composed That No Single Person or Group Has Any Direct and Complete Supervisory Authority Over Them. Their Top-Level Administration Is Composed of Membership Selected by a Variety of Sources or Is Ex Officio.

The Claims Commission Is an Illustration



The State Teachers Retirement Board is Another Example



5. The Chief Administrator's Authority over the Appointing of Agency Heads Is Restricted by Requirements Which Sometimes Are a Handicap.

Occupational Restrictions

The Board of Vocational and Adult Education consists of:

- 3 employers
- 3 skilled employes
- 3 farmers
- The State Superintendent
- 1 member of Indus. Com.

The housewife, the consumer, the white collar worker and others have no representation.

All 5 members of the Board of Examiners in Watchmaking must be watchmakers.

Geographic Restrictions

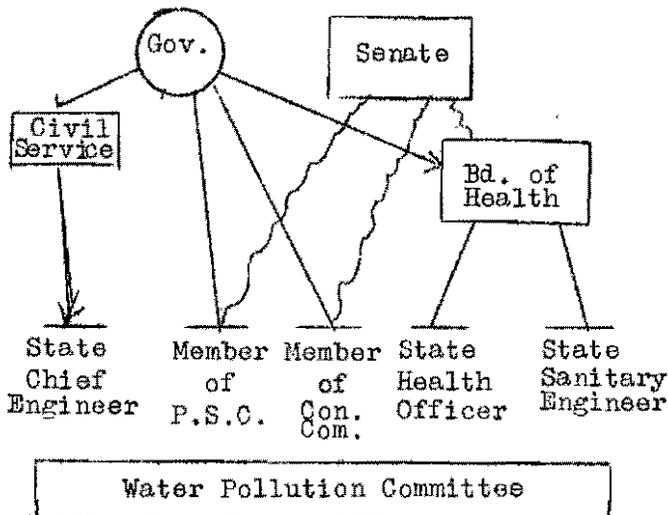
Three members of the Conservation Commission must be from north of Stevens Point and

Three must be from south of that point.

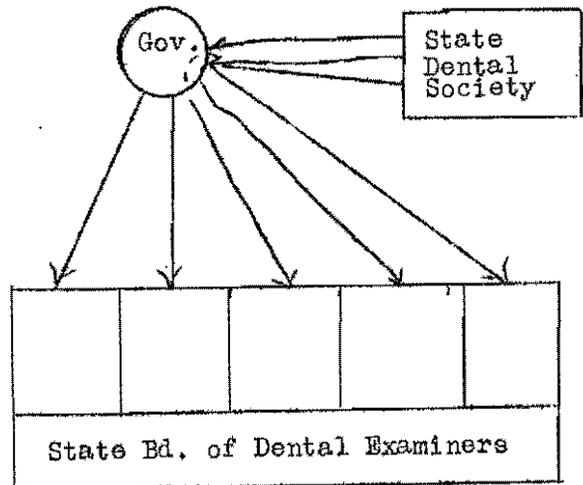
One member of the Highway Commission must be from the north

One from the east and one from the west.

Ex officio membership

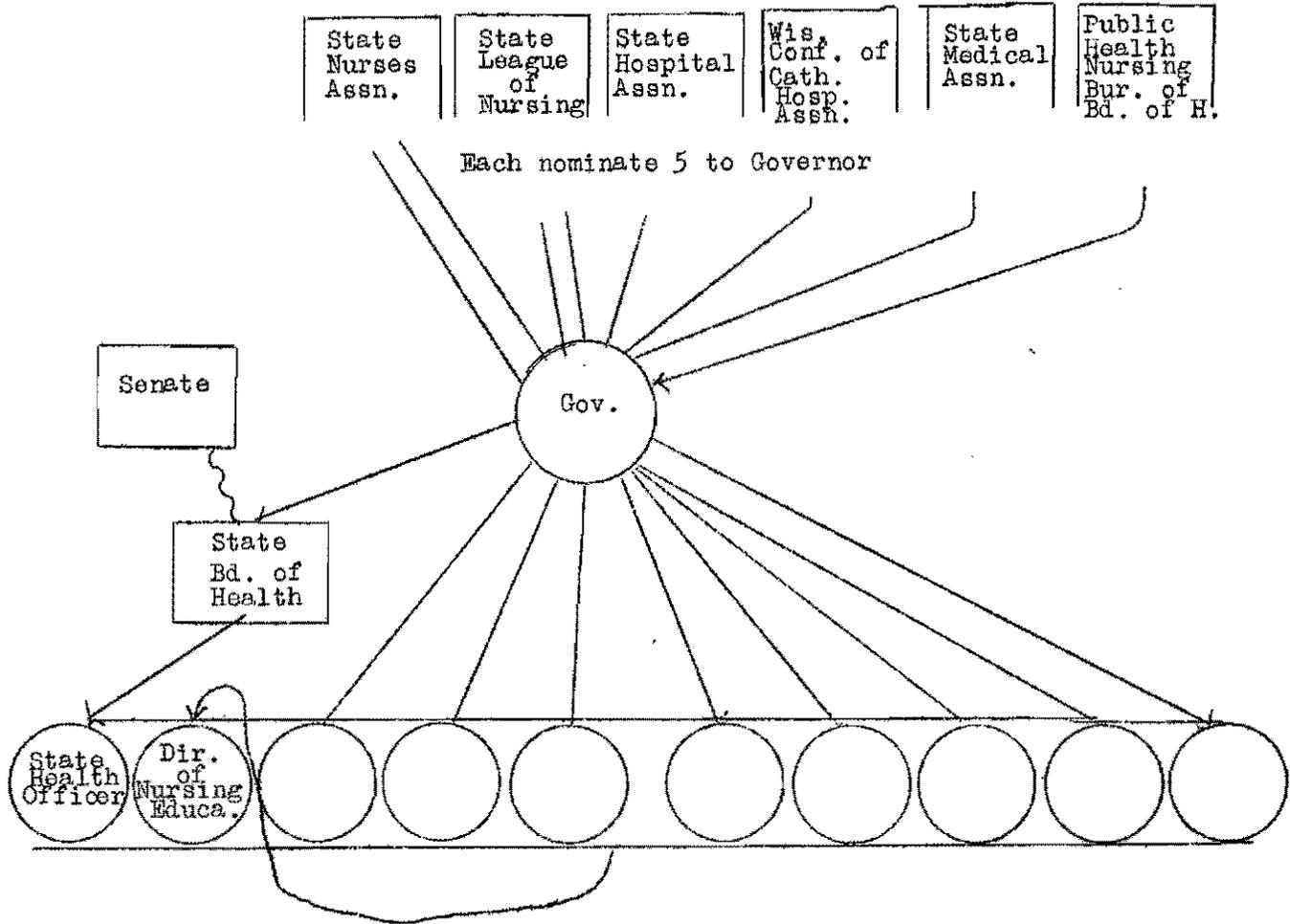


Nominations must come from certain groups.



6. In Some Cases the Law Spells Out the Composition of the Top Level Administration in Minute Detail While in Other Cases the Law Provides Broad Discretion in the Selection of the Top Administration.

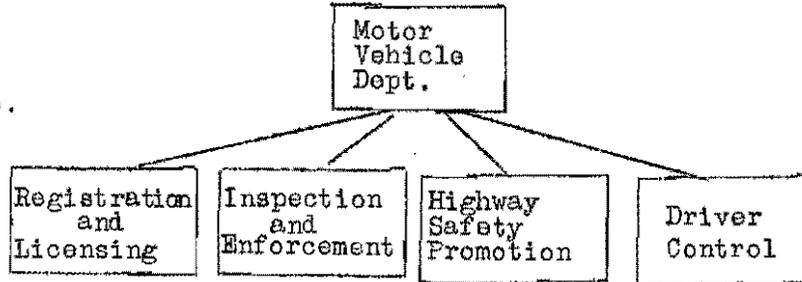
The Board of Nursing is an illustration of an agency which is spelled out in detail.



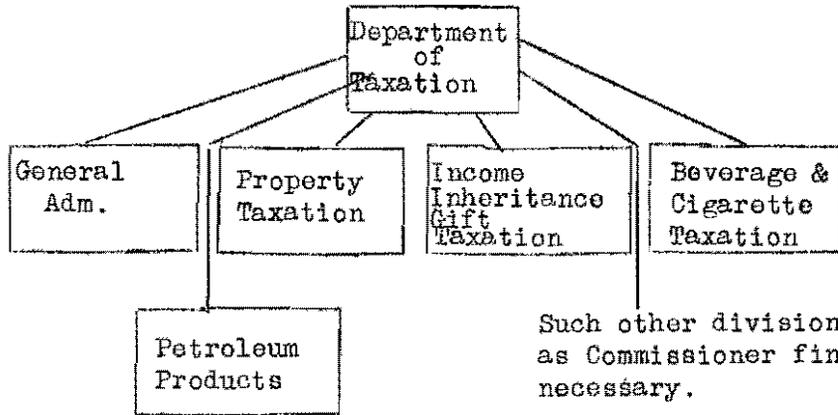
On the other hand the Governor's Educational Advisory Committee is composed of "such representatives of state agencies which have an interest in the educational program for veterans and such other persons with a demonstrated interest in the educational program for veterans as the governor may select". Similarly the Governor's Commission on Human Rights consists of "not to exceed 35 members who shall be appointed by the governor...from the entire state and shall be representative of all races, creeds, groups, organizations and fields of endeavor".

7. The Statutes Vary Widely in the Detail Regarding the Organization of Administrative Agencies They Contain, Some Spelling Out in Detail the Subdivisions Which May or Must Be Created, Others Providing Incomplete Detail Regarding Such Organization, and in Still Others Leaving All Such Materials Explicitly or by Implication to the Administrators.

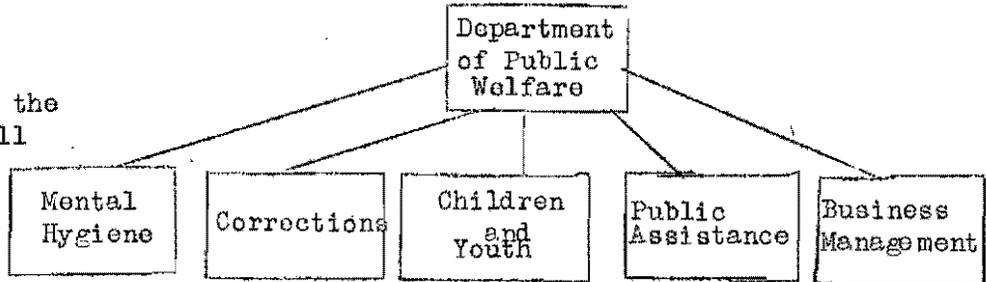
In some cases the active divisional organization is set by statute.



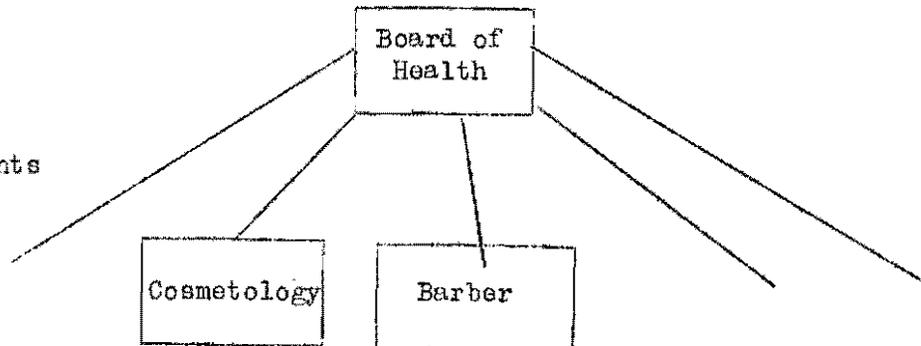
In other cases part of the divisional organization is set by statute but other divisions are authorized.



The statutes say the organization shall include these

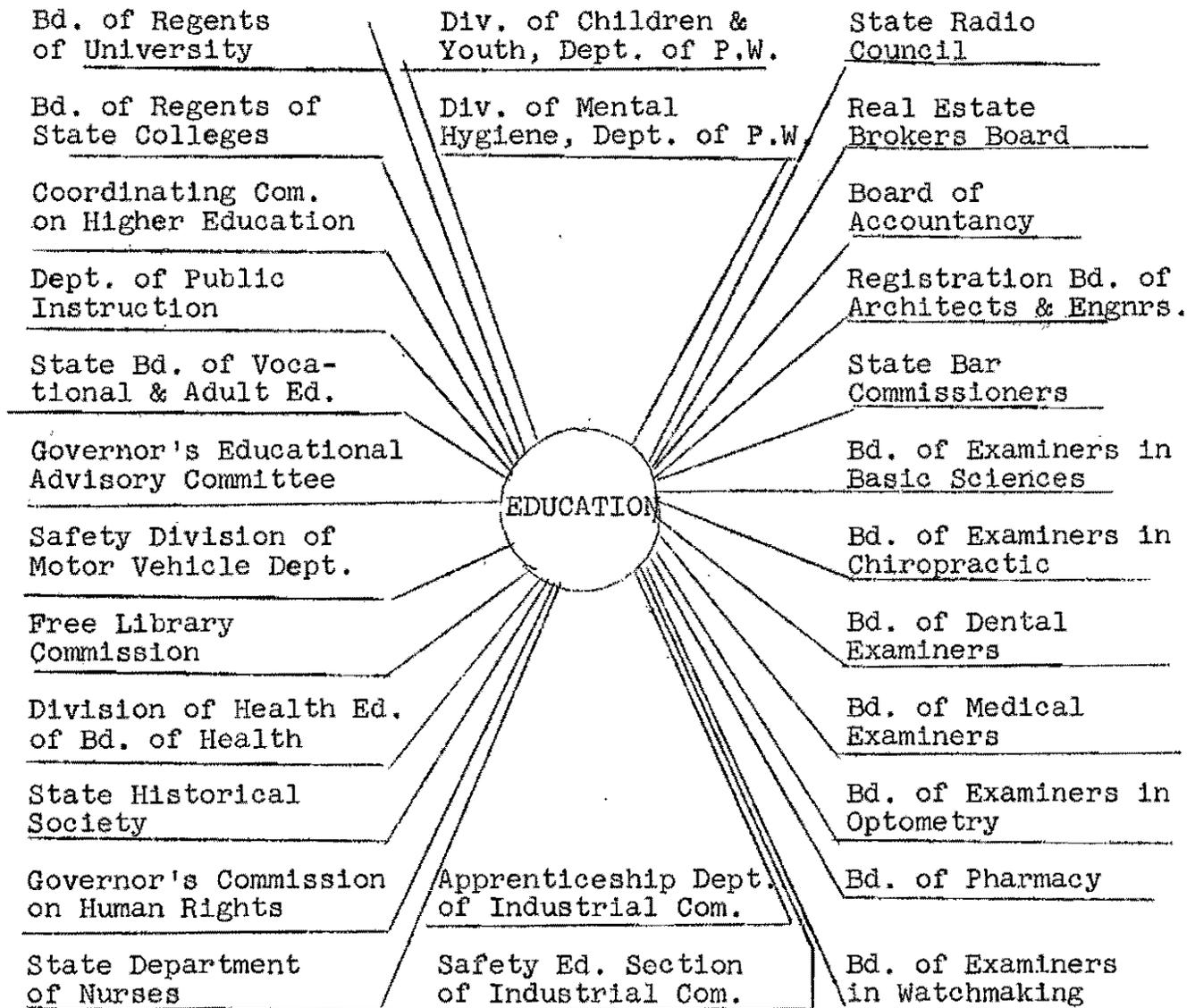


In other cases segments of the subordinate levels are provided for



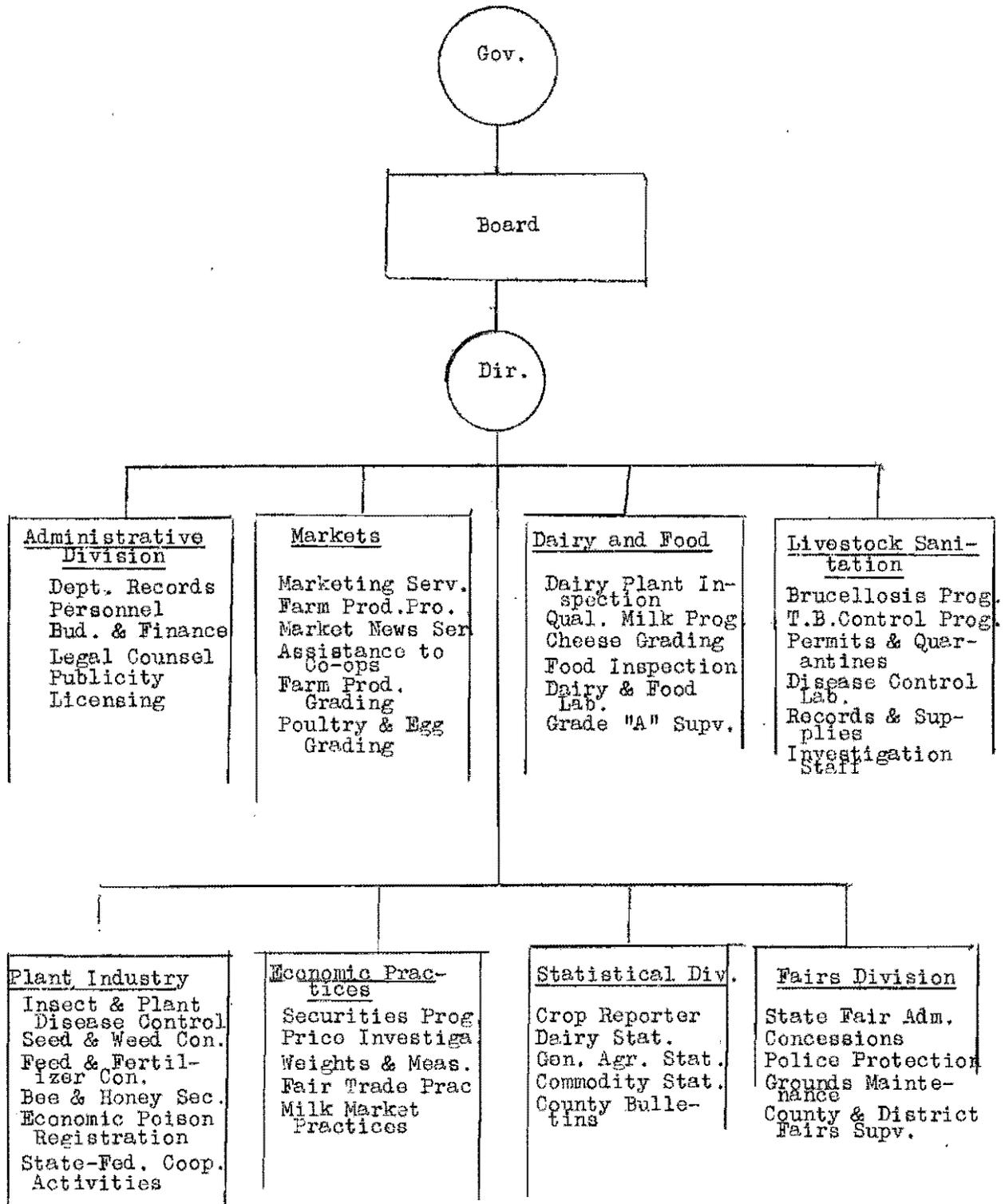
8. Fragmentation of Program or Subject Matter Areas

There are many program areas in which the administration of various segments is divided among several unrelated agencies.

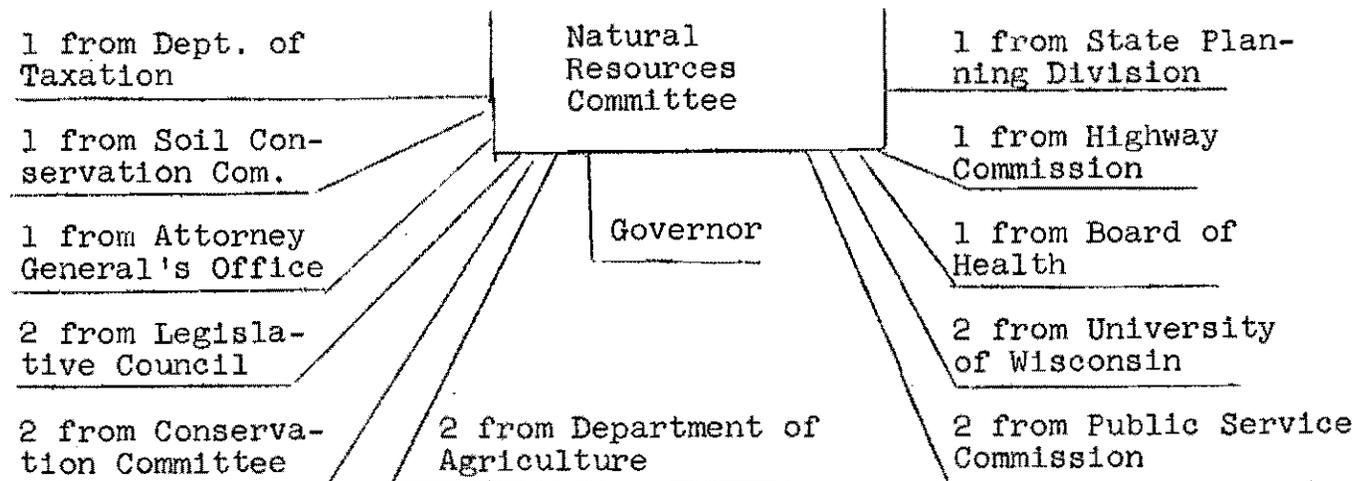


9. In Some Cases Completely Unrelated Functions Are Placed in a Department.

This is illustrated by the Division of Economic Practices of the Department of Agriculture.



10. The Presence of a Large Number of Independent Units Creates the Need for Combination into Larger Units or the Close Liaison Between Agencies on Related Programs Through a Coordinating Committee.



Ideally all related functions should be grouped together in one agency. There are many examples in which this has been the goal in Wisconsin. The reorganization of the Public Welfare Department, the creation of the Motor Vehicle Department, the continuous delegation of health functions to the Board of Health illustrate this development. For a variety of reasons the functions have not always been assigned on a uniform basis, such as purpose. Then too, there are constant changes in the purposes, techniques, clientele and areas of certain programs. The result is that more than one agency may be engaged in programs having a common or related purpose. To shift segments of an agency each time that there is a change is not only impractical but sometimes undesirable. Therefore a device has been developed to assure that all the agencies concerned with the common purpose will pull together. This is called the coordinating committee.

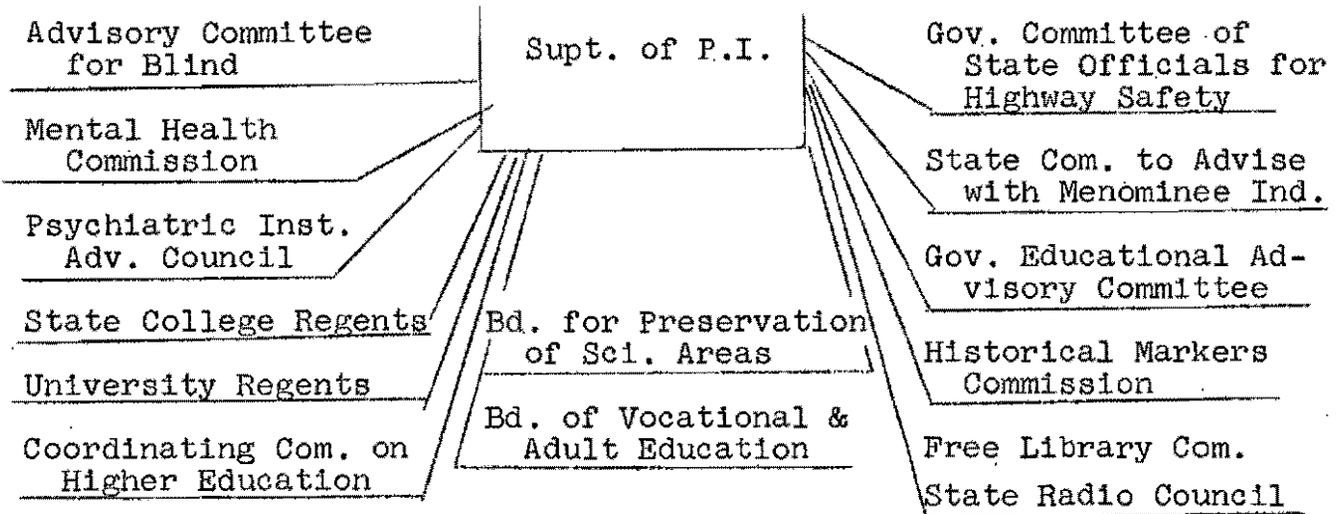
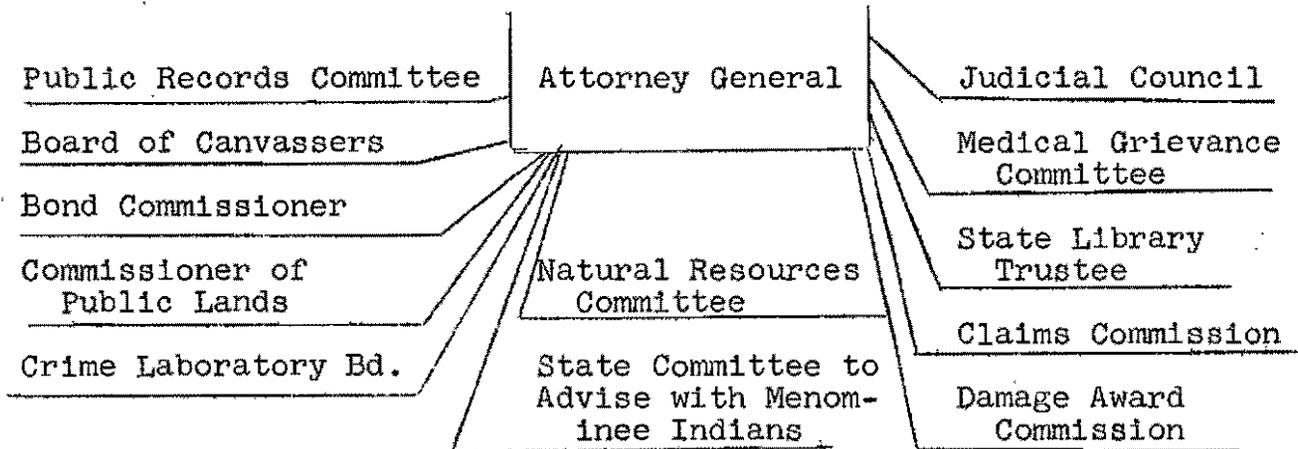
The coordinating committee is normally composed of representatives of the several agencies engaged in related programs who meet at regular intervals to exchange information, agree on objectives and set broad plans. The committee does not direct, but operates as a clearinghouse for information and as a device to permit the several agencies to see how their particular operation can be fitted into the common purpose.

Its weaknesses lie in the undue influence which a strong personality from one agency may exert, the danger of logrolling, the possibility that coordination may be resisted in the interest of maintaining the operation within an agency, and the inability to force action or require a solution.

The principal advantage over informal discussion lies in the stimulation of regular exchange of information on agency activities and problems.

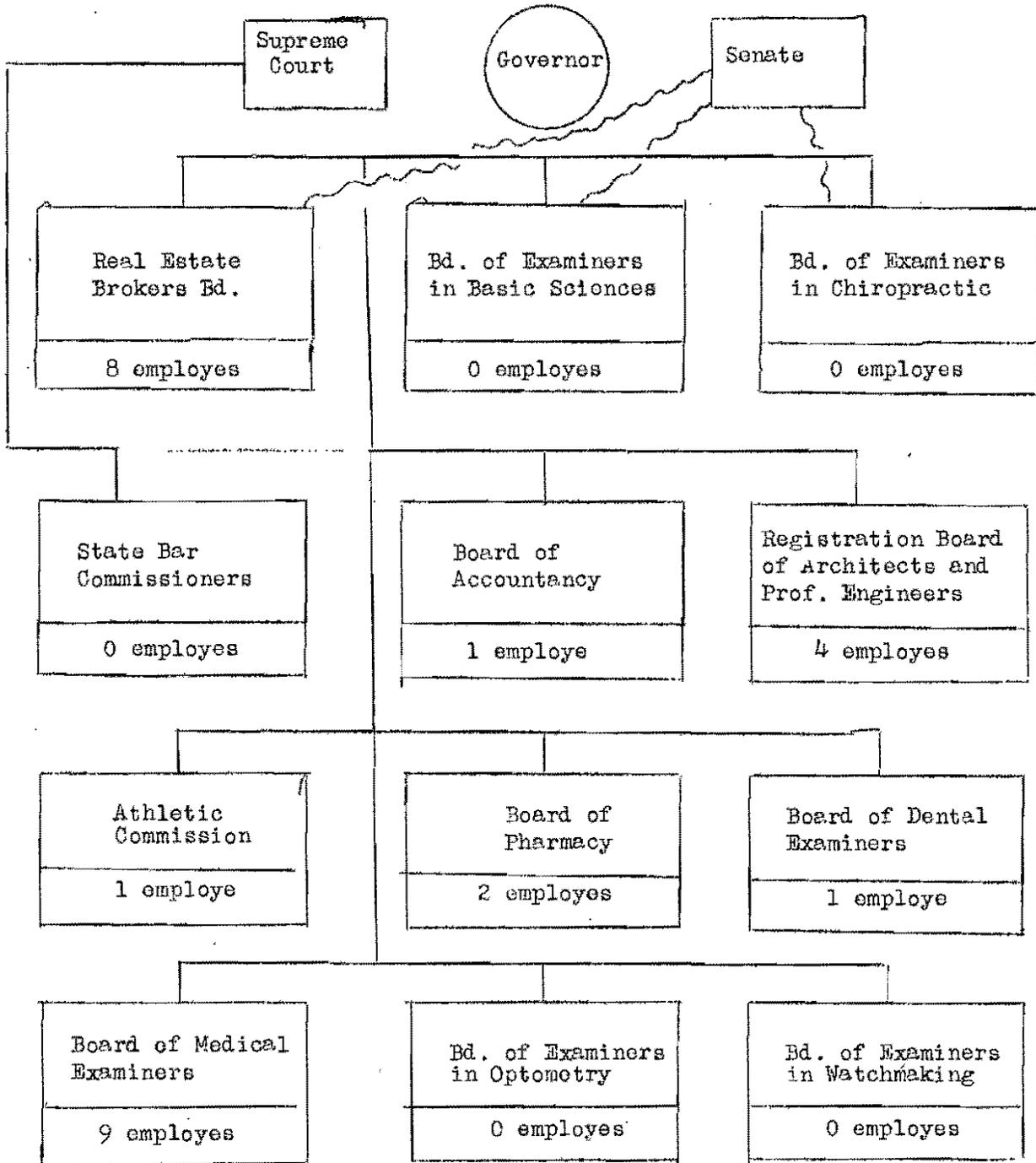
11. Certain Top Administrators Are Overloaded with Ex Officio Tasks.

It is a common practice to include a group of the top level administrators on various boards ex officio. These are always part-time boards. It has some justification if the board deals with an operation which relates to the subject matter of the agency with which the ex officio member normally deals because it permits the interagency coordination which is so essential. Otherwise it has no essential value, and if it requires any appreciable time and energy, it may reduce the board member's effectiveness as the head of his own agency. If any work is to be done, his subordinates will have to do it anyway so such a person may as well be selected in the first instance.



Note: All of these are not ex officio memberships, but the total indicates the tremendous imposition of duties on these people.

12. Certain Functions Which Are Similar in Nature and Which Have Many Identical Administrative Processes Are Carried on by Small Independent Agencies.



Note: Employes are full-time employes in classified service.

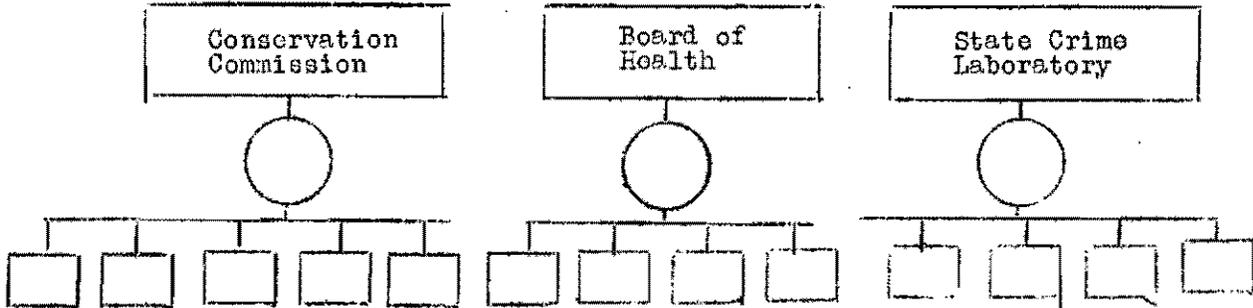
13. The Title of the Top Level Administrator Varies Widely
Among Agencies, as Do the Titles of the Agencies Themselves

Department of Agriculture	- Director
Department of State Audit	- State Auditor
Banking Department	- Commissioner
Department of Budget and Accts.	- Director
Office of Civil Defense	- Director
Conservation Commission	- Director
State Crime Laboratory	- Superintendent
Bureau of Engineering	- State Chief Engineer
Board of Health	- State Health Officer
State Historical Society	- Director
Commission on Human Rights	- Director
Insurance Department	- Commissioner
State Library	- State Librarian
Free Library Commission	- Secretary
Motor Vehicle Department	- Commissioner
Department of Nursing	- Director of Nursing Education
Bureau of Personnel	- Director
Public Service Commission	- Secretary
Department of Public Welfare	- Director
Bureau of Purchases	- Director
State Radio Council	- Executive Director
Real Estate Brokers Board	- Secretary
Retirement Fund	- Executive Director
Savings and Loan Department	- Commissioner
Department of Securities	- Director
Department of Taxation	- Commissioner
Teachers Retirement Board	- Executive Secretary
Bd. of Vocational & Adult Ed.	- State Director
Committee on Water Pollution	- Director
Water Regulatory Board	- Secretary and Administrative Officer

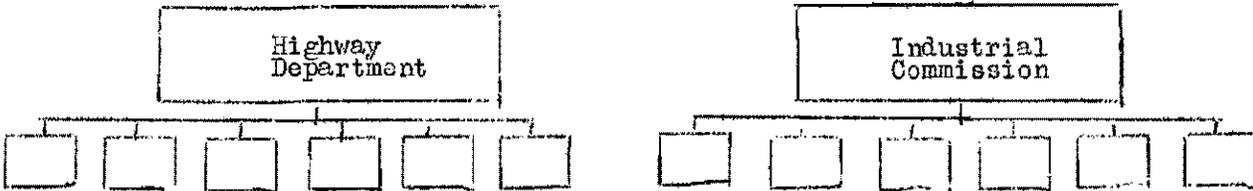
14. Lack of Uniformity in the Administrative Structure

Different agencies with the same type of organization have different types of names; Agencies with identical top level organization have different type names; Similar type administrative boards are selected in different ways, and agencies having the same relationship to the Governor are composed and selected in different ways.

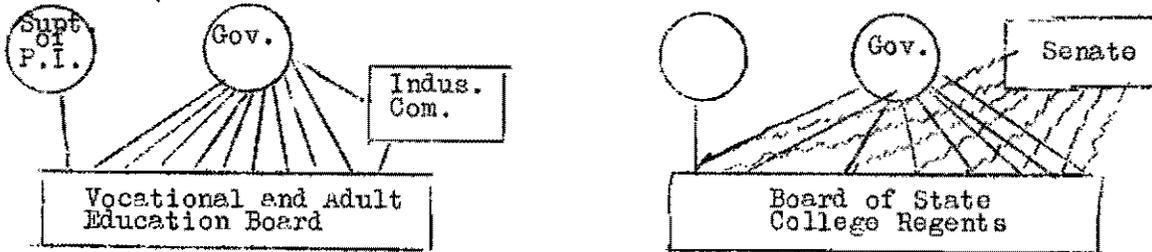
A. Different agencies with the same type of organization have different type names.



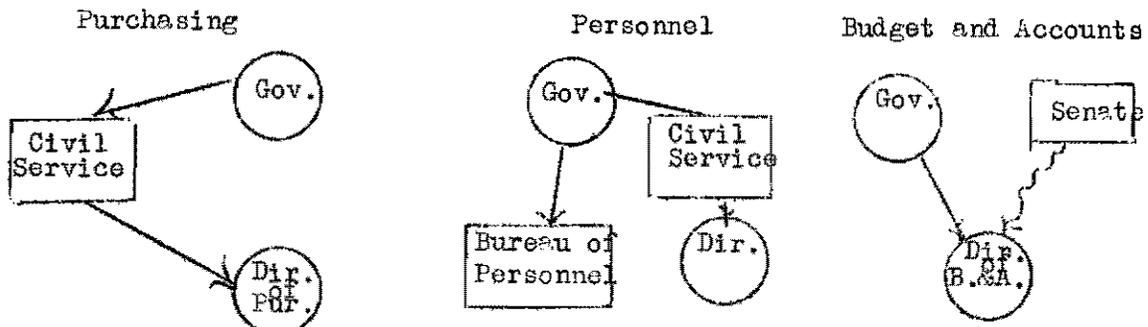
B. Agencies with identical top level organizations have different type names.



C. Similar type administrative boards are selected in different ways.

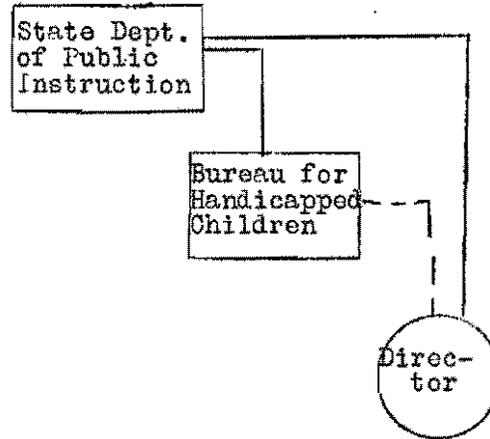


D. Agencies having the same relationship to the Governor are composed and selected in different ways.



15. In Some Cases the Statutes Delegate Authority Directly to a Subordinate Level in an agency with the Result that Top Administration Is Restricted in the Direction of the Operation of His Agency.

Section 41.01 (4) of the statutes requires that there be a bureau for handicapped children in the Department of Public Instruction and that a person shall be appointed as director with the status of an assistant superintendent. It further spells out what the director and bureau shall do.



Section 69.01 of the statutes creates a bureau of vital statistics with the State Board of Health and spells out in detail that it shall have 2 divisions and what each shall do.

