

COMMISSION ON ORGANIZATION OF GOVERNMENT (COG) 1975 - 1977

In 1974 the Governor's Ad Hoc Commission on Operations, Revenues and Expenditures (CORE) was formed to study means of lowering costs and raising the efficiency and accountability of the agencies of the State Government. The Ad Hoc Commission had concentrated upon examination of the organization of the government as it actually existed. On its termination, it recommended that a second commission be formed to analyze and expand upon the Ad Hoc Commission's findings.

The Commission on Organization of Government (COG) was created by Act 148 of the 8th Legislature, 1975 Session, in response to the Ad Hoc Commission's recommendation. By this Act, the Commission was to have twelve members, four each appointed by the president of the Senate, the speaker of the House, and the Governor. It was empowered to elect a chairman; to appoint and fix compensation for its staff and to appoint advisory committees; to hold hearings and make investigations; to subpoena witnesses and hear their testimony under oath; to examine records of and ask advice from state and county agencies. It was given an appropriation of \$130,000 for fiscal year 1975/76. It was asked to submit its preliminary report to the legislature 10 days prior to the adjournment of the 1976 session, its final report 10 days after the convention of the 1977 session, and to disband 90 days after submission of the final report.

The wording of Act 148, by intention and ambiguity, made the range of the Commission's duty to "study and report" very broad. Constrained by limits of time and money, the Commission defined its function (in a response dated August 16, 1976 to Governor's Memo 1976-16):

Under the general direction of the Governor of the State of Hawaii and the policies promulgated by the commissioners themselves, this commission is engaged in all activities necessary to:

- a) define and limit administrative responsibilities between state and county governments;
- b) evaluate and shape recommendations for the State executive branch: organizational structure, finances, powers and responsibilities; and
- c) examine need for limitations of expenditures to an amount appropriate for effective performance of essential services, activities and functions

in preparation of a report to the 1977 Legislature of the State of Hawaii in accordance with the mandate contained in Act 148 Session Laws of Hawaii 1975.

With the issuance of Governor's Administrative Directive No. 4 (July 11, 1975) and Governor's Memo 1976-10 (March 19, 1976, implimenting the machinery for the executive branch's appraisal and review of its existing structure) "... the Commissioners were assured that their own appraisal need not be considered as a technical review and updating of

existing functional relationships or a search for means to provide flexibility within institutional settings. Rather, the commissioners were free to offer an outside view of the framework for providing government services and propose bold, new arrangements." (COG Report, p. 17.)

On March 18 and 25, 1976, the commission held a series of panel sessions organized according to the Delbecq method, attended by representatives from the State Government and citizens' groups, in order to bring out issues important to these groups, especially relating to the division of powers between State and County agencies. On July 14 through 24 a series of public hearings was held at Hilo, Captain Cook, Honolulu, Lihue and Kahului to present to the public and allow discussion on the proposals of the commission relating to State-County functions. A second series of public hearings, held at Hilo, Honolulu, Wailuku and Lihue, December 10 through 15, presented the commission's proposals on reorganization of the Executive Branch.

The Commission submitted its final Report to the 9th State Legislature on February 1, 1977. Its staff continued "to perform legal work preparing a bill reflecting the commission's recommendations to the Ninth State Legislature..." until February 28, 1977. (Authorization of extension of Agreement between COG and the University of Hawaii Research Corp., February 11, 1977.)

THE RECORDS

OVERVIEW

The archives of the commission have been reconstructed. The records fall into the following groups:

- Administrative
- Research Memos
- State-County Functions
- Executive Branch
- Subjects A - Z

ADMINISTRATIVE

These records have to do with the day to day, internal work of the commission, its office, and its staff. Memos are of two types: day to day orders, and theoretical or informational "essays".

The records are arranged as follows:

Forms

- Administrative -- General
- Wednesday Luncheon Group Minutes
- Regular Meeting -- Notices, Agenda
- Minutes

Correspondence

- Memos to Commissioners -- General
- From Richard Takasaki

Box
numbers

C&C1-5
(COM28-2)

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Reports to Legislature. Testimonies.
Press Releases
Newsclips
Bibliography
Mailing List
University of Hawaii Research Corp.
Vouchers, Travel. (See also "Administrative -- General".)

RESEARCH MEMOS

The commission had been mandated to find a means of reorganizing the government to make it more efficient and responsive to citizens. The commission concentrated on two organizational structures where, it was felt, agencies' powers and functions overlapped, and where some agencies had grown to control areas unrelated to their supposed function. The first structure consisted of the division of powers between agencies of the state and of the counties ("State - County Functions"). The second structure to come under scrutiny was the Executive Branch of the state government, where many offices, departments, and agencies functioned under the direction of the Governor.

The commission's staff was asked to write preliminary, informational, "top of the head" essays to define broad areas of study or specific problems. Some "essays" of this type may be found in the "Administrative" group: "Memos to Commissioners -- General", "Memos to Commissioners -- From Richard Takasaki". A separate group of memos, produced from February through June, 1976, are designated "Research Memos", numbered 1 - 17, 20. Nine of the memos deal with State - County Functions. (Nos. 1, 2, 3, 5, 6, 7, 8, 13, 14.) Nine deal with the Executive Branch (Nos. 4, 9, 10, 11, 12, 15, 16, 17, 20.) They are as follows:

No.	Title	Date
1	Possible overlapping State - County capacities in Civil Defense.	2/26/76
2	State firefighters at the 8 major airports in Hawaii -- a question of State - County uniformity. An exception to the uniform practice that Counties provide fire protection services.	2/26/76
3	The State Fire Marshal's Office. Disjunction between rule-making and enforcement.	2/27/76
4	State government Executive Branch.	n.d.
[4a]	Addendum to research memo #4. Model two assumptions and rationale. [...maximum change by functional grouping...in order to place all programs within line departments...]	3/11/76
[4b]	Addendum #2 to research memo #4. Model three (PPB Type) [Program Planning and Budgeting] cross track between existing departments and programs.	3/12/76

Research Memos, cont.

No.	Title	Date
5	Survey of citizen concerns re: State and County services.	3/8/76
[a6]	Preface to research memos 6, 7, 8. (Sewage, Sanitation, Vector Control).	3/1/76
6	Sewage.	3/31/76
7	Sanitation.	4/1/76
8	Vector Control.	n.d.
9	Occupational Licensing.	4/5/76
10	Summary of recent studies of boards and commissions in Hawaii, by Bertrand Kobayashi.	4/5/76
11	Overview of collective bargaining, by Harry Mattson.	4/14/76
12	Vocational education, by Yoshiko Hall.	4/9/76
13	Land use/planning: a question of State - County roles, by Cynthia Yokono.	5/4/76
14	Relationship between the State attorney general and local prosecutors: the national pattern, by Bert Kobayashi.	5/6/76
15	Health rate review, by Ed Greaney.	5/28/76
16	Library System of Hawaii, Department of Education, by Yoshiko Hall.	6/25/76
17	Business licences (consumer protection - business regulation), by Kathy Higham.	8/2/76
[18-19]	(No record that these were issued.)	
20	Department of Health regulation and licencing of certain occupations (consumer protection - business regulation), by Kathy Higham.	8/3/76

STATE - COUNTY FUNCTIONS

Addressing the problem of division of powers, and of relationships between the State and County governments, the commission concentrated first on public services. Later it turned its attention to fiscal relations. The issue of collective bargaining was postponed until the commission could turn its attention to the Executive Branch.

State - County Functions cont.

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A series of panel sessions attended by government officials and citizens' groups was held March 18 and 25, 1976. Using the input from these sessions, the commission prepared a series of "position papers", that is, outlines of problems and recommendations, to be presented to the public in a series of hearings conducted July 14 - 23, 1976.

In addressing the State - County fiscal problem the commission narrowed its focus to a study of State grants in aid and excise tax sharing. They engaged a consultant, G. M. Morris, (who had supervised the Public Administration Service' 1964 State - County Survey,) to prepare a report.

The records are organized as follows:

Memoranda on past studies.
Panel discussions, March 18, 25.
Panels, misc.
Position Papers.
Fiscal Relations.
Public Hearings -- Arrangements, Correspondence.
 -- Commission Presentation.
 -- Minutes.
Correspondence -- General
 -- Civil Defense
 -- Fire Marshal
 -- Pooled Maintenance (Roads, etc.)
Misc.

EXECUTIVE BRANCH

The commission initially worked from models developed in Research Memo #4.

In the commission's examination of the functions of the Executive Branch, five categories of activity were isolated:

- 1) Executive Direction
- 2) Human Services
- 3) Consumer Protection/Business Affairs
- 4) Education/Life-Long Learning
- 5) Economic-Environmental Resources

The staff was asked to produce "draft statements" on goals and objectives for a theoretical organizational structure that would deal with each of the above areas.

The commission carried out an investigation of actual conditions, of how the agencies, boards, commissions, committees, offices and departments of the Executive Branch carried out their functions. Results of a two-part canvas, consisting of a series of questionnaires and interviews, were worked up in papers called "memos" or "briefing papers", summary statements of facts as gathered by the staff.

Executive Branch cont.

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From September 20 - October 1, 1976, panel discussions were held with experts from the Council of State Governments.

Consultant's reports were studied, and "Analytical Papers", presenting problems and recommendations, were prepared. Final outlines were presented to the public in a series of hearings held December 10 - 15, 1976.

The records have been organized as follows:

Executive Branch -- General

Executive Direction (Departments: Attorney General, Accounting and General Services, Taxation, Budget and Finance, Personnel Services, Defense.)

Human Resources (Departments: Social Services, Labor and Industrial Relations. Misc. Governor's Office Programs.)

Consumer and Business Affairs. (Dept. of Regulatory Agencies. Office of Consumer Protection. Health Dept. Branches: Sanitation, Food and Drugs, Licensing. Agriculture Dept. Divisions: Milk Control, Weights and Measures. Social Services Dept., Old Peoples' Home Licensing. Education Dept., Licensing Division.)

Education/Life-Long Learning [Dept. of Education. University of Hawaii].

Environmental Planning and Recreation (Office of Environmental Quality Control. Departments: Land and Natural Resources, Agriculture, Transportation, Planning and Economic Development.)

Panel Sessions -- Minutes.

[consultants reports:]

Hawaii Career Executive and Management Compensation Plan (Patrick A. Stanley).

Employee Relations, Dept. of (proposed) (W. J. Hilty, Public Administration Service) and other short reports on the same subject.

Management Information Systems (Ralph H. Sprague).

Planning, Budget and Management (Coopers and Lybrand).

Executive Branch -- Tentative Recommendations.

Public Hearings -- Notices, Planning.

-- Minutes, Testimony (7).

Petition on School Librarian Positions.

Questionnaire on Record-keeping systems.

SUBJECT FILE A - Z

Bills, pending

Boards and Commissions (Occupational Regulation)

Budgeting

Collective Bargaining

Education -- General

-- Kindergarten - 12th Grade

Executive Branch

Federal Aid to State and Local Governments

COM28-3

Subjects A - Z cont.

Health, Dept. of -- Organizational Charts.

Health Rate Review.

Housing.

Human Resources.

Land Use Commission.

Libraries and Librarians (3),

Life-long Learning.

Management Information Systems.

Parks and Recreation.

Real Property.

Road Maintenance.

State Commission on Postsecondary Education.

State Plan Policy Council.

Transportation.

Transportation Committee, Senate -- Testimony on Transportation Bills.

University of Hawaii -- General.

-- College of Continuing Education and Community Service.

-- Hawaii Open Program for the Excluded.

Vendor Payment System

Vocational Education

COM28-4

