
**Functions, Organization and Administration of the
Departments in the Executive Branch of the State
Government**

#Massachusetts. Commission on economy and

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Author: #Massachusetts. Commission on economy and

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The Commonwealth of Massachusetts.

FUNCTIONS, ORGANIZATION AND ADMINISTRATION

OF THE

DEPARTMENTS IN THE EXECUTIVE BRANCH

OF THE

STATE GOVERNMENT.

PREPARED BY

THE COMMISSION ON ECONOMY AND EFFICIENCY.

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The Commonwealth of Massachusetts.

REPORT ON THE FUNCTIONS, ORGANIZATION AND ADMINISTRATION OF THE DEPARTMENTS IN THE EXECUTIVE BRANCH OF THE STATE GOVERNMENT.

INTRODUCTION.

STATE HOUSE, BOSTON, Nov. 25, 1914.

To His Excellency the Governor and the Council.

The law establishing the Commission on Economy and Efficiency (chapter 719, Acts of 1912) provides that "it shall be the duty of the commission to . . . study into the possibility of promoting greater economy and efficiency and utility in the transaction of the business of the commonwealth . . . by the reorganization, consolidation or co-ordination of departments and institutions, by different methods of administration, by classification of employees, . . . and it shall report thereon from time to time to the governor and council and to the general court, if it is in session." In order to perform this statutory duty, the commission found it necessary to collect information relative to the work being performed by each State department, board, commission and institution, the powers and duties of State officials, the classes of departmental officials and employees, their compensation, and the plan or system of organization within each department, board, commission and institution. A part of the information collected by the commission is presented in this report on the functions, organization and administration of those departments, boards and commissions performing executive or administrative work under State authority. The Legislature and courts are not included in this report.

The purpose of the report is to make available for the Governor, Council, Legislature, State officials and general public essential information about each department of State service. Most of the information contained in this report is not found in any other public document, many facts being of a character not contained in the departmental reports, most of which take for granted a general knowledge of the powers and duties of the departments issuing them. Public Document 90 gives an incomplete list of the employees of each department, but shows nothing as to the divisions in which they are organized or the authority of the various officials who have charge of different branches of the department's activities. The Manual for the General Court contains no account of the work of the various departments, nor information about them other than their location and the names of their principal officials,

including the boards or commissions in control. Consequently, this report is largely composed of material arranged in an entirely new way, and comprising many facts not hitherto dealt with in a State publication.

It is the intention of the commission to follow this report with constructive reports based upon a part of the information here set forth. With that intention in mind this report has been kept absolutely free of comment or criticism, its object being only to state the facts and nothing more. In its subsequent reports the commission will bring out instances of defective organization and administration, either in the relations of certain departments to each other, or within single departments, and will propose measures designed to remedy the defects described.

The information desired for this report was first sought by means of a set of questions, which was sent out to all the departments in August, 1913. Where the answers were inadequate they were followed up by members of the commission or its agents until the necessary details were secured. A statement for each department was then prepared and a copy sent to the department in question, with the request that corrections be made and suggestions offered. In every case but one the statement was reviewed by the department to which it applied, and returned with such corrections and suggestions as seemed necessary. The commission consequently believes that its statements present accurately the facts as they are understood by those best qualified to pass upon them.

The first chapters of the report describe some noteworthy features of the functions and organization of the departments with which the report is concerned. They also contain a chart of the executive branch of the State government as a whole, and a map showing the location of State institutions, reservations and other State property. The latter and larger part of the report is devoted to the detailed descriptions of the work and organization of State departments.

Respectfully submitted,

COMMISSION ON ECONOMY AND EFFICIENCY.

FRANCIS X. TYRRELL, *Chairman.*
THOMAS W. WHITE.
RUSSELL A. WOOD.

I. DEFINITIONS OF TERMS.

To avoid confusion and misunderstanding as to statements concerning the several branches or parts of the State government and the authority of State officials and boards, the following terms used in this report are defined: —

“Departments” — a generic term for the separate or distinct organization units of the State government, each of which is under the control of an official or officials directly responsible to the electorate, the Legislature or the Governor. The use of the word “department” in this broad sense obviates the necessity of repeating such titles as boards, commissions, bureaus, offices, institutions and undertakings, as well as the many special titles found in the State service.

“General supervision” — the authority and duty to visit and inspect and to oversee affairs, but without the power to regulate and control.

“Control” — power to subject to authority, to govern, to hold in restraint or check. “Direction” is to be interpreted as the power to determine the course of, to subject to certain rules or restrictions, to cause to proceed in a particular manner.

“Management” — the power to be in immediate charge of, to superintend, to administer the department (used in its generic sense) according to the rules and instructions given by those having authority to control and direct. As contrasted with “direction,” the word “management” conveys the idea of giving closer attention to details and of carrying out the policies and orders of persons directing affairs.