

# MAINE STATE LEGISLATURE

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GOVERNOR

BASIC PRINCIPLES UNDERLYING THE  
1930 AND 1956 SURVEYS OF MAINE GOVERNMENT

by

E. F. Dow

The Integrationist Theory of Administration

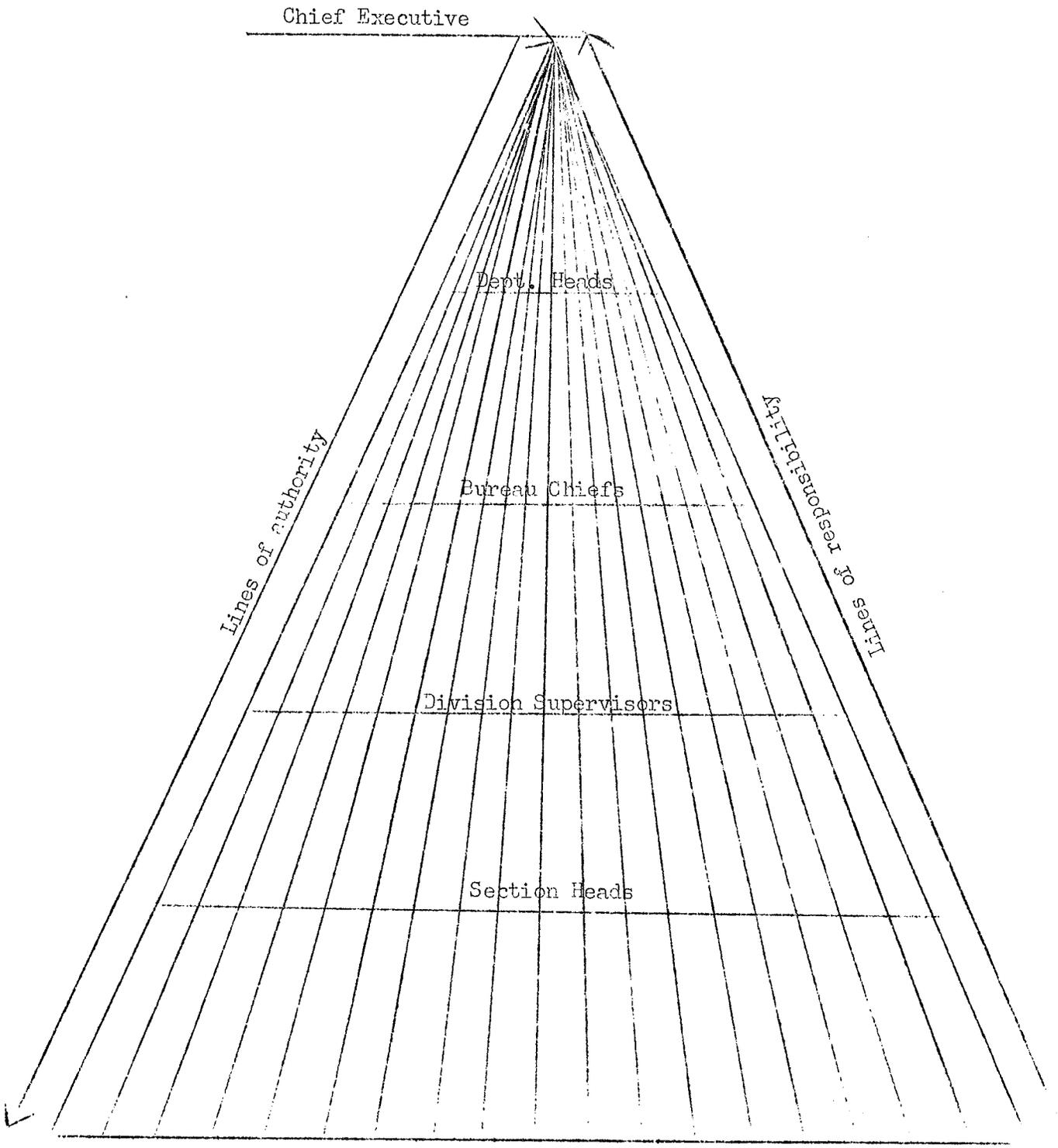
It has been noted that these surveys are much alike in philosophy and hence in their recommendations. This is natural since they are premised on a few principles of administrative organization and management which many writers consider "basic," and which may be summarized as follows:

1. Span of control. - One man cannot effectively supervise more than a few subordinates. If his "span of control" gets too wide he loses his effectiveness as an administrator.
2. Authority must be commensurate with responsibility. If an administrator is held responsible, by law (or even by public opinion, perhaps), for the administration of an agency, he should have adequate authority over the agency.
3. Lines of authority should be clear cut. - Each person in an organization should know to whom he is immediately responsible, and also know which persons come under his control. There should not be by-passing or buck-passing.
4. Work to be done should be organized according to a logical plan. - So far as possible, like functions should be grouped together in one agency. Likewise, so far as practicable, an individual should be confined to one function or related functions.
5. Unity of command. - Lines of authority should converge at the top of the organization in one man, and units within the organization should likewise be headed by one person in each case.
6. Pyramid form of organization. - Resulting from the above principles comes the proposed hierarchy in the form of a pyramid where lines of authority and responsibility run downward and upward through several layers with a broad base at the bottom and a single administrator at the top. This is sometimes called the "scalar process" of administrative organization.

In the following diagram, the governor as chief executive would occupy the rather uncomfortable position on the very top of the pyramid. At the next horizontal level would come the department heads, and so on down to the rank and file employees at the bottom of the pyramid (see p. 19 of P.A.S. report for suggested organization into bureaus, divisions and sections).

With the six 'principles' outlined above, and the diagram to illustrate the 'scalar process' and its application by the P.A.S. people to the State of Maine, we can see the reasons for their recommendations, such as:

1. Reduce the existing 'anarchy' of organization to 18 departments neatly packed in a pyramid.
2. Increase the appointive and removal powers of the governor.
3. Abolish administrative boards and commissions.



Scalar Process with 18 Departments

Some Unanswered Questions:

1. Without wholesale consolidation and reorganization the span of control cannot be narrowed appreciably. How can the "deterrents to consolidation" noted on pp. xvi and xvii of the P.A.S. report be overcome? Without overcoming these deterrents a complete reorganization is not possible.
2. How insure that any degree of reorganization is not a paper change rather than a real change? A paper change oftentimes merely adds another level to the pyramid and compounds the difficulties of communication between levels.
3. How insure that governors will have the time, interest and ability to use their new powers effectively? Governors are also expected to be social, party, and legislative leaders as well as executives.
4. Would the four year term for department heads encourage some governors to sacrifice continuity of administration to temporary political policy? If so, how get competent department heads?
5. Some critics of the integrationist school believe that their ideas are too massive, artificial and impractical. These critics have suggested that governors are and should be more interested in formulating a legislative program, getting it through, and then seeing that it is carried out, than in the details of departmental operation which they must of necessity delegate to a few or to many in any type of organization. Would such measures as strengthening the budget system give the governor adequate authority over the whole system through a key function?

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