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**The Commonwealth of Massachusetts**

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EXECUTIVE DEPARTMENT,  
STATE HOUSE, BOSTON, September 28, 1960.*To the Honorable Senate and House of Representatives:*

During the last four years, I have repeatedly recommended the adoption of measures to streamline and reorganize Executive Department functioning. Presently pending before the General Court are some of the major reorganization proposals concerning the establishment of the Reorganization Procedure Plan and a proposal for the establishment of the Executive Office for Administration and Finance. In addition, I have continued to advocate constitutional reform and the calling of a Popular Constitutional Convention.

You will recall that the Commonwealth traditionally, unlike some of our sister states, has made minimum provision, if any, to facilitate the transition between one administration and the next. As you know, our Constitution and laws require that a newly inaugurated governor submit his inauguration message and first annual budget to the legislature immediately after the commencement of his term. Both documents are usually central in casting the basic policy and guide lines for nearly two-thirds of the term of office.

Yet, in the brief and busy period between election and inauguration, the governor-elect is left to his own resources — and at his own expense — to acquire and digest the comprehensive background information necessary for the proper evaluation of state government services and programs fundamental to the detailed formulation of legislative and administrative policy and the Budget.

It is an important and inescapable fact that the governor-elect in November will, in a matter of a few short weeks, assume responsibility as supreme executive magistrate of the State's nearly half-billion dollar operation. Every student of state government knows that the scope and cost of government for each of the last ten years has increased, and it may be confidently expected to continue to do so in response to a growing population and an ever-increasingly more complex society.

Regardless of the inevitable shifts in policy that a new administration may seek to implement, there is urgent need for continuity in the administration of essential services and a crucial need for

the early acquisition of fiscal and other data for the intelligent development of a co-ordinated fiscal, legislative, and administrative program.

As an initial step towards insuring an orderly transition between administrations, the Commission on Administration and Finance, at my direction, has undertaken a project to provide the next governor-elect with a series of comprehensive position papers compiled from information supplied by every department, commission, and agency of the state government. These will contain detailed information and data on the programmatic aspect of departmental activities, problems, and planning. This venture was discussed by 250 top state officials at the recent Second Conference of Executive Department Heads at Framingham State College, and the papers are now being prepared by the departments in co-operation with the office of the Commissioner of Administration.

In addition, the Massachusetts Self-Survey, the program of employee and citizen participation in the improvement of state government inaugurated under the Commissioner of Administration, is proceeding successfully and will serve to make easier the task of future program planning and the development of reorganization proposals in the years immediately ahead. In like manner, the pioneering and nationally hailed work of the Commission on the Audit of State Needs has proven the value of comprehensive planning agencies for the executive and legislative as well.

The attached legislation, by its nature wholly nonpartisan, is designed to establish as a policy of the Commonwealth the systematic rendering of positive assistance to each governor-elect. The provisions of recommended G. L. Ch. 29, sec. 6A, fashioned after the practice in several sister states, would integrate the governor-elect into the statutory budget preparation process. The incoming governor must by law submit his budget to the Legislature within approximately three weeks of the convening of the regular session. Preparation of this document with understanding and thoroughness requires time for expert study and analysis and availability of the relevant materials and statistics.

In 1956, I obtained the volunteer services of scores of skilled citizen participants to assist me in obtaining necessary data during the transitional period. The work of these citizen task forces was of great value and benefit to the Commonwealth, but planning for the assumption of operational and administrative responsibility for a nearly half-billion dollar governmental activity should not rely

upon volunteer endeavor — no matter how valuable, no matter how worthwhile. The attached legislation would provide the governor-elect, between his election and the beginning of his term, with access to departmental estimates, all other information relative to the finances of the State, and the full counsel of the budget commissioner. As an aid in the formulation of his inaugural message, it also calls upon all department and agency heads to supply the governor-elect with information concerning the activities of their governmental units.

Should the General Court approve the proposal to establish an Executive Office for Administration and Finance and adopt legislation soon to be submitted which will greatly clarify and improve our annual reporting procedures, the Commissioner of Administration will be the logical officer to provide the governor-elect with the information and assistance he needs. I am prepared to offer an appropriate amendment to the attached legislation when these other important bills are under final consideration, should that be required.

The provisions of the attached legislation would provide the governor-elect with a sum not to exceed \$25,000 to be expended for staff, office facilities, and other essentials related to activities between his election and inauguration preparatory to his assumption of office. The relatively meager cost to the Commonwealth of this proposal — a maximum of \$25,000 every two years — should reaccrue many times over by making possible far greater continuity in government through the avoidance of delay or inadvertent neglect of certain programs or financial concerns.

It will be noted that expenditures under this legislation are subject to our regular financial controls, including the normal post-audit, and will be a matter of public record.

The adoption of these recommendations would enable the Commonwealth to abandon another outmoded custom which has served to weaken sound public administration practice in this Commonwealth. It would bring to the process of government another efficient and businesslike method of dealing with public affairs.

I urge its adoption as emergency legislation at this session.

Respectfully submitted,

FOSTER FURCOLO,  
*Governor of the Commonwealth.*

## The Commonwealth of Massachusetts

In the Year One Thousand Nine Hundred and Sixty.

AN ACT TO PROVIDE THE GOVERNOR ELECT WITH FUNDS AND ASSISTANCE NEEDED IN ACTIVITIES PREPARATORY TO HIS ASSUMPTION OF THE DUTIES OF THE GOVERNORSHIP.

1    *Whereas*, The deferred operation of this act would tend to  
2 defeat its purpose, which is to make available funds for the  
3 governor elect this year and in subsequent years and to author-  
4 ize and direct the state officers and departments to assist him in  
5 the preparation of the budget and provide him with information  
6 concerning the operation and programs of the various depart-  
7 ments, commissions, offices, boards, divisions, bureaus, agencies,  
8 and institutions of the commonwealth, therefore it is hereby de-  
9 clared to be an emergency law, necessary for the immediate  
10 preservation of the public convenience.

*Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:*

1    SECTION 1, Chapter 6 of the General Laws is hereby amended  
2 by inserting, after section 4, the following section: —

3    *Section 4A.* Each even-numbered year a sum of twenty-five  
4 thousand dollars shall be appropriated for expenses incurred  
5 by the governor elect between the Wednesday next after the  
6 first Monday in November and the beginning of his term in  
7 preparation for the assumption of his constitutional and statu-  
8 tory duties. The governor elect may expend that portion of  
9 this sum as he shall deem necessary for staff and clerical assist-  
10 ants and their expenses, the rental of suitable outside office space  
11 and equipment, telephone, telegraph, utilities, printing and office  
12 supplies. The governor elect may request and whenever pos-  
13 sible the state superintendent of buildings shall provide suitable  
14 office space and facilities for use by the governor elect and his  
15 staff in the state house or other building owned or leased by the  
16 commonwealth. No money shall be paid from the treasury  
17 from the sum appropriated under this section before certifica-  
18 tion by the governor of the results of the gubernatorial election  
19 in accordance with section one hundred and sixteen, chapter

20 fifty-four. Staff and clerical assistants employed by the gov-  
21 ernor elect in accordance with this section shall not be subject  
22 to the provisions of chapter thirty-one nor to the rules promul-  
23 gated by the director of personnel and standardization pursuant  
24 to section twenty-eight, chapter seven. Expenditures by the  
25 governor elect for supplies or printing under this section shall  
26 not be subject to the provisions of section twenty-two or sec-  
27 tion twenty-nine, chapter seven. This section shall not apply  
28 to incumbent governors. In the event of the death of the gov-  
29 ernor elect this section shall apply in full to the lieutenant-  
30 governor elect notwithstanding any action taken by the governor  
31 elect before his death.

1 SECTION 2. Chapter 29 of the General Laws is hereby  
2 amended by inserting, after section 6, the following section:—  
3 *Section 6A.* The budget commissioner shall render such as-  
4 sistance as requested by the governor elect in making up the  
5 budget which is required by section six to be submitted to the  
6 following regular session of the general court. The budget com-  
7 missioner shall furnish the governor elect with complete informa-  
8 tion concerning the finances of the state, including data relative  
9 to the estimates, requests and recommendations for appropria-  
10 tions or other authorizations for expenditures by the common-  
11 wealth required by section six to be included in the budget sub-  
12 mitted by the governor. Statements submitted to the budget  
13 commissioner by state officers pursuant to sections three, four,  
14 five and five A shall be made available to the governor elect  
15 and members of his staff designated in writing by him. Each  
16 department, council, committee, commission, office, board, divi-  
17 sion, bureau, agency and institution of the executive branch of  
18 the government of the commonwealth which is specifically re-  
19 quired by law to submit official reports annually or periodically  
20 to the governor, governor and council, or the general court shall  
21 provide the governor elect with a copy of the most recent of  
22 such reports. The head of each department, council, committee,  
23 commission, office, board, division, bureau, agency and institu-  
24 tion of the executive branch of the government of the common-  
25 wealth shall supply the governor elect or members of his staff  
26 designated in writing by him, on request, with any other informa-  
27 tion or data which he possesses relative to the activities of his  
28 governmental organization.

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