Organizational design of the Democratic Party of Georgia

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ABSTRACT
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Organizational Design of the Democratic Party of Georgia

Advisor: Professor Johnnie Dee Swain

Degree Paper dated April 18, 1980

The purpose of this thesis is to examine and analyze the organizational design of the Democratic Party of Georgia. An attempt has been made to discuss the organizational problems of the party focusing specifically on coordination and communication problems. The study presents a historical view of political parties and also focuses on the organizational design of the earlier political parties.

The concepts of span of control and authority relationships have been examined in the context of the structure of the Democratic Party of Georgia. The researcher has suggested an organizational design that attempts to foster efficiency and promote the coordination and communication of the activities of the Democratic Party of Georgia.

This study's focus is primarily an exploratory and descriptive analysis of the Democratic Party of Georgia. In the process of conducting the study the researcher utilized several methods. These methods included: 1) a review of the related social science; 2) a survey of people who have had practical experiences with the problems; and 3) an analysis of "insight-stimulating" person in the Democratic Party of Georgia.
ORGANIZATIONAL DESIGN OF
THE DEMOCRATIC PARTY OF GEORGIA

A DEGREE PAPER
SUBMITTED TO THE FACULTY OF ATLANTA UNIVERSITY
IN PARTIAL FULFILLMENT OF THE REQUIREMENTS FOR
THE DEGREE OF MASTER OF PUBLIC ADMINISTRATION

BY
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DEPARTMENT OF PUBLIC ADMINISTRATION

ATLANTA, GEORGIA
MAY 1980
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I. INTRODUCTION

Political activity has long been inherent in the history of the United States. Such early events as the formulation of the Magna Carta and the United States Constitution involved political activity. Political activity is most influential and dynamic when it is organized. Organized political activity is best viewed by political parties. Political parties have been an integral aspect of the American political heritage since the mid-eighteenth century. Several factors have contributed to the development of the earlier political parties and to the two-party system as we know it today.

Many historians\(^1\) view political party development in America from different philosophical perspectives. William Chambers\(^2\) views American political party development as occurring in three major stages. The first stage is characterized by the beginning and invention of parties in the 1790's and subsequently in the 1820's and 1830's during the presidential administrations of James Monroe and John Quincy Adams. The second stage is noted by the establishment of two national parties from Andrew Jackson's

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\(^1\) The researcher is addressing historians who analyze political party development in general.

presidency to the Civil War. The third period, since 1860, involved incremental changes and is subdivided into three eras. The first era, the post Civil War period to 1896 was represented by the emergence of political machines and the expansion of the male electorate. The second era is characterized by the Progressive Movement. During this movement there was experimentation with approaches to democratizing the party and the electoral system. The third and final era began with the New Deal. This era was noted for nationalization of politics and modern alignments.

Since the designers of the Constitution rejected the formation of political parties there is a need to discuss the origins and development of parties as we know them today. Diversity in issues existed in Colonial America. With the colonies diversity in political issues it was difficult to form national parties. Each state became concerned with its individual abilities to gain political power.

Hugh A. Bone suggests that "politics was factional and non-party". Bone notes that parties did not develop naturally. He suggests that political leaders, after the inauguration of George Washington, found it necessary to assemble national groupings from widely scattered state and local organizations. Bone also notes that substances to construct a party were found in a variety of subgroupings in the emergence of more democratic modes of life.

The basis for party struggle was present in the 1780's.

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The meeting of political leaders in Philadelphia in 1787 to revise the Articles of Confederation is an example of political party struggle. Michael Parenti indicates that some constitutional designers felt society was becoming "too democratic". Thus, these designers of the Constitution were in agreement with James Madison and his Federalist No. 10 papers. Madison pointed out that "the propertyless majority must not be allowed to concert in common cause against the established order". Further implications were "the larger the nation; the greater the variety of parties and interests" and the more difficult it would be for a majority to find itself and act in unison.

The very issues that emerged at the various meetings and conventions served to stimulate the formation of political organizations. The Federalists were the major backers of the Constitution. The Federalist No. 10 papers were a series of 85 articles written by Alexander Hamilton, James Madison and John Jay analyzing the proposed Constitution of the United States and urging its ratification. The Federalists were originally opposed to political parties and to the creation of national and state party organization.

Parenti shows that the designers of the Constitution felt "determined that persons of birth and fortune should control

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5 Ibid.
6 Bone, American Politics and the Party System, p. 29.
the affairs of the nation and check the leveling impulses of the propertyless multitude which composed the majority". Early in American history polarization of political interests laid foundations for the growth of political parties. Today, the American political system is basically a two-party system. The two major parties are the Republican and the Democratic parties.

Today, political parties have the opportunity via new developments in the area of organizational techniques, i.e., management by objectives, team building, survey feedback, etc., to influence the American public and its institutions. Political parties are finding it to their advantage to have an informed electorate on party activities in an effort to lessen the growth of an independent party. In order to have an informed electorate on party activities good organizational structure must exist. Organizational techniques have become a major concern of the parties that exist today.

The specific research focus explores various components of the organizational structure of the Democratic Party of Georgia. The goals and objectives of this paper include:

1) to identify existing organizational problems within the Democratic Party of Georgia;

2) to discuss the administrative functions in the Democratic Party of Georgia;

3) to identify and discuss the existing organizational relationships between the State administrative office and sub-organizational units of the Democratic Party of Georgia; and

4) to suggest an organizational design that will foster

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7Parenti, Democracy for the Few, p. 53.
efficiency and promote the Democratic Party of Georgia's political activities.

The second section will discuss the problem and its setting. The third section of the paper discusses how the problem will be analyzed. In the fourth section the researcher reviews related literature on political party organization and organizational design. Section five analyzes the responses to questions posed to party officials. The researcher suggests an organizational design in section six. Section seven is a summary of the paper and includes recommendations made by the researcher.
II. THE PROBLEM AND ITS SETTING

This study focuses on the Democratic party in the state of Georgia. The Democratic Party of Georgia functions as a unit of the national Democratic party in the United States. The specific research focus of this study will be on the structure of the Democratic Party of Georgia and its communication and coordination networks.

The researcher served as an intern in the administrative office of the Democratic Party of Georgia from the beginning of June 1979 to the end of August in the same year. In this capacity the researcher had many responsibilities which can be categorized as primary and secondary responsibilities. The primary responsibility was to analyze the 1978 Sixth Congressional District election. The analysis centered on the political activities of the fourteen counties that composed the district, including such issues as fundraising tactics, local field organization, campaign strategies and implementation tactics, mass media utilization, overall public relations and staff management, and election returns.

With the lack of data available on the demographics of the counties, information had to be actively sought from the individual counties and their respective Democratic members. Many problems were encountered in the researcher's investigation.
because of inadequate, out-dated recordkeeping systems in many of the counties. The researcher had to obtain recordkeeping systems from other state agencies in an effort to complete the analysis.

Secondary responsibilities included serving as an administrative assistant to the Associate Director. These responsibilities included: 1) assisting in the coordination of State committee meetings; 2) compiling information packets for potential political candidates; and 3) responding to questions concerning party activities.

Many of the problems encountered during the researcher's investigation stemmed from the lack of organization of the party at the state and local levels. This lack of coordination significantly hinders the State party administrative staff in their mission to coordinate state and local party activities. The staff was aware of this problem and was considering methods to resolve the problem. At the present time, the Democratic Party of Georgia does not have a consistent method for coordinating party activities to promote organizational politics.

It is believed that a county coordination division would promote efficiency in the administrative office of the state party. This would promote a more effective communication flow between state and local party members and the State party administrative staff.
A. Organizational Structure of the Democratic Party of Georgia

The Democratic Party in the state of Georgia functions as a unit of Democratic Party of the United States. It adheres to the by-laws, rules and procedures of the national party. The statement of goals proposed by the preamble of the constitution of the Democratic Party of Georgia serves as a guideline for the organization to follow. It states:

We the members of the Democratic Party of Georgia are committed to the establishment of a party open to all Georgia Democrats. We believe that a party which is to call forth the best in our state will have to embody the best of our state's traditions and heritage. We are committed to the wisdom and efficiency of the will of the majority; to a belief in the merits of a two-party system which allows for diversity of groups and individuals; and to the belief that our party will be strengthened by these differences. We believe that the Charter confirms a party strengthened by its differences and aimed by its devotion to the principles of a moral and ethical society. 8

The highest authority of the Democratic Party of Georgia is the State Convention. The State Convention assembles every fourth year beginning in 1978 on a date after the gubernatorial primary and before the general election. The State Convention will not convene until 1982 on a date after the gubernatorial primary and before the general election. The State Convention is composed of an executive committee and a state committee. The State Democratic Executive Committee consists of more than

200 members. The members are elected by the ten congressional district executive committees every four years; approximately 100, according to the party rules, may be named by the Democratic gubernatorial nominee designate. An executive subcommittee conducts party business, meeting two or three times a year.

The State Convention nominates and elects for four-year terms state officers of the Georgia Democratic Party. These officers are the state chairperson, the state vicechairperson, the state secretary, the state treasurer and various other officers. In addition, by a caucus of delegates representing each one of the ten Congressional Districts, the State Convention nominates and elects Congressional District chairpersons to serve a four-year term.

The State Committee is composed of:

a) the State Officers;

b) the ten (10) Congressional District chairpersons;

c) thirty (30) members appointed by the State chairperson from the state at large;

d) five (5) members elected from each Senatorial District;

e) the most recent nominees of the state party for the offices of Governor, Lieutenant Governor, Secretary of State, Attorney General, State School Superintendent, Comptroller General, Commissioner of Agriculture, Commissioner of Labor, U. S. Senate, U. S. House of Representatives and the Public Service Commission;

f) members of the Democratic National Committee;

g) officers of the General Assembly, if Democrats, as follows, the President Pro Tem of the Senate, the Speaker Pro Tem of the House, and the Majority or Minority Leaders of both Houses;

h) the Chairpersons of the Democratic Caucus of both Houses;
i) the Chairperson of the State Finance Council; and

j) the President of the Georgia Federation of Democratic Women

Those listed from (e) through (j) are considered as non-quorum members, however they are still given the right to vote. In addition, the day-to-day party business is handled by a State party administrative office. The party office is staffed with an Executive Director, Associate Executive Director, Office Manager, secretary and an additional staff member. Figure 1 illustrates the organizational structure of the Democratic Party of Georgia.
B. Description of the Administrative Functions of the Democratic Party of Georgia

The State Party has the function of assisting in the election of Democratic candidates; adopting and promoting state policy; assisting local Democratic organizations in the election of their candidates and the education of voters. The state party also establishes standards and rules of procedures so that all members will have equal access to participation in the decisionmaking and policy formulation processes. The state party must also raise and disburse monies needed for the operation of the state party and work with Democratic officials at all levels in order to achieve the goals and objectives of the party.

The State Convention has the responsibility to nominate and elect for four (4) year terms the state officers of the party and ten (10) Congressional District chairpersons. The state chairperson carries out the programs and policies that are set by the State Convention and the state committee. In addition, the state chairperson presides over the state convention and meetings of the state committee and the executive committee. The state vicechairperson presides at any meeting of the state committee in the absence of the state chairperson.

The state secretary is responsible for keeping official minutes of the state committee and state executive committee. The state treasurer is responsible for overseeing the funds of the state party and serving as a member of the State Finance Council. The Congressional District chairpersons coordinate
state party affairs within their respective congressional districts. The coordinative responsibilities include working with the county committee chairpersons and the Affirmative Action Committee. They are also responsible for seeing that every county committee is functioning and take the necessary action in order to assist county committees in complying with the charter.

The Executive Director has the responsibility to acquire, deploy and control resources while handling the administrative affairs of the state party. He is concerned with making sure the party has enough funds to operate effectively; he serves full time and receives compensation which is determined by the state chairperson. The Associate Director is responsible for coordinating and monitoring the activities of the State Affirmative Action Committee. He conducts workshops on the Affirmative Action plan and on the Delegate Selection process of the party. The office manager is responsible for keeping bookkeeping records of the activities of the party. The additional staff person renders assistance to the secretary when necessary and assists the Executive Director in handling administrative affairs. Figure 2 illustrates the organizational structure of the administrative office.
C. Description of the Problems That Have Been Observed

The environment of the Democratic Party of Georgia can be divided into two categories: 1) micro environment and 2) macro environment. The former is the organization itself. It is also visualized as being made up of the following subsystems: 1) goals; 2) the structure, communication, authority and power system (internal linking system); and 3) the human factors. These three systems work together to produce the outputs of the organization. The latter environment, macro, is the general environment within which the Democratic Party of Georgia operates. This environment includes the overall political system and the economic structure of the United States.

The core of the micro environment of the Democratic Party of Georgia is found in party activities. The researcher observed that many of the problems the party encountered were primarily caused by a lack of organization at different levels. More specifically, it was the lack of coordination, internal control and monitoring, and an open communication network.

The first question that seems apparent is: how clear are the structural roles of those who have leadership positions in the Democratic Party of Georgia? In some organizations members seldom meet and perform new functions. The organization is not functioning in reality but exists structurally on paper. Theoretically speaking, the Democratic Party of Georgia is well-defined, along with the positions, roles and tasks of individuals. However, it appears that problems arise when these
organizational roles and relationships are being operationalized.

The second question is: do those who hold positions in the organization have an accurate and generally similar understanding of the structure or are there contrasting and conflicting roles? Through the process of differentiation the Democratic Party of Georgia is able to divide complex tasks into more specialized tasks. It was observed that party officials are aware of the structure of the organization and the tasks which must be accomplished relevant to their roles. However, it is when these structural roles fail to integrate the activities and tasks into a coordinated whole that problems occur. This failure to coordinate and integrate activities hinders the existence of organizational politics in Georgia. For example, it was observed that many Congressional District Chairpersons were not able to effectively control and monitor the activities occurring within their district. Many county committees held activities without the Congressional District Chairpersons being aware of them. Based upon the researcher's observations it was noted that the large number of counties in Georgia (159) may account for the inability of Congressional District Chairpersons to coordinate activities.

The failure of Congressional District Chairpersons in handling their span of control affects the work of county committees. County committees fail to coordinate activities and this subsequently hinders the existence of maximum publicity and participation of Democrats. A few counties in Georgia lack organization of a Democratic committee altogether. The
counties that lack these organized committees are: Bacon, Clinch, Echols, Miller and Wilkes. It is the responsibility of the Congressional District Chairperson to monitor a functioning county committee in every county in his/her jurisdiction.

The inactive state of the county committees in the above-mentioned counties is an example of the failure of some Congressional District Chairpersons to fulfill their responsibilities. However, it was observed that many of the Congressional District Chairpersons did take action in assisting other county committees in complying with the charter. The researcher also observed that the information system of the state party office was not up-to-date. Many of the files on counties lacked: 1) reports of recorded minutes, 2) bi-annual reports of the committees and 3) information on the names and addresses of the members of the county committees.

The staff was significantly hindered each time an activity had to be implemented. Because so many of the files were outdated, there was a need for excessive calling to the various counties in order to gather information. For example, the chairman of the Membership Committee found himself at a disadvantage at the beginning of the drive to recruit new members because information on the various counties was lacking.

The researcher also observed that many members of the standing committees did not attend their respective meetings. This occurred because of the lack of communication between the state party office and the committee members and the failure of committee members to fulfill their responsibilities. Without
adequate information on committees and party activities the state party administrative staff has problems with internal control and monitoring of party activities. This lack of information hinders the existence of an effective and free communication network within the Democratic Party of Georgia.

The Democratic Party of Georgia has also been criticized about its participation process. The 1980 Delegate Selection Plan has been attacked as being too complicated. Arguments against the plan have been that it is too confusing and costly. Democratic Party officials contend that the plan represents a well-rounded effort to insure that the organization has an open participation process. The process of electing members to county committees has also been criticized as not being an open participatory process. Many members feel that the party is not representative of the various interests that exist. Several persons have filed lawsuits against various county committees in the state alleging that county lines have been gerrymandered to prevent blacks and other minorities from participating in party activities.

The researcher observed that there appears to be a need to examine apportionment procedures and election procedures in many counties. Not only do many of the county committees reflect that minorities are not fairly represented, but an actual look at the composition of the state committee reflects underrepresentation by these groups. Less than ten percent of the state committee members represent minorities.
III. METHODOLOGY

This study's focus is primarily an exploratory and descriptive analysis of the Democratic Party of Georgia. The researcher's purpose included: 1) increasing the investigator's familiarity with the party; 2) classifying concepts; 3) establishing priorities with emphasis on furthering research; 4) gathering information about practical problems in conducting field studies; and 5) providing a census of problems on the Democratic Party of Georgia.

In the process of conducting the study the researcher has utilized several methods. They include: 1) review of related literature; 2) a survey of people who have have practical experiences with the problems; and 3) an analysis of "insight-stimulating" person in the Democratic Party of Georgia.

The researcher has utilized unstructured observations and the sample survey research methods. As an intern the researcher observed the administrative operations in the Democratic Party of Georgia as they related to organizational problems.

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10 Ibid., pp. 251-269.

11 Ibid., pp. 291-309
A nonprobability sample survey\textsuperscript{12} has been used in obtaining the views of party officials regarding perceived problems and solutions with the coordination and communication network of the party. Open and closed ended questions were used and administered in telephone interviews. The results of the interview will be reported in the study.

\textsuperscript{12}Ibid., pp. 511-521.
IV. REVIEW OF RELATED LITERATURE

Party organizational techniques have become a major concern of the Democratic and Republican parties in recent years. Political party leaders have become aware that their parties are losing some of its attractiveness. For example, patronage has declined significantly. In the past, patronage played a major part in enforcing party discipline and providing incentives to members to participate actively. Party loyalty has declined also and this is evidenced by ticket-splitting in past state elections and in recent national elections.

Ray Hierbert, et. al., suggest that the problems of party organization include poorly defined responsibilities; inadequate on non-existent goals; poor organizational techniques; poor internal control and monitoring; and high turnover of party personnel. These problems are not isolated to the national level, but include state and local levels. Hierbert, et.al., further suggest that political parties have assumed growing responsibilities to utilize such things as communication techniques and information gathering techniques to combat these problems.

Political party leaders are aware that these problems must be solved in order to successfully accomplish party goals.

Jesse Macy suggests that a political party that is institutional in an organizational sense, furnishes the first clearly definable agency for coordinating and expressing the general will of the subjects of a large and populous state.

The political parties are a permanent part of the government. The organization of the party corresponds to the various governmental levels in our complex federal system. Each party has its national committee, its state central committee in every state, its county, township, ward and district committee. However, state and local committees have thus been made to feel that their role for existence as party officials was the fulfillment of the behests of those near the source of the authority.

Although the organization of the fifty states within the United States is basically the same, each state possesses its own unique characteristics. Party organization presents much variety in the different states. Macy suggests that the machinery of the party conforms to the machinery of the local government within the state. For example, in New England, where the town is the most important unit of local government, the town also fills an important place in party organization. On the other hand, in the South, the county is the chief local unit in the organization of the party as well as in the local government. The diverse forms of organization in the different

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15 Ibid.
states bear testimony to their independent origins.

Paul Tillett suggests "that problems of party organization—those of the care and feeding of political parties—are rarely sufficient discrete to justify separate consideration."\(^{16}\) Tillett further suggests that organization problems are different when discussing political organization. Finally, he suggests that an organizational sense appears almost to be prerequisite to political participation at any level beyond passive observation or dutiful ballot casting.\(^{17}\) Political parties also have responsibilities to perform if they want to accomplish their goals and objectives. Marguerite J. Fisher stresses that good organization (of the party) like good government is a continuing responsibility and is necessary if political ideals are to be translated into reality.\(^{18}\)

V. O. Key suggests that "the party organization is sometimes regarded as a hierarchy, based upon the precinct executive and capped by the national committee, but it may be more accurately described as a system of layers of organization."\(^{19}\) Key explains further by suggesting each successive layer—county or city, state, national—has an independent concern about elections in its geographical jurisdiction. Yet each higher


\(^{17}\)Ibid.


level of organization to accomplish its end must obtain the collaboration of the lower layers of organization. That collaboration comes about, to the extent that it does come about, through a sense of common cause rather than by the exercise of command.

Robert Huckshorn suggests that "organizational pyramids always show the state chairman positioned midway between the national and local party unit." According to Huckshorn, this strategic location does not carry with it the power requisites necessary for the state chairman to capitalize on his/her position. Finally, Huckshorn suggests that even though the American parties appear to be structured as hierarchies, they seldom function in a way that meets the technical requirements for hierarchial management.

Party organization has become a highly functional aspect of political parties. Not only is the formal organization an important part of the party, but the informal human relationships are also important. These human relationships relay the interpersonal side of the political party. In addition, the informal organization that exists within the party is always in a state of constant flux, whereas the formal organization slowly changes.

Ivan Hinderaker suggests that the foundation of party organization is built around the electoral units of the states. The precinct committee is at the bottom serving the party for the smallest election administration units made up from 250 to

600 voters. Hinderaker suggests further that at the county level, there will be a county party chairman and a county committee. For Congressional Districts, where they encompass several counties, some states provide for congressional district committees and congressional district chairman. At the top level of state and local party organization will be found the state central committee and state chairman. He also suggests that this pattern remains similar in rural areas below the state level. However, because populations are smaller the number of party organizational units tend to be fewer and they tend to cover larger geographical areas.²¹

Edwin B. Flippo and Gary Munsinger suggest that the function of organizing can be defined as follows: "a process of establishing relationships (responsibility, authority, accountability) among processor components (personnel, functions, physical factors) for the purpose of structuring (line, line and staff, functionalized) and directing them toward some common objective". They further suggest that organizational structures provide the blueprint that denotes the manner of dividing and combining components so that coordination toward intended system objectives can be effected.²²

Michael A. Hitt, et. al., suggest that organizing involves combining and coordinating activities. They explain coordination


as the process of linking several activities to achieve a functioning whole. Coordination involves authority relationships, with these relationships being linked formally in order to achieve the goals of the organization.  

Dalton McFarland suggests that an organization is a collectivity devoted to getting work done efficiently and at feasible costs. McFarland says that organizational design is the pattern of relationships that make up the structure of the organization. The characteristics of organizational design are influential in the performance of managerial functions, such as planning, setting objectives, or controlling. The organizational design also influences interpersonal relationships, job satisfaction, leadership styles, communication and work processes.  

Harold Leavitt says that organization design consists of four environmental sub-systems. These sub-systems are: tasks, technology, structure and people. Each sub-system covers a broad category of elements with which managers work in designing and utilizing organization structures. Leavitt argues that difficulties occur in organizations when managers fail to understand the interrelationships among the four sub-systems.  

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B. J. Hodge and William P. Anthony indicate that the environment has a direct effect on the structure and processes of the organization. They suggest that all organizations need structure, both horizontal and vertical, in order to differentiate and integrate the work to be done. According to Hodge and Anthony, "structure provides reporting relationships, formal channels of communication, determination of task responsibility, and delegation of decision-making authority." Finally, they suggest that the environment within which the organization finds itself has a major influence on structure. 

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27 Ibid.
V. ANALYSIS OF INTERVIEWS CONDUCTED WITH PARTY OFFICIALS

In this section the researcher discusses and analyzes the responses of party officials. The researcher surveyed the opinions of several party officials in order to obtain their views on problems and solutions to structure of the party and the coordination and communication within the party (See Appendix C). The persons surveyed were the Executive Director, the Associate Director and the Congressional District Chairpersons. Seven of the twelve persons to be surveyed were willing to respond. Before posing the questions to the individuals operational definitions were given of terms that would be used in the questions. The operational definitions included:

Coordination - The process of linking several activities in order to achieve a functioning whole.

Communication - The exchange of information between two or more people in a way that creates understanding.

The following questions were posed to the individuals:

QUESTION 1: Do you see the need for improved coordination of state and local party activities?

There was a consensus among the individuals surveyed that there is a need to improve coordination of state and local party activities. Explanations for the need for improving coordination varied, i.e.:

1. There is a breakdown of communication.
2. Activities occur without several party members knowing about them.

3. The party appears to be functioning in two separate areas. These areas are the state and local.

4. Some people in the state feel the party is only servicing those in metropolitan areas.

5. To continue to be a viable strong party.

QUESTION 2: What are the major problems you encounter in fulfilling your responsibilities as Congressional District Chairperson or Executive Director/Associate Director?

The responses to this question varied because each individual is concerned with a certain geographical area or a specific target area. Responses given were as follows:

1. Getting those who are interested or partly interested to participate in activities.

2. Establishing communication channels between the county organization and the state organization.

3. The lack of organization of the party at different levels.

4. The inability to interact or communicate with members effectively because of political preference differences.

5. Inability to initiate programs because of the lack of feedback from county committees and other county organizations.

QUESTION 3: Do you see the need for increased communication in the following areas:

- composition (including names and addresses of county committees)

- candidates for local elections

- dates and times of county committee meetings

- fundraising activities

- changes in the Charter and By-laws

- dates and times of Standing Committee meetings
The responses to this question were again similar. All seven individuals responded "yes" to the first area. Four indicated that there is a need for increased communication about candidates for local elections. The remaining three responded "no" to this question. Seven responded "yes" to the need to increase communication on dates and times of county committee meetings. Five out of the seven individuals indicated "yes" that there is a need for increased communication on fundraising activities. The remaining two indicated "no". Six individuals responded "yes" that communication should be increased on changes in the Charter and By-laws. One individual responded "no". Two persons responded "yes" that dates and times of Standing committee meetings should involve increased communication. Five responded "no" in this area. Three persons indicated "yes" that there is a need for increased communication in the area of dates and times of State committee meetings. The remaining four responded "no". See Table 1 for a breakdown of the responses to questions.

QUESTION 4: In what ways can communication be increased in the areas you indicated.

Responses also varied to this question. Three individuals suggested overall that an information mailing system would increase communication in all of the areas. One individual responded that a stronger Congressional District committee could increase communication in all the areas indicated. One respondent specifically stated that the state office should monitor files of those counties who fail to have information sent on the composition of county committees; Congressional District Chairpersons should furnish names of candidates for local elections to the state office; county committee chairmen should be responsible for sending the dates and times of county committee meetings directly to the state office; the state party office should render assistance in providing information to the other levels of the party on fundraising activities. The same respondent suggested that Congressional District Chairpersons should be directly responsible for sending notices of changes in the Charter and By-laws of county committees within their jurisdiction and that the county
organization should work more closely with the state office in initiating communication on dates and times of State committee meetings.

Another respondent suggested that the State chairman should thoroughly exercise authority in encouraging county committees to furnish information on composition of committees and dates and times of county committee meetings. If the county committee chairmen fail to do this, the respondent suggested that the State chairman should strip the committee of its power and reorganize the committee in an effort to increase communication. The remaining individual suggested that a Senatorial District committee composed of county committee members from various senatorial districts should be responsible for providing information to various levels of the party in the areas indicated.

QUESTION 5: Do you see any problems that exist with the current organizational structure of the party?

Four individuals indicated "no" that there are no problems with the current organizational structure of the party. The remaining three responded "yes". Two concurred that the authority of the State Chairman should be decreased and the authority of the Executive Committee should be increased. One indicated that the committees should be restructured and a long-range planning committee should be established. Table 2 includes a breakdown of the responses to this question.

QUESTION 6: On a scale of one to five (with five being the highest) how would you assess the priority of improving coordination of party activities among other party officials?

1 - low
2 - moderately low
3 - average
4 - moderately high
5 - high

The responses to this question ranged from 5 (high) to 3 (average). The assessments were as follows:

3, 4, 4, 4, 3, 4, 5.
Table 3 illustrates the frequency of the assessments between the respondents.

QUESTION 7: Do you think there will be any long term impacts if the Democratic Party of Georgia fails to improve the coordination of party activities? If yes, what do you think these impacts will be?

There was a consensus among those surveyed that there will be long term impacts if the Democratic Party of Georgia fails to improve coordination of party activities. All seven individuals indicated that the long term impacts would be a weaker Democratic Party in the State of Georgia. One individual specifically stated that the party would be far less influential in electing candidates to offices, may they be national or state offices.

QUESTION 8: What specific activity would you initiate to improve coordination of party activities?

The responses to this question varied. They were given as follows:

1. Establish a Senatorial District committee to monitor party activities.

2. Given sufficient resources to operate with, set up a system that would give feedback on activities from counties and send out regular mailings on activities.

3. Merge mailing lists of the state office with Congressional District Chairperson's and county committee lists.

4. Have State committees meet more frequently.

5. Involve the Executive Committee more on the day-to-day affairs and activities of the party.

6. Establish a stronger Congressional District committee.

7. Tighten internal administrative functions of the state party office, i.e., establish personnel policies, clarify fringe benefits and organize a volunteer unit.
QUESTION 9: What specific activity would you employ to improve communication about party activities within the Democratic Party of Georgia?

The responses to this question did not vary from the responses to the previous question. All felt that if the activities to improve coordination would be implemented communication would subsequently be improved.

QUESTION 10: What specific activity would you employ to improve the structure of the organization?

The responses varied to this question. They were:

1. Make officials more accountable for their responsibilities.
2. Have the State Convention (the highest authority of the party) meet before the gubernatorial primary.
3. Establish a Senatorial District committee.
4. Increase the authority of the Executive Committee and lessen the authority of the State Chairman.

One individual indicated that he would not employ any activity to improve the structure of the party. Two individuals suggested increasing the authority of the Executive Committee and lessening the authority of the State Chairman.

Questions 11 and 12 were only posed to the Executive Director and the Associate Director because they are more familiar with the day-to-day operation of the party.

QUESTION 11: Do you see the need for a person to implement and maintain a system to improve coordination and communication within the Democratic Party of Georgia? If yes, who do you feel should be responsible for such a system?
The Executive Director and the Associate Director indicated that there is a need for a person to implement and maintain a coordination and communication system. The Executive Director suggested that the Executive Director should be responsible for such a system. The Associate Director also suggested that the Executive Director or his designee should be responsible for the system.

QUESTION 12: Evaluate your attitude on improving coordination of and communication about party activities and explain how such a system could or could not be advantageous for the Democratic Party of Georgia.

The Executive Director indicated that his attitude is favorable on improving coordination and communication within the party. He further explained that such a system is healthy for the political party if it wants to keep up with time and stay abreast of things. The Associate Director indicated that his attitude was one of confidence and that such a system would keep the party on the right track.

The responses received from those surveyed indicate that there is a need to improve coordination and communication of party activities. However, the explanations for improvement in the areas varied. All of the individuals indicated that they encountered problems in fulfilling their responsibilities, however, because each individual is concerned with a different geographical area or a specific target area the explanations of the problems differed. In responding to the specific areas where communication could be increased there was some consensus.

One hundred percent of those interviewed indicated "yes" that communication should be increased on the dates and times of county committee meetings. Seventy-one percent of those interviewed said "yes" that communication on fundraising activities should be increased. Eighty-six percent responded
that changes in the Charter and By-laws should involve more communication. Twenty-nine percent indicated that communication should be increased on dates and times of standing committee meetings. Forty-three percent indicated that communication should be increased on the dates and times of State committee meetings.

These percentages (particularly in the first five areas) further indicate that there is a need to improve communication within the Democratic Party of Georgia. Suggested ways to improve communication in these areas differed. However, forty-three percent suggested an information mailing system could solve the problem. The remaining fifty-seven percent suggested specific ways to increase communication.

When asked whether they saw any problems with the current organizational structure, fifty-seven percent responded "no". One hundred percent indicated that there would be long term impacts if the party failed to improve the coordination of party activities. The long term impacts according to the individuals surveyed would be a weaker party. The specific activities suggested by the respondents on improving coordination, communication and structure varied.

The Executive Director and the Associate Director indicated that there is a need for a person to implement and maintain a system to improve coordination and communication. Both suggested that the Executive Director should be responsible for such a system. In addition, both expressed positive attitudes on improving coordination and communication within the party.
The responses given are of significance to the goals and objectives set forth in this paper. The responses help to identify further organizational problems within the Democratic Party of Georgia. Finally, they provide the researcher a basis to formulate possible solutions to the problems of coordination and communication of party activities.
VI. ORGANIZATIONAL DESIGN FOR THE DEMOCRATIC PARTY OF GEORGIA

The functions of a political party have become so varied over the years. The Democratic Party of Georgia's functions have been changing in response to environmental pressures. Georgia Democratic Party officials are finding that organization is essential in order to manage party activities. The organizational structure of the party is a large one; it encompasses 159 counties. Party officials must manage party activities in these counties. The researcher contends that this large number of counties presents a problem for the party when they attempt to coordinate party activities. The Democratic Party of Georgia should examine methods to improve coordination and communication within the party. This would enhance openness within the party and establish the groundwork for organizational politics in Georgia.

The initial strategy should be concerned with the constitutional framework of the party. The researcher suggests that there should be amendments to the Charter and changes in the by-laws of the Democratic Party of Georgia. This would provide a basis to insure fair representation of all segments of the party and significantly lessen the occurrence of class action suits. The target of the changes should directly address the problems at the local level. Section (2) of the by-laws should reflect a proposal to insure equal participation by all Democrats.
The county committees membership should substantially reflect the percentage of minority registered voters in the county. In determining the method of composition, officials should make every effort to insure that all segments of the population are fairly represented on the county committee. If the percentage of the minority registered voters is unavailable then the minority population percentage from the 1980 census should apply. In many counties a reasonably accurate account of this indicator will not be available because of various circumstances.

In order to insure substantially proportionate representation of all segments of the voting population on the county committee, the committee should be given the right to enlarge themselves. Changes in the charter should also reflect the insurance of fair representation of all segments of the party.

County committees should be given the authority to charter organizations such as the Young Democrats and the Federation of Democratic Women. These organizations should be required to submit their charters and by-laws to the county committees for their approval. If a county committee is not active, the organization should submit the charter and by-laws to the Congressional District Chairpersons. The statewide affiliated organization's Charter and By-laws would be submitted to the state party for review.

The structure of the organization is an instrument which guides the organization toward achieving its goals. Responsibility and authority are components of the structure. It is the researcher's suggestion that the Democratic Party of Georgia
should increase the authority of the Executive Committee and decrease the authority of the State party chairman. This would hopefully strengthen the grassroots control of the party and assure an open participatory process. The executive committee would become more involved with the day-to-day affairs of the party. This would enhance internal control and monitoring of party activities.

The communication network has a dynamic influence on party activities and on the effectiveness of communication. This network must be managed in order to prevent misunderstanding and to maintain organizational effectiveness. It is the researcher's belief that a county coordination division would promote efficiency in the State party office and within the Democratic Party of Georgia. The division would be headed by a county coordinator. The county coordinator would receive compensation established by the Executive Director. The additional staff person would allocate fifty percent of his/her time to assisting and implementing the administrative work of the county coordinator. Figure 3 illustrates the proposed organizational structure.

The county coordinator's work would entail providing communicative and informative liaison to different levels of the organization. The work would involve the initiation and maintenance of communication with the Congressional District Chairpersons, county committees, auxiliary organizations and party members. The work would also include the preparation and presentation of periodic reports on county committees.

Some examples of the county coordinator's work would be:
1) assisting in the determination of policy;
2) serving as an advisory member of the County Coordinating Committee;
3) providing administrative assistance;
4) making recommendations for revision and maintenance of county relations and policies; and
5) conducting special and legislative studies (pertaining to issues that affect Democratic politics in Georgia) and analyze and report on the findings.

The county coordinator should have thorough knowledge of the principles, procedures and techniques of governmental and legislative problems. In addition, the county coordinator should have the ability to establish and maintain effective working relationships with party officials and staff. In order to facilitate objective accomplishments the county coordinator should have the ability to express ideas effectively, orally and in writing. All of the above should be included in the job description of the county coordinator.

The additional staff member would perform work in gathering and reporting data to assist the county coordinator from time to time. Some examples of the work to be performed would be participating in research projects and studies conducted by the county coordinator, and making routine investigations of special problems defined by the county coordinator.

The county coordinator would establish communication channels in order to facilitate accomplishment of party goals. An effective communication network would permit communication up and down the chain of command. In establishing downward communication the county coordinator would provide information to
county committees about the parties policies and procedures and provide feedback to Congressional District Chairpersons about their performance. Channels used for downward communication by the county coordinator should include the chain of command, party manuals (charter and by-laws), the Georgia Democrat (a quarterly publication) and memoranda.

In establishing upward communication the county coordinator could utilize several channels. For example, county committee members and Congressional District Chairpersons could participate more in decision-making, grievance procedures and surveys. Communication networks have a great influence on party processes and an impact on communication effectiveness.

Records have a considerable effect on the control system of the organization. The county coordinator would establish a filing system in order that information will become a permanent part of the organization. This system would eliminate the excessive calling to the counties when an activity has to be implemented.

If an organization is to accomplish its purpose or goals, its members must perform their tasks. State officers, state committee members, Congressional District chairpersons, county committees, party members and the administrative staff all perform different tasks. These tasks should be coordinated with one another. Therefore, the design of an organization and its structure outlines the relationships of these tasks and provides the basis for coordination.
VII. SUMMARY AND RECOMMENDATIONS

The researcher has made an attempt to discuss and analyze the organizational design of the Democratic Party of Georgia. The researcher has focused on the coordination and communication of the party. Among the topics reviewed in the paper were: organizational structure, organizational functions and organizational problems of the party. The concept of span of control and authority relationships were examined in the context of the structure of the Democratic Party of Georgia.

Organizational techniques are becoming of great concern to political parties. Officials of the Democratic Party of Georgia are becoming aware that via new developments in the area of organizational techniques their ability to influence politics can be increased. The researcher has suggested an organizational design that will foster efficiency and promote the coordination and communication of the activities of the Democratic Party of Georgia. An effective coordination and communication network must exist if the party wants to remain a viable force in Georgia politics.

In order to facilitate organizational coordination and communication the researcher recommends the following:

1. Specifically, the researcher recommends in the area of coordination that the party should utilize processes of management.
   a. These should include: planning and forecasting.
b. That the Democratic Party of Georgia should re-examine its current organizational design and adapt a more participative design. The researcher suggests that the party's design should involve participative evaluation of party progress, upward, downward and horizontal communication and cooperative teamwork.

2. Specifically, in the area of communications the researcher recommends that the decision-making process of the party should operate throughout the organization. It should be designed to motivate the implementation of decisions.

3. That the goals of the Democratic Party of Georgia should be accepted overtly. In order to facilitate the accomplishment of goals and enhance widespread participation in the functions of the party.

4. That the Democratic Party of Georgia should adopt and implement the organizational design proposed by the researcher in an effort to improve coordination and communication of party.
APPENDIX A

ORGANIZATIONAL CHART OF THE DEMOCRATIC PARTY OF GEORGIA
APPENDIX A

FIGURE 1

ORGANIZATIONAL CHART OF THE DEMOCRATIC PARTY OF GEORGIA

Executive Committee ——— State Convention ——— State Committee

State Chairman

State Party Office

State Vicechairperson ——— State Secretary ——— State Treasurer ——— State Parliamentarian

GFDW* ——— CDC**

Young Democrats ——— County Committee

*Georgian Federation of Democratic Women
**Congressional District Chairpersons
APPENDIX B

ORGANIZATIONAL CHART OF THE ADMINISTRATIVE OFFICE OF THE DEMOCRATIC PARTY OF GEORGIA
APPENDIX B

FIGURE 2

ORGANIZATIONAL CHART OF THE ADMINISTRATIVE OFFICE
OF THE DEMOCRATIC PARTY OF GEORGIA

- Executive Director
  - Associate Director
    - Secretary
    - Office Manager
    - Additional Staff Member
APPENDIX C

QUESTIONS USED TO SURVEY DEMOCRATIC PARTY OFFICIALS OF GEORGIA
APPENDIX C

QUESTIONS USED TO SURVEY DEMOCRATIC PARTY OF GEORGIA OFFICIALS

Before responding to the following questions please review the operational definitions below:

Coordination: The process of linking several activities in order to achieve a functioning whole.

Communication: The exchange of information between two or more people in a way that creates understanding.

QUESTION 1: Do you see the need for improved coordination of state and local party activities?

YES________________________

NO________________________

If yes, explain:________________________

QUESTION 2: What are the major problems you encounter in fulfilling your responsibilities as Congressional District Chairperson or Executive Director/Associate Director?

________________________

QUESTION 3: Do you see the need for increased communication in the following areas:

composition (including names and addresses) of county committees

candidates for local elections

dates and times of county committee meetings

fundraising activities

COMMENTS:________________________
changes in the Charter and By-laws
 dates and times of Standing Committee meetings
 dates and times of State Committee meetings

QUESTION 4: In what ways can communication be increased in the areas you indicated?


QUESTION 5: Do you see any problems that exist with the current organizational structure of the party?
Yes __________
No __________
If yes, explain: ____________________________________________________________


QUESTION 6: On a scale of one to five (with five being the highest), how would you assess the priority of improving coordination of party activities among other party officials?


QUESTION 7: Do you think there will be any long term impacts if the Democratic Party of Georgia fails to improve the coordination of party activities? If yes, what do you think these impacts will be?
QUESTION 8: What specific activity would you initiate to improve coordination of party activities?

QUESTION 9: What specific activity would you employ to improve communication about party activities within the Democratic Party of Georgia?

QUESTION 10: What specific activity would you employ to improve the structure of the organization?

QUESTION 11: Do you see the need for a person to implement and maintain a system to improve coordination and communication within the Democratic Party of Georgia? If yes, who do you feel should be responsible for such a system?

QUESTION 12: Evaluate your attitude on improving coordination of and communication about party activities and explain how such a system could or could not be advantageous for the Democratic Party of Georgia.
APPENDIX D

TABLE I
### APPENDIX D

#### TABLE I

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TABLE III
## APPENDIX F

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APPENDIX G

PROPOSED ORGANIZATIONAL CHART FOR
THE ADMINISTRATIVE OFFICE OF
THE DEMOCRATIC PARTY OF GEORGIA
APPENDIX G

FIGURE 3

PROPOSED ORGANIZATIONAL CHART FOR
THE ADMINISTRATIVE OFFICE OF
THE DEMOCRATIC PARTY OF GEORGIA

[Diagram of organizational chart]

Executive Director

Associate Director

Secretary

Office Manager

Additional Staff Member

County Coordinator


