

***STATE OF LOUISIANA
LEGISLATIVE AUDITOR***

**Department of Agriculture and Forestry:
Analysis of Program Authority
and
Performance Data**

July 1997



Performance Audit Division

***Daniel G. Kyle, Ph.D., CPA, CFE
Legislative Auditor***

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Daniel G. Kyle, Ph.D., CPA, CFE

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July 1997



**Performance Audit
Office of Legislative Auditor
State of Louisiana**

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Legislative Auditor**

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OFFICE OF
LEGISLATIVE AUDITOR
STATE OF LOUISIANA
BATON ROUGE, LOUISIANA 70804-9397

DANIEL G. KYLE, PH.D., CPA, CFE
LEGISLATIVE AUDITOR

1600 NORTH THIRD STREET
POST OFFICE BOX 94397
TELEPHONE: (504) 339-3800
FACSIMILE: (504) 339-3870

July 2, 1997

The Honorable Randy L. Ewing,
President of the Senate
The Honorable H. B. "Hunt" Downer, Jr.,
Speaker of the House of Representatives
and
Members of the Legislative Audit Advisory Council

Dear Legislators:

This report gives the results of our performance audit of the *Analysis of Program Authority and Performance Data of the Department of Agriculture and Forestry* and its related boards and commissions. The audit was conducted under provisions of Title 24 of the Louisiana Revised Statutes of 1950, as amended. In addition, this audit is one step toward meeting requirements of the Louisiana Performance Audit Program (Louisiana Revised Statute 24:522).

The report represents our findings, conclusions, and recommendations. We have also identified matters for legislative consideration. Appendix D contains the Department of Agriculture and Forestry's response. Appendix E contains the Office of Planning and Budget's response. I trust that this report will be of use to you in your legislative decision-making process.

Sincerely,

A handwritten signature in cursive script that reads "Daniel G. Kyle".

Daniel G. Kyle, CPA, CFE
Legislative Auditor

DGK/jl

(AGRICULTURE AND FORESTRY)



Office of Legislative Auditor

Executive Summary

Department of Agriculture and Forestry: Analysis of Program Authority and Performance Data

For fiscal year 1996-97, the Department of Agriculture and Forestry was appropriated more than \$58.5 million to oversee activities related to the state's agricultural industry. Our performance audit of that department found:

- ◆ Several functions have been added to the Department of Agriculture and Forestry over the years, but the department's missions have not been updated.
- ◆ There are 11 commodity promotional and research boards under the department's jurisdiction. In some instances, two or more boards promote, research, or oversee a single commodity.
- ◆ Currently, state law requires the Department of Agriculture and Forestry to perform several functions that were one-time events, but are no longer needed. State law also provides for one-time allocations that are no longer in effect from the department to specific entities.
- ◆ The Department of Agriculture and Forestry currently does not engage in formal strategic planning. Without a strategic plan, the department may or may not adequately formulate missions, goals, objectives, and performance indicators. Furthermore, the department does not use *Manageware*, or any other formal criteria, in developing its missions, goals, objectives, and performance indicators.

Audit Objectives

The Office of the Legislative Auditor conducted this performance audit of the Department of Agriculture and Forestry's executive budget program information in response to certain requirements of Act 1100 of 1995. This report is one of a series of reports on all major executive branch departments addressing the following objectives:

- ♦ Determine if the department's missions and goals as reported in the fiscal year 1996-97 executive budget are consistent with legislative intent and legal authority
- ♦ Determine if the department's missions, goals, objectives, and performance indicators as reported in the fiscal year 1996-97 executive budget are consistent with established criteria
- ♦ Determine if the department's objectives and performance indicators as reported in the fiscal year 1996-97 executive budget collectively provide useful information for decision-making purposes
- ♦ Identify any programs, functions, and activities within the department that appear to be overlapping, duplicative, or outmoded

Department Overview

Article IV, Section 10 of the state constitution created the Department of Agriculture and Forestry. This article authorizes the commissioner of agriculture to promote, protect, and advance agriculture. The Department of Agriculture and Forestry is composed of seven offices that administer 85 functions. For fiscal year 1996-97, the department was appropriated over \$58 million and 799 positions.

Each program in the executive budget represents an office of the department. All of the offices are authorized by state law. However, there are some functions performed by the department that are not statutorily authorized. For example, the Food Commodities Program within the Office of Management and Finance has no statutory basis. A 1985 Executive Order moved the program from the Department of Education to the Department of Agriculture and Forestry. However, this executive order has expired.

Some offices of the department have taken on responsibilities that are not expressly provided for in the law that authorizes that office's functions. For example, Louisiana Revised Statute 36:628(D) authorizes the Office of Agro-Consumer Services to perform functions related to ensuring quality agriculture products for consumers. However, this office also monitors scanners in retail stores and taxicab meters.

In addition, there are 31 boards and commissions under the department. In some cases, two or more boards perform functions related to the same commodity and may overlap. In addition, some boards and commissions perform functions similar to department functions. These functions could possibly be absorbed by the department.

Matters for Legislative Consideration

- 2.1 The legislature may wish to consider adopting legislation placing the Food Commodities Program within the Department of Agriculture and Forestry if it wishes this function to continue within that department.**
- 2.2 If the legislature wishes the Department of Agriculture and Forestry to continue to monitor such items as scanners and taxicab meters, then it may wish to amend Louisiana Revised Statute 36:628(D). Specifically, the amendment should include all consumer products and services, not just agricultural products, in the functions of the Office of Agro-Consumer Services.**
- 2.3 The legislature may wish to consider legislation that eliminates the following outdated requirements for the Department of Agriculture and Forestry from state law:**

Matters for Legislative Consideration (Cont.)

- a. **Requirement that the commissioner keep a register of state land (R.S. 3:7)**
 - b. **Weather Modification Program (Louisiana Revised Statute 3:15)**
 - c. **Budget allocations to various entities in Louisiana Revised Statute 3:14**
- 2.4 **The legislature may wish to consider eliminating or combining some of the promotional boards under the authority of the Department of Agriculture and Forestry. Certain board functions may be absorbed by the Department of Agriculture and Forestry. Combining or eliminating some of the boards would save per diems, travel and administrative costs, and save customers from paying two assessments for similar services.**

Analysis of Performance Data

The department does not have a comprehensive strategic plan that coordinates its various programs. Such a plan would help the department to develop goals, objectives, and performance indicators that are useful and informative.

In our review of the department's performance data, we found that all offices within the department have mission statements. However, two offices did not have goals. Goals are important because they provide a general end result toward which the department's efforts are directed.

For most offices, the objectives are not timebound or measurable. As a result, the objectives do not show the targets toward which the department is striving.

Objectives for the Office of Soil and Water Conservation, however, did meet all of the established criteria. The objectives and performance indicators collectively provide useful information for many reasons. These data show the outcome of department operations. Furthermore, these data measure the department's progress toward achieving established goals.

Recommendation

- 3.1 The Department of Agriculture and Forestry should work with the Office of Planning and Budget to develop a formal strategic plan. During this process, the department should update its overall mission and each office's mission to reflect current operations. At the same time, the department should develop goals, objectives, and relevant performance indicators for its programs. Once these items are complete, the department should regularly review and update its strategic plan.**

Chapter One: Introduction

Audit Initiation and Objectives

The Office of the Legislative Auditor conducted this performance audit of the Department of Agriculture and Forestry's (LDAF) executive budget program information in response to certain requirements of Act 1100 of 1995. This act amended the state audit law Louisiana Revised Statute (R.S.) 24:511, *et seq.* and created the Louisiana Performance Audit Program. Although the legislative auditor has been conducting performance audits since 1987, R.S. 4:522 formalizes an overall performance audit program for the state. In addition to finding solutions to present fiscal problems, the legislature created the Performance Audit Program to identify and plan for the state's long-term needs.

This report is one of a series of reports on all major executive branch departments addressing the following objectives:

- ♦ Determine if the department's missions and goals as reported in the fiscal year 1996-97 executive budget are consistent with legislative intent and legal authority
- ♦ Determine if the department's missions, goals, objectives, and performance indicators as reported in the fiscal year 1996-97 executive budget are consistent with established criteria
- ♦ Determine if the department's objectives and performance indicators as reported in the fiscal year 1996-97 executive budget collectively provide useful information for decision-making purposes
- ♦ Identify any programs, functions, and activities within the department that appear to be overlapping, duplicative, or outmoded

**Report
Conclusions**

For fiscal year 1996-97, LDAF was appropriated more than \$58 million to oversee the state's agricultural and forestry activities. The overall mission for LDAF currently does not include the forestry function. The Office of Forestry was placed under the department approximately 10 years ago, but the department's mission has not been updated to include this function. Other functions have been added to the department over time, but the related office missions have not been modified. Some missions and goals of the department's offices are not consistent with state law.

The department administers 11 commodity promotion and research boards. For certain commodities, two or more boards exist to promote, regulate, or research a single product. These boards could be performing duplicative or overlapping functions. In addition, some boards are inactive and may soon be abolished.

LDAF does not engage in any type of formal strategic planning. Furthermore, the department does not use any formal criteria to establish its missions, goals, objectives, and performance indicators.

Some programs' performance data met most of the established criteria, while other programs' performance data need improvement. All but two office's missions met the established criteria. Two of the seven offices did not have goals listed in the executive budget. The biggest weaknesses were noted with the objectives and performance indicators. In some cases, performance indicators are given with no related objectives. In addition, few objectives are timebound or measurable.

Louisiana Performance Audit Program

R.S. 24:522 requires the legislative auditor to annually make recommendations to the legislature relative to the programs and services that the various state agencies provide. R.S. 24:522(B) defines “state agency” for purposes of the Louisiana Performance Audit Program. This definition includes any state agency, office, department, board, commission, institution, division, committee, program, or legal entity within the legislative, executive, or judicial branch of state government. The definition also includes institutions of higher education. The requirements of R.S. 24:522 do not apply to agencies, governing bodies, or offices of any local government or political subdivision of the state.

Our initial efforts under R.S. 24:522 resulted in a July 1996 report that examined the performance and progress of Louisiana state government. That report followed up on all recommendations made in performance audits and staff studies issued by the legislative auditor during the previous three years. In that report, we tracked the progress of agencies in implementing recommendations contained in the performance studies and identified related legislation. We also identified a number of problem areas in state government including inadequate oversight and inadequate planning.

As part of our continuing efforts to meet the requirements of R.S. 24:522, we have issued this report that examines the legal authority for the department’s programs and services. This report also examines the program information contained in the fiscal year 1996-97 executive budget and builds on the need for better planning. Similar performance audit reports are to be issued on all other executive branch departments.

Program Budgeting and Strategic Planning Focus on Outcomes

R.S. 39:43(A) required the state to adopt a program budgeting system beginning in fiscal year 1988-89. R.S. 39:36 requires the executive budget to be in a format that clearly presents and highlights the programs operated by state government. According to *Manageware*, a publication of the Division of Administration’s Office of Planning and Budget (OPB), program budgeting is a budget system that focuses on program objectives, achievements, and cost-effectiveness. *Manageware* also states that program budgeting is concerned with outcomes or results rather than with individual items of expenditure.

Program budgeting includes the development of missions, goals, objectives, and performance indicators. These factors are components of the strategic planning process. Strategic planning is a process that sets goals for the future and strategies for achieving those goals, with an emphasis on how best to use resources.

Exhibit 1-1 below shows how missions, goals, objectives, and performance indicators relate to each other. As can be seen in this exhibit, the mission is the base from which goals are derived. Objectives flow from the goals and performance indicators flow from the objectives.

Exhibit 1-1

Major Components of the Strategic Planning Process



Source: Prepared by legislative auditor's staff using a similar diagram in *Manageware*.

Manageware defines the terms in Exhibit 1-1 as follows:

- ♦ **Mission:** a broad, comprehensive statement of the organization's purpose. The mission identifies what the organization does and for whom it does it.
- ♦ **Goals:** the general end purposes toward which effort is directed. Goals show where the organization is going.
- ♦ **Objectives:** specific and measurable targets for accomplishment. Objectives include a degree or type of change and a timetable for accomplishment.
- ♦ **Performance Indicators:** the tools used to measure the performance of policies, programs, and plans.

According to *Manageware*, there are five types of performance indicators:

1. **Input indicators** measure resource allocation and demand for services. Examples of input indicators are budget allocations and number of full-time equivalent employees.
2. **Output indicators** measure the amount of products or services provided or the number of customers served. Examples of output indicators include the number of students enrolled in an adult education course, the number of vaccinations given to children, and the number of miles of roads resurfaced.
3. **Outcome indicators** measure results and assess program impact and effectiveness. Examples of outcome indicators are the number of persons able to read and write after completing an adult education course and the change in the highway death rate. Outcome indicators are the most important performance measures because they show whether or not expected results are being achieved.
4. **Efficiency indicators** measure productivity and cost-effectiveness. They reflect the cost of providing services or achieving results. Examples of efficiency indicators include the cost per student enrolled in an adult education course, the bed occupancy rate at a

hospital, and the average processing time for environmental permit applications.

5. **Quality indicators** measure effectiveness in meeting the expectations of customers, stakeholders, and other groups. Examples of quality indicators include the number of defect-free reports compared to the number of reports produced, the accreditation of institutions or programs, and the number of customer complaints filed.

Manageware also points out the benefits of program budgeting. According to *Manageware*, program budgeting streamlines the budget process. *Manageware* also says that program budgeting supports quality management by allowing managers more budgetary flexibility while maintaining accountability for the outcomes of programs. Since budget appropriations are made at the program level, program managers can more easily shift funds from one expenditure category to another to cover unanticipated needs, according to *Manageware*.

The need for accountability in government operations is gaining recognition both domestically and internationally. According to a recent report issued by the United States General Accounting Office, the federal government is currently implementing the Government Performance and Results Act of 1993. This act requires agencies to set goals, measure performance, and report on their accomplishments. The report also cites several states including Florida, Oregon, Minnesota, Texas, and Virginia and foreign governments such as Australia, Canada, New Zealand, and the United Kingdom that are also pursuing management reform initiatives and becoming more results-oriented.

In Louisiana, the 1996-97 general appropriation bill and resulting act included program descriptions for the first time. Based on recent information from the House Appropriations Committee, the fiscal year 1997-98 general appropriation bill will also include performance indicators. For fiscal year 1997-98, this information will be presented for informational purposes only. However, in the future, it will serve as a starting point for the full implementation of performance based budgeting.

**Executive Budget
Is Basis
for General
Appropriation
Act**

Article VII, Section 11(A) of the Louisiana Constitution requires the governor to submit a budget estimate to the legislature that sets forth the state expenditures for the ensuing fiscal year. This budget estimate, the executive budget,¹ must include recommendations for appropriations from the state general fund, dedicated funds, or any other funds that are subject to legislative approval.

R.S. 39:36 requires the executive budget to be configured in a format that clearly presents and highlights the programs operated by state government. This statute also requires the executive budget to include:

- (1) an outline of the agency's programmatic structure, which should include an itemization of all programs with a clear description of the objectives of each program;
- (2) a description of the activities that are intended to accomplish each objective; and
- (3) clearly defined indicators of the quantity and quality of performance of these activities.

OPB develops the executive budget based on voluminous material contained in various documents prepared by the departments as part of their budget requests. The budget request packages are made up of six separate components, which are listed in Exhibit 1-2 on the following page. These packages contains both financial and program information.

¹ The governor also submits a capital outlay budget. However, the scope of this audit includes only the executive budget.

Exhibit 1-2**Six Components of the Total Budget Request**

- **Operational Plan**
- **Existing Operating Budget**
- **Continuation Budget Forms**
- **Technical/Other Adjustment Package**
- **New or Expanded Service Request**
- **Total Request Summary**

Source: Prepared by legislative auditor's staff using *Manageware*.

Operational plans describe the various programs within state agencies. They also give program missions, goals, objectives, and performance indicators.

Existing operating budgets describe the initial operating budgets as adjusted for actions taken by the Joint Legislative Committee on the Budget, the Interim Emergency Board, the legislature, and/or the governor.

Continuation budgets describe the level of funding for each budget unit that reflects the resources necessary to carry on all existing programs and functions at the current level of service in the ensuing fiscal year. These budget components include any adjustments necessary due to the increased cost of services or materials as a result of inflation and increased work load requirements resulting from demographic or other changes. Continuation budgets contain program information.

Technical/other adjustment packages allow for the transfer of programs or functions from certain agencies or departments to other agencies or departments. However, total overall revenues and expenditures cannot be increased. The technical/other adjustment packages also contain program information.

New or expanded service requests are designed to provide information about the cost of new and/or expanded

services that departments will provide. These service changes can come about as a result of regulation or procedural changes that are/were controlled by the agency or by the addition of services that were not previously provided. The new or expanded service requests also contain program information.

Finally, the **total request summaries** provide a cross-check of the total budget request document. These forms are designed to provide summaries of all the requested adjustments made to arrive at the total budget requests.

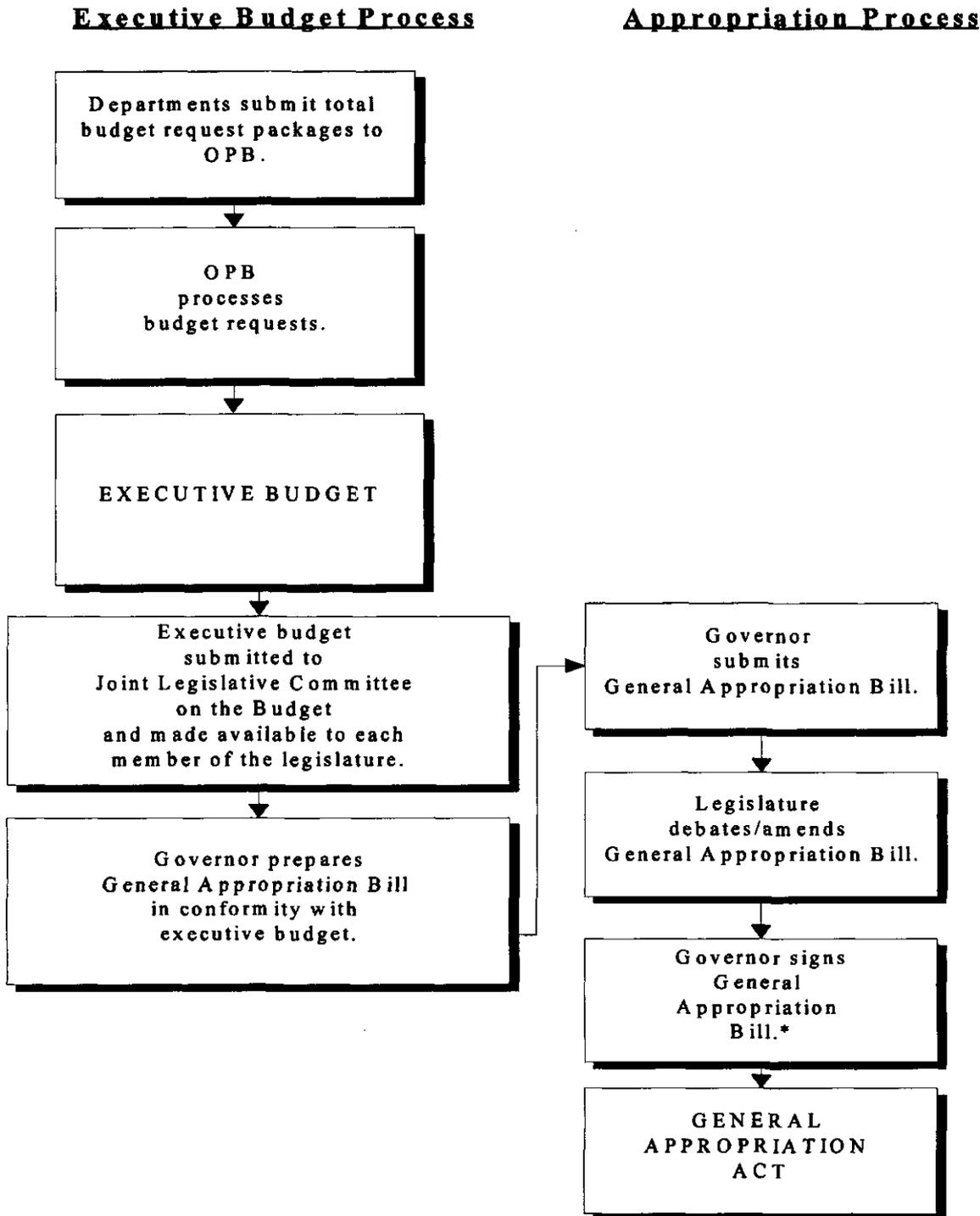
For the 1996-97 fiscal year, OPB prepared and published several volumes of a two-part executive budget using the departments' budget request packages. One part of the executive budget contained financial information, and the other part contained program information. The program information included program descriptions, missions, goals, objectives, and performance indicators related to the services and products of each department resulting from spending state revenues.

According to R.S. 39:37, the governor must submit the executive budget to the legislature. The governor must make a copy of the executive budget available to each member of the legislature. In addition, a copy is submitted to the Joint Legislative Committee on the Budget. The constitution requires that the governor then submit a general appropriation bill for proposed ordinary operating expenditures in conformity with the executive budget document that was submitted to the legislature.

The general appropriation bill moves through the legislature similar to any other bill. The Appropriations Committee in the House of Representatives initially hears the bill and then it moves to the Senate Finance Committee. Both the House and Senate may amend the bill. The bill is voted upon in its final form by the full membership of both chambers. OPB monitors any amendments the legislature makes to the bill and reports these changes to the state departments. After the general appropriation bill passes the legislature, it is forwarded to the governor. Once the governor signs the bill, it becomes law in the form of the General Appropriation Act. The state constitution, however, allows the governor to veto any line item in the appropriation bill. A veto can be overridden by a two-thirds vote of the legislature. Exhibit 1-3 below illustrates the executive budget and appropriation processes.

Exhibit 1-3

Executive Budget and Appropriation Processes



* The governor has line-item veto power.

Source: Prepared by legislative auditor's staff using the state constitution, state law, and *Manageware*.

Scope and Methodology

Overview. This performance audit of the Department of Agriculture and Forestry's program information was conducted under the provisions of Title 24 of the Louisiana Revised Statutes of 1950, as amended. All performance audits are conducted in accordance with generally accepted governmental auditing standards as promulgated by the Comptroller General of the United States. Work on this audit began in August 1996.

This section provides a summary of the methodology used in this audit. Based on planning meetings held by legislative audit staff, we formulated audit objectives that would address issues specific to the program information contained in the executive budget. The audit focused on the fiscal year 1996-97 executive budget program information.

References Used. To familiarize ourselves with performance measurement, program budgeting, and accountability concepts, we reviewed various publications including the following:

- ♦ *Manageware* published by the Office of Planning and Budget (1990 and 1996 editions)
- ♦ *Service Efforts and Accomplishments Reporting: An Overview* published by the Governmental Accounting Standards Board (GASB) (1990)
- ♦ *Executive Guide: Effectively Implementing the Government Performance and Results Act* published by the U.S. General Accounting Office (June 1996)
- ♦ Various reports by the Canadian Comprehensive Auditing Foundation
- ♦ Reports from various other states that have implemented program budgeting and strategic planning

These publications are listed in detail in Appendix A. We also conducted interviews with personnel of the Urban Institute, the federal Office of Management and Budget (OMB), and GASB. These individuals represent both the theoretical and practical sides of current performance measurement and accountability efforts.

To gain an understanding of the state's budget process, we reviewed state laws regarding program budgeting. In addition, we interviewed staff of OPB and LDAF regarding their budget processes.

Legal Basis for Missions and Goals. We searched state and federal laws to determine whether there was legal authority for missions and goals of the department and its programs. We also reviewed applicable laws to determine legislative intent related to the creation of the department and the functions that the department and its programs are intended to perform. In addition, we reviewed and organized data obtained from the department on its structure, functions, and programs. We also interviewed key department personnel about these issues. We included within the scope of our detailed audit work all related boards, commissions, and like entities that requested funding in the executive budget. We also prepared a listing, which is contained in Appendix B, of all related boards, commissions, and like entities, regardless of whether they requested funding.

Comparison of Program Information to Criteria. We developed criteria against which to compare the department's missions, goals, objectives, and performance indicators as reported in the fiscal year 1996-97 executive budget. To help develop these criteria, we gathered information from GASB, OMB, the Urban Institute, and *Manageware*. During our criteria development process, we obtained ongoing input from GASB, OMB, and the Urban Institute. We also obtained concurrence from GASB on our final established criteria. We then compared the missions, goals, objectives, and performance indicators to the established criteria.

In addition, we evaluated the objectives and performance indicators to determine if they collectively provide useful information to decision-makers. When deficiencies or other problems were identified, we discussed them with appropriate personnel of the department and OPB. We did not assess the validity or reliability of the performance indicators.

Although other documents contain program information on the department, we only examined the missions, goals, objectives, and performance indicators contained in the executive budget. This decision was made because the executive budget is the culmination of OPB's review and refinement of the budget request components. This is also the document presented to the legislature as the governor's request for funding.

Potential Overlapping, Duplicative, or Outmoded Areas. Finally, we reviewed the program descriptions and legal authority for the department's programs and related boards, commissions, and like entities to identify areas that appeared to be overlapping, duplicative, or outmoded. We defined these terms as follows:

- ◆ **Overlapping:** instances where two or more programs appear to perform different activities or functions for the same or similar purposes
- ◆ **Duplicative:** instances where two or more programs appear to conduct identical activities or functions for the same or similar purposes
- ◆ **Outmoded:** those programs, activities, or functions that appear to be outdated or are no longer needed

We did not conduct detailed audit work on the areas we identified as potentially overlapping, duplicative, or outmoded. We only identified them for further review at another time.

Areas for Further Study

During this audit, we identified the following areas that require further study:

- ◆ As previously mentioned, assessing the validity and reliability of performance indicators was not within the scope of this audit. However, if the legislature intends to include performance indicators in future appropriation bills and acts, validity and reliability become increasingly important. Consequently, in the future, the legislature may wish to direct a study of the validity and reliability of performance indicators included in the executive budget.

- ♦ The programs, functions, and activities that appear to be overlapping, duplicative, or outmoded should be assessed in detail to determine whether they are truly overlapping, duplicative, or outmoded. Once these assessments are completed, the legislature may decide whether any of these programs, functions, and activities should be altered, expanded, or eliminated.
- ♦ The availability of management information systems that can readily integrate data from a variety of sources is essential to a successful program budgeting system. Capturing accurate and meaningful performance data is important because of the increased emphasis the legislature is placing on program information. Therefore, the capabilities of the department's management information system as related to program information should be addressed in the near future.
- ♦ The department, through the Office of Soil and Water Conservation, engages in cooperative agreements with other state and federal agencies to perform certain functions related to coastal vegetation and solid waste management. Similar responsibilities are assigned to the Department of Natural Resources and the Department of Environmental Quality. Additional study is needed to determine if any overlap or duplication exists between these departments.

Report Organization

The remainder of this report is divided into the following chapters and appendixes:

- ♦ **Chapter Two** describes LDAF. This chapter gives the legal authority for the department and its programs as well as other information that describes the department and related boards and commissions. This chapter also compares the missions and goals of the department as reported in the fiscal year 1996-97

executive budget to their legal authority. In addition, this chapter discusses programs, functions, and activities within the department that appear to be overlapping, duplicative, or outmoded.

- ♦ **Chapter Three** gives the results of our comparison of the department's missions, goals, objectives, and performance indicators as reported in the fiscal year 1996-97 executive budget to established criteria. In addition, this chapter discusses whether the objectives and performance indicators collectively provide useful information for decision-making purposes.
- ♦ **Appendix A** is a list of references used for this audit.
- ♦ **Appendix B** is a listing of all boards and commissions related to the department.
- ♦ **Appendix C** is the number of employees by type of position for fiscal year 1996-97.
- ♦ **Appendix D** is the Department of Agriculture and Forestry's response.
- ♦ **Appendix E** is the Office of Planning and Budget's response.

Chapter Two: Department Overview

Chapter Conclusions

LDAF is primarily responsible for overseeing activities related to the state's agricultural industry. Over the years, several functions have been added to the department, but the department's missions have not been updated to include these functions. For example, Act 581 of the 1986 Regular Legislative Session added the Office of Forestry to the Department of Agriculture. However, the department's mission statement in the executive budget has not been updated to include the forestry function. In addition, an executive order added the Food Commodities Program to the Office of Management and Finance, but that office's mission does not reflect this addition. Furthermore, the executive order making this move has since expired.

LDAF has 11 commodity promotional boards under its jurisdiction. These promotional boards are administered as separate entities. In some instances, two or more boards exist that promote, research, or oversee a single commodity.

Currently, state law requires LDAF to perform several functions for specific purposes, but these functions are no longer needed. State law also provides for one-time allocations from the department to specific entities.

Some offices are performing functions that are not expressly provided for in the section of state law that establishes the purposes of these offices. In addition, the missions of these offices have not been updated to include these functions.

**Department
Oversees State
Agricultural
and Forestry
Activities**

Article IV, Section 10 of the state constitution created LDAF. This article authorizes the commissioner of agriculture to promote, protect, and advance agriculture. The constitution excludes research and educational functions expressly allocated by the constitution or by law to other state agencies.

The commissioner directs the department and is responsible for adopting all rules and regulations implementing laws related to agriculture and forestry. Each office within the department is directed by an assistant commissioner. In addition to the office that is domiciled in Baton Rouge, LDAF has regional locations throughout the state.

LDAF is composed of seven offices that administer 85 functions. In addition, the department operates auxiliary programs. According to Act 1217 of the 1995 Regular Legislative Session, auxiliary programs conduct business enterprises, auxiliary service, and interagency service. For fiscal year 1996-97, the department was appropriated over \$58 million. Exhibit 2-1 on the following page shows the department's expenditures for fiscal year 1995-96, its requested expenditures for fiscal year 1996-97, and appropriated amounts for fiscal year 1996-97.

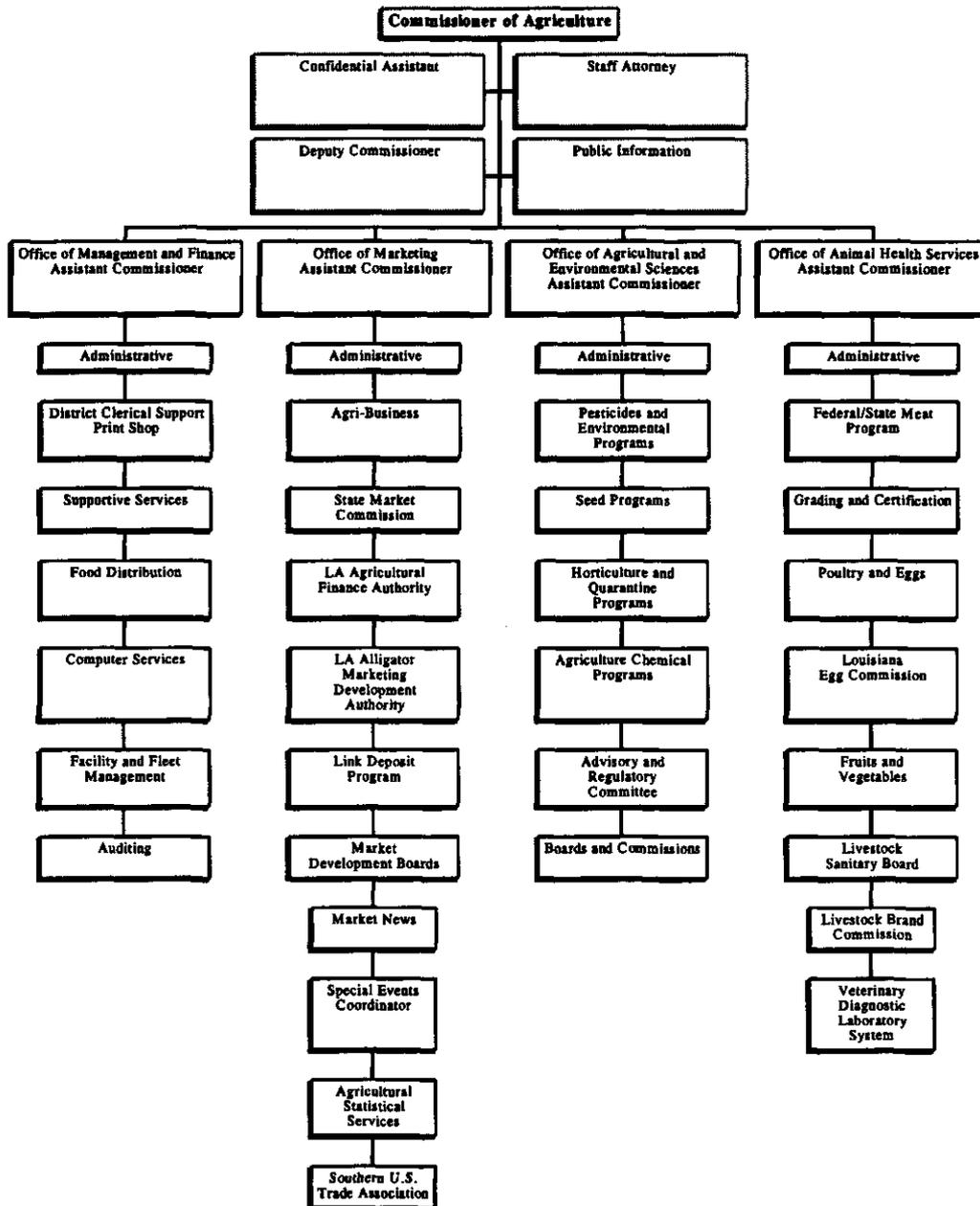
Exhibit 2-2 on pages 20-21 is an organization chart of the department. Exhibit 2-3 on page 22 lists the number of authorized positions in each office within the department. For fiscal year 1996-97, the department has 799 authorized positions. In addition, Appendix C contains a breakdown of the number of employees by office and type of position.

Exhibit 2-1
Department of Agriculture and Forestry
Expenditure, Budget, and Appropriation Data

Office	Actual 1995-96	Requested 1996-97	Appropriated 1996-97
Management and Finance	\$15,506,000	\$14,380,788	\$13,529,905
Marketing	1,622,000	1,655,080	2,012,357
Agricultural and Environmental Sciences	6,282,000	6,532,336	6,752,008
Animal Health Services	8,677,000	9,355,529	9,690,592
Agro-Consumer Services	2,242,000	2,471,382	2,562,715
Forestry	11,724,000	11,958,751	12,395,203
Soil and Water Conservation	2,003,000	2,175,900	2,185,352
Auxiliary Program	1,725,000	9,436,345	9,436,345
Total	\$49,781,000	\$57,966,111	\$58,564,477

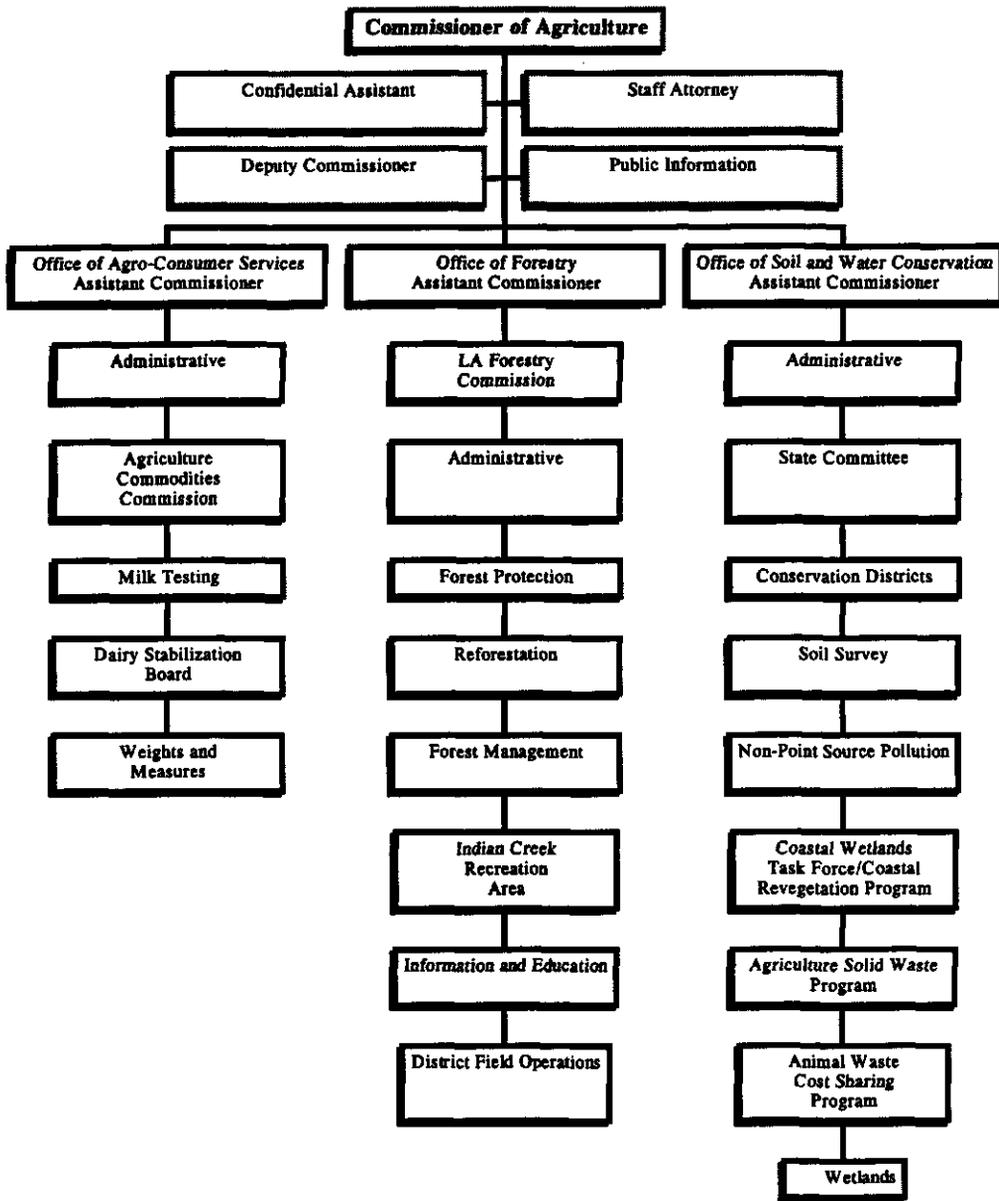
Source: Prepared by legislative auditor's staff using data obtained from the 1996-97 Executive Budget, the 1996-97 General Fund Appropriations Executive Summary, and the Comprehensive Annual Financial Report for the year ending June 30, 1996.

Exhibit 2-2
Department of Agriculture and Forestry
Organization Chart
Offices of Management and Finance, Marketing, Agricultural
and Environmental Sciences, and Animal Health Services Only
As of September 9, 1996



Source: Prepared by legislative auditor's staff using information provided by the Department of Agriculture and Forestry.

Exhibit 2-2
Department of Agriculture and Forestry
Organization Chart
Offices of Agro-Consumer Services, Forestry,
and Soil and Water Conservation Only
As of September 9, 1996



Source: Prepared by legislative auditor's staff using information provided by the Department of Agriculture and Forestry.

Exhibit 2-3

**Department of Agriculture and Forestry
Authorized Positions by Office
Fiscal Year 1996-97**

Office	Number
Management and Finance	121
Marketing	23
Agricultural and Environmental Sciences	126
Animal Health Services	196
Agro-Consumer Services	52
Forestry	271
Soil and Water Conservation	10
Total	799

Source: Prepared by legislative auditor's staff using information obtained from the Department of Agriculture and Forestry.

**Missions
Not Updated
to Include
New Programs**

The mission statements of the department have not been updated even though the department has performed some functions as long as 10 years. In addition, there is no clear legal authority for the department to operate some functions.

The overall mission statement for LDAF listed in the 1996-97 executive budget is parallel to its constitutional provision. The mission is to exercise all functions of the state relating to the promotion, protection, and advancement of agriculture. As required by the constitution, the mission does not include research and educational functions allocated to other state agencies. Furthermore, the mission statement does not include the department's forestry functions.

According to department officials, the mission statement for the department has not changed for many years. Act 581 of the 1986 Regular Legislative Session added the Office of Forestry to the Department of Agriculture. However, the mission statement in the executive budget has not been updated to include this component.

The department carries out its mission through its seven offices. A discussion of each office and its mission and goal follows.

Office of Management and Finance

The mission of the Office of Management and Finance is consistent with state law. However, there was no goal for this program in the executive budget. The Office of Management and Finance includes eight operations. These operations are administrative, district clerical services, print shop, supportive services, computer services, facility and fleet management, auditing, and the Food Commodities program.

R.S. 36:626 gives responsibility to the assistant commissioner for management and finance for accounting and budget control, procurement and contract management, management and program analysis, data processing, personnel management, and grants management for the department.

Office of Management and Finance

Mission	The mission of the Office of Management and Finance is to provide the leadership and staff support for planning, production, completion and evaluation of all activities of the Department of Agriculture and Forestry. This program serves as a central manager for revenue, purchasing, payroll, and computer functions. It is also responsible for budget preparation, management of the department's funds, and distribution of food commodities donated by the United States Department of Agriculture (USDA).
Goal	No Goal

The Food Commodities Program is not included in the legal authority for this office or in the office's mission. The program encompasses the School Lunch program and the Needy Family Program. According to the assistant commissioner for management and finance, this program was formerly within the Department of Education, but was transferred to LDAF by executive order.

Executive Order EWE 85-35, dated July 9, 1985, moved the Food Commodities program from the Department of Education to LDAF. According to R.S. 49:215(C), executive orders terminate 60 days following adjournment of the regular legislative session that follows the issuing governor's leaving office. As a result, there is no legal basis for the Food Commodities Program to be in the department.

Office of Marketing

The mission and the goal of the Marketing Program, as listed in the executive budget, are consistent with state law. R.S. 36:628(B) authorizes the Office of Marketing to oversee programs for the development and growth of markets for Louisiana agricultural products. The executive budget does not specifically identify the mission statement for the Office of Marketing.

Office of Marketing	
Mission	The program operates financial, informational, promotional and market development activities.
Goal	To promote the development and growth of markets for the Louisiana food, agriculture, and forest product industries.

This office performs functions that primarily deal with the state's agri-business, market development for various state agricultural products, and trade associations. Market development includes providing loans, loan guarantees, and linked deposits to individuals involved in agri-business. In addition, the Market News Service collects and disseminates price and market information on livestock, poultry and eggs, rice, grains, sweet potatoes, and fruits and vegetables. This office also performs administrative services for 11 commodity boards.

Furthermore, the Office of Marketing administers the farm youth loan program, as required by law. In the executive budget, the farm youth loan program is shown in two places. The loan program's performance data is shown under the Office of Marketing. The loan program is also included in the department's Auxiliary program.

Office of Agricultural and Environmental Sciences

The mission and goal of the Office of Agricultural and Environmental Sciences are consistent with state law. However, this office performs some functions that are not included in the mission or provided for in state law.

Office of Agricultural and Environmental Sciences	
Mission	The program conducts many activities to sample and inspect purchased seed, fertilizers, and pesticides; enforce material quality requirements; and assist farmers to properly apply them for maximum economy and safety.
Goal	This program exists to ensure that Louisiana farmers receive sound quality ingredients for the production of food and fiber in an environmentally safe manner.

According to R.S. 36:628(C), the Office of Agricultural and Environmental Sciences performs technical services and laboratory functions for Louisiana farmers. Currently, this office administers four functions. These functions include:

- ♦ Insuring the proper application of pesticides
- ♦ Regulating the seed industry
- ♦ Licensing plant nurseries and eradicating Africanized honey bees
- ♦ Regulating the quality of livestock feed and dog and cat food

The fourth function of this office does not directly relate to the mission because the quality of dog and cat food are excluded from the mission. Furthermore, state law does not provide for regulating the quality of dog and cat food within this office.

In addition, this office provides administrative support to various advisory and regulatory commissions. These commissions are:

- ♦ Advisory Commission on Pesticides
- ♦ Structural Pest Control Commission
- ♦ Horticulture Commission
- ♦ Seed Commission
- ♦ Feed Commission
- ♦ Fertilizer Commission

Office of Animal Health Services

Although not specifically identified as such in the executive budget, the mission and goal for this program are generally consistent with state law. However, the mission includes grading fresh produce and grains. State law does not include these functions in this office. These functions appear to better fit the mission of the Office of Agro-Consumer Services.

Office of Animal Health Services

Mission	The program inspects and grades food products, controls livestock diseases, and tracks ownership of livestock through a branding activity.
Goal	Maintaining a safe and healthful food supply

R.S. 36:628(E) states the Office of Animal Health Services is responsible for the inspection of meat and the control and eradication of infectious diseases that affect state livestock and poultry industries. In addition, state law requires this office to control livestock theft and to deny a market for stolen cattle and horses in Louisiana.

According to department officials, the Office of Animal Health Services also operates a nuisance control function. This function was once performed by the Department of Wildlife and Fisheries, but was eliminated in that department. LDAF employs four trappers to eliminate coyote and beaver that are nuisances to livestock. State law does not provide for this function. In addition, the office’s mission does not include this function.

Office of Agro-Consumer Services

The mission statement for the Office of Agro-Consumer Services and the legal authority for the office appear to be consistent. However, there was no goal for this program in the executive budget. R.S. 36:628(D) authorizes the office to perform certain functions to ensure quality agricultural products for the consumer. These functions include inspecting poultry and dairy products, regulating weights and measures, and classifying perishable commodities. In addition, state law says this office is responsible for licensing and inspecting state-bonded warehouses and other functions that insure quality agricultural products for the consumer.

Office of Agro-Consumer Services	
Mission	To regulate weights and measures; license weighmasters, scale companies, and technicians; license and inspect farm warehouses and milk processing plants; and license grain dealers, warehouses, and cotton buyers.
Goal	No Goal

The functions of this office have expanded beyond just agricultural products. According to officials with this office, the weights and measures function will soon include checking scanners at all retail stores and taxicab meters to ensure their accuracy. LDAF issued an emergency rule in December 1996 that authorizes the Office of Agro-Consumer Services to regulate the use of bar code scanning devices. This rule was established because consumers were complaining about being overcharged at various retail businesses.

Office of Forestry

The legal authority for the Office of Forestry and its mission statement and the goal in the executive budget are consistent. R.S. 36:628(F) establishes the functions of the Office of Forestry. The State Forestry Commission selects and directs the commissioner of forestry.

Office of Forestry	
Mission	To protect, conserve, and replenish the state's forest resources.
Goal	To ensure the sustained high level of production of wood fiber while enhancing the recreational, wildlife habitat, watershed protection, and air quality values of forest lands.

This office administers and supervises activities that protect, manage, and preserve the state's forests. The Office of Forestry operates eight regional offices throughout the state. These regional offices are part of the forest protection function and they help with fire fighting as well as the detection and suppression of forest fires. The regional offices administer programs that deal with reforestation, forest management, information and education.

According to information obtained from the department, this office also includes the Indian Creek Recreation Area. This recreation area is located in Alexander Forest and is owned by the State Forestry Commission. This recreation area is operated by forestry employees and is self-sustained by admission and other fees. Operating this recreation area is not shown as part of the program description for the Office of Forestry. Rather, it is shown in the Auxiliary program.

This function is not included in the mission of the Office of Forestry. However, R.S. 3:4402(A) requires the State Forestry Commission to adopt a comprehensive forest and recreational management plan for the Alexander State Forest and Indian Creek Lake.

Office of Soil and Water Conservation

According to R.S. 36:628(G), the Office of Soil and Water Conservation shall perform the functions of the state relating to soil and water conservation. This office provides administrative support to the 43 conservation districts located throughout the state. The districts have approximately 100 employees. The district employees are not employed by LDAF, but by the local conservation districts. LDAF only provides administrative support.

Office of Soil and Water Conservation	
Mission	To provide effective and efficient assistance to land managers in developing and implementing solutions to the conservation and restoration of water quality, wetlands, and soils.
Goal	To protect land, water and related resources of the state.

According to department officials, this office is also involved with coastal revegetation and development of solid waste management plans as related to farm byproducts. For example, sugarcane stalks must be properly disposed of to prevent damage to soil and water. The office entered into cooperative endeavor agreements with other state agencies including the Department of Natural Resources (DNR) and the Department of Environmental Quality (DEQ). DNR also has a program that deals with coastal revegetation. However, according to the assistant commissioner for the Office of Soil and Water Conservation, DNR does not have a system to perform coastal revegetation programs. Rather, DNR contracts with this office and others to perform those functions. In addition, DEQ has a program that deals with solid waste management. According to the assistant commissioner, LDAF's functions relate strictly to byproducts from processing agricultural products.

Auxiliary Program

The executive budget shows an auxiliary program for the department. This program contains six funds administered by the department through other offices. No performance information is included for these funds. In addition, each fund is related to a program mentioned elsewhere in the executive budget. The funds in the Auxiliary Program are explained below.

- ◆ **State Market Commission** is a fund used to encourage the construction, purchase or improvement of any agricultural plant to process or store farm products.
- ◆ **Louisiana Alligator Market Development Authority**, according to the executive budget, uses this fund to develop a modern, wholesale alligator hide tanning and meat processing, packaging, warehousing, distribution and marketing industry to facilitate the sale of alligator and alligator products.
- ◆ **Indian Creek Recreation Area** is operated by the Office of Forestry. R.S. 3:4402(A) requires the State Forestry Commission to adopt a comprehensive forest and recreational management plan for the Alexander State Forest and Indian Creek Lake. According to this law, the plan is to provide for the use of good forest

management techniques; preserve and enhance recreational facilities and activities; preserve and enhance the environmental and ecological regimes, wilderness qualities, natural and scenic areas, and wildlife habitat; provide for educational and research areas; and prohibit commercial development within the state forest.

- ◆ **Farm Youth Loan Program and Junior Livestock Loan Program**, associated with the Office of Marketing, make loans to youth raising, growing, and selling agricultural or forestry crops.
- ◆ **Agricultural Commodities Self-Insurance Fund**, associated with the Office of Agro-Consumer Services, provides self-insurance for grain dealers and warehousemen. According to R.S. 3:3410.1, the Agricultural Commodities Commission charges fees to grain dealers and warehousemen and uses these fees to provide self-insurance in lieu of bonds.
- ◆ **Nurseries Program (Tree Seedling Production)** is associated with the Office of Forestry. According to the executive budget, this fund is used to produce approximately 69.5 million forest seedlings for landowners in the state. In addition, sales of the seedlings provide for the costs of this activity.

31 Boards and Commissions Within the Department

The department administers 31 boards and commissions. Some of the boards perform similar functions, but are related to different commodities. Appendix B lists these boards and commissions. Currently, two of the 31 boards are classified as inactive, according to the *Boards, Commissions, and Like Entities Report to the Legislature* issued by the Policy and Quality Assurance Division of the Office of the Legislative Auditor. The two inactive boards are the Agricultural Industry Board and the Advisory Committee to the State Market Commission for State Products Logo. These two boards may be eliminated as a result of legislation introduced during the 1997 Regular Legislative Session.

LDAF provides administrative support to 21 of the 29 active boards and commissions. The department pays per diem and travel expenses for some board and commission members. According to department officials, the boards and commissions function as ruling bodies and day-to-day functions are performed by department staff.

The boards are primarily responsible for reviewing administrative rules and directing department personnel. They can also levy civil and criminal fines. All board members are appointed either by the governor with the consent of the Senate or by the commissioner of agriculture and forestry.

Some Functions May Be Outmoded or Duplicative

State law requires LDAF to perform several functions that are no longer needed or have never been done. Furthermore, some of the boards and commissions under the department's direction appear to be duplicative for two reasons. First, some boards perform different functions related to the same commodity. For example, there are three boards that relate to the beef industry. Second, some boards perform similar functions, such as marketing, for different commodities, such as rice or sweet potatoes.

Some Functions No Longer Needed or Never Performed

State law requires the department to perform one function that it has never actually done. R.S. 3:7 requires the commissioner to keep a register of lands for sale in the state and the names of persons who desire to purchase lands or to secure employees or employment in Louisiana. Department officials say that although state law requires the department to perform this function, the department has never done so.

In addition, state law directs the commissioner of agriculture to establish the Weather Modification Program. R.S. 3:15 says the purpose of this program is to develop a method of increasing precipitation to relieve periods of drought in Louisiana. According to the assistant commissioner for management and finance, this program came about because of an intense drought many years ago, and the legislature wanted LDAF to monitor individuals who claimed to "seed clouds" to

produce rain. However, this function was a one-time requirement and the department has not performed this function anymore.

Finally, there are one-time monetary allocations to certain programs still listed in state law. R.S. 3:14 directs the department to give specific amounts of money to such programs as the State Exhibit Museum (\$2,500) and the Anhydrous Ammonia Commission (\$8,500). According to an official from the department, these one-time allocations were not listed on the department's budget request in the past, but these designations are no longer in effect.

Possible Duplication of Board Functions

There are 11 promotion boards under the jurisdiction of LDAF. State laws that created these promotion boards have basically the same goal of promoting the development and consumption of specific products.

According to the commissioner of management and finance, the promotion boards collect fees from farmers to be used to promote and research the farmer's specific products. The boards decide how the money collected should be spent. The department provides administrative support to eight of these boards. Members of 8 of the 11 boards are eligible to receive per diems.

The 11 boards under the department's jurisdiction that perform marketing and/or research for different agricultural or aquacultural products are listed below.

1. Beef Industry Council
2. Catfish Promotion and Research Board
3. Crawfish Promotion and Research Board
4. Dairy Industry Promotion Board
5. Egg Commission
6. Pork Promotion Board

7. Rice Promotion Board
8. Rice Research Board
9. Soybean and Grain Research and Promotion Board
10. Strawberry Marketing Board
11. Sweet Potato Advertising Commission

Farmers pay assessments to fund the various functions of these boards. State law sets the amount of the assessment. Farmers then vote on and approve these assessments. This vote occurs through a referendum held by certain commodity boards. For certain commodities, such as strawberries, no referendum is held and state law sets the assessment.

For example, R.S. 3:551.74 authorizes an assessment of three cents per hundred pounds of rice to be paid by the rice producer to the Rice Research Board. In addition, R.S. 3:551.64 authorizes the same amount of assessment to be paid by the rice producer to the Rice Promotion Board. As a result, Louisiana rice farmers pay two assessments to fund two boards that perform related functions.

R.S. 3:551.33 authorizes an assessment of one cent per bushel on all soybeans grown in the state. However, according to the assistant commissioner for the Office of Marketing, this assessment has been replaced by a federal assessment of one-half percent of the value of soybeans. In addition, the federal assessment on other types of grains is one-half cent per bushel. This assessment is deducted from the amount paid to the producer at the first point of sale, whether the products are sold within the state or not. The assessment is then forwarded to LDAF. Quarterly, the department sends these assessments to the Louisiana Soybean and Grain Research and Promotion Board, less administrative costs.

R.S. 3:456 authorizes LDAF to collect four cents per bushel from the shipper or processor of sweet potatoes. Three cents of this tax is then forwarded to the Office of State Treasurer to be deposited in a special fund for the Louisiana Sweet Potato Advertising and Development Commission. One-fourth of one cent is used to finance activities initiated by the Louisiana Sweet Potato Association. The Louisiana Agricultural Experiment Station receives three-fourths of one cent to fund sweet potato research.

In addition, the following groups of boards and commissions serve farmers that produce the same commodity and could possibly be combined. The functions of some boards could possibly be absorbed by the department. Exhibit 2-4 on page 37 shows a comparison of board functions to department functions.

- ♦ **The Dairy Industry Promotion and the Dairy Stabilization Boards.** The Dairy Industry Promotion Board is responsible for promoting the sale and consumption of Louisiana milk and dairy products. R.S. 3:557.4 creates this board. In addition, members of this board are entitled to \$40 per diem and to reimbursement for mileage expenses in accordance with the state travel regulations. R.S. 3:4106 creates the Dairy Stabilization Board. This board is responsible for licensing processors, distributors, and retail stores selling dairy products.
- ♦ **The Rice Research and the Rice Promotion Boards.** The Rice Research Board, created in 1972 and authorized by R.S. 3:551.73, administers rice research assessments collected by the department from rice farmers and reviews the progress of research. The Rice Promotion Board, created in 1972 and authorized by R.S. 3:551.63, promotes the growth and development of the rice industry in Louisiana. Both boards are domiciled in Crowley. Although members of neither board receive per diems, they can be reimbursed for expenses incurred in the performance of their duties.
- ♦ **The Livestock Brand Commission, the Livestock Sanitary Board, and the Beef Industry Council.** R.S. 3:732 creates the Livestock Brand Commission. This commission is responsible for investigating livestock thefts, maintaining brand records, and reporting livestock market information. Members of this commission may receive a \$40 per diem and may be reimbursed for actual travel expenses. The Livestock Sanitary Board is responsible for licensing and supervising livestock dealers and auction markets and for requiring owners to quarantine, test, and vaccinate livestock to prevent disease. R.S. 3:2091 creates the board and authorizes a \$40 per diem and reimbursement for travel expenses.

The Beef Industry Council is responsible for receiving and distributing funds to help develop, maintain, and expand markets for cattle and beef products in the state. R.S. 3:555.4 creates the council. Council members may be reimbursed for actual travel and other expenses incurred while performing council duties. The reimbursements are paid out of funds available to the council.

- ◆ **The Advisory Commission on Pesticides and the Structural Pest Control Commission.** The Advisory Commission on Pesticides advises the commissioner of agriculture in many areas related to pesticide licenses, certificates, and permits required to sell or apply pesticides. This commission also works with the Department of Health and Hospitals to develop a state mosquito control program. R.S. 3:3211 creates this commission. The Structural Pest Control Commission is responsible for regulating the structural pest control industry to protect the interests, health, safety, and the welfare of the public.

Exhibit 2-4
Comparison of Commodity Board Functions
and Office Functions

Board	Office
<p>Dairy Stabilization Board:</p> <ul style="list-style-type: none"> ◆ Responsible for licensing processors, distributors, and retail stores selling dairy products 	<p>Office of Agro-Consumer Services:</p> <ul style="list-style-type: none"> ◆ Provides for milk price stability in the marketplace ◆ Assures an environment for fair and equal competitiveness as provided under Dairy Stabilization Board rules and regulations
<p>Livestock Brand Commission:</p> <ul style="list-style-type: none"> ◆ Responsible for investigating livestock thefts, maintaining brand records, and reporting livestock market information 	<p>Office of Animal Health Services:</p> <ul style="list-style-type: none"> ◆ Reduce the theft of livestock through registered brands and criminal investigation assistance
<p>Livestock Sanitary Board:</p> <ul style="list-style-type: none"> ◆ Responsible for licensing and supervising livestock dealers and auction markets ◆ Requires owners to quarantine, test, and vaccinate livestock to prevent disease 	<p>Office of Animal Health Services:</p> <ul style="list-style-type: none"> ◆ Assist the state's livestock industry to protect itself from livestock disease. ◆ Ensures that auction markets and livestock dealers protect livestock producers during the sale of their animals
<p>Advisory Commission on Pesticides:</p> <ul style="list-style-type: none"> ◆ Advises the commissioner of agriculture in many areas related to pesticide licenses, certificates, and permits required to sell or apply pesticides 	<p>Office of Agricultural and Environmental Sciences:</p> <ul style="list-style-type: none"> ◆ Conducts effective licensing and permitting of horticulture-related businesses
<p>Structural Pest Control Commission:</p> <ul style="list-style-type: none"> ◆ Responsible for regulating the structural pest control industry to protect the interests, health, safety, and welfare of the public 	<p>Office of Agricultural and Environmental Sciences:</p> <ul style="list-style-type: none"> ◆ Identifies, prevents and remediates improper pesticide application which results in environmental contamination

Source: Prepared by legislative auditor's staff using information from the 1996-97 Executive Budget and the *Boards, Commissions, and Like Entities Report to the Legislature.*

Matters for Legislative Consideration

- 2.1 The legislature may wish to consider adopting legislation placing the Food Commodities Program within LDAF if it wishes this function to continue within that department.**
- 2.2 If the legislature wishes LDAF to continue to monitor such items as scanners and taxicab meters, then it may wish to amend R.S. 36:628(D). Specifically, the amendment should include all consumer products and services, not just agricultural products in the functions of the Office of Agro-Consumer Services.**
- 2.3 The legislature may wish to consider legislation that eliminates the following outdated requirements for LDAF from state law:**
 - a. Requirement that the commissioner keep a register of state lands (R.S. 3:7)**
 - b. Weather Modification Program (R.S. 3:15)**
 - c. Budget allocations to various entities in R.S. 3:14**
- 2.4 The legislature may wish to consider eliminating or combining some of the promotional boards under the authority of LDAF. Certain board functions may be absorbed by LDAF. Combining or eliminating some of the boards would save per diems, travel and administrative costs, and save producers from paying two assessments for similar services.**

Chapter Three: Analysis of Performance Data

Chapter Conclusions

LDAF does not engage in formal strategic planning. In addition, the department does not use *Manageware*, or any other criteria, in developing the missions, goals, objectives, and performance indicators that it does have. As a result, the department's performance data may or may not be very useful for decision-making purposes.

Most of the department's performance data met the established criteria. The biggest weaknesses were noted in the objectives and performance indicators. In some cases, performance indicators are given with no related objectives. In addition, most objectives are not timebound or measurable.

Performance Data Need Improvement

LDAF does not engage in formal strategic planning. Furthermore, the department does not use *Manageware*, or any other formal criteria, to develop its missions, goals, objectives, and performance indicators. As a result, the department's performance data do not give sufficient information on the department's anticipated achievements for the ensuing fiscal year.

The executive budget did not contain goals for two of the department's programs. According to *Manageware*, goals are the most critical aspects of the strategic planning process. In addition, goals describe desired outcomes for an organization or its programs. No formal strategic planning and no formal criteria to develop performance data could explain some of the deficiencies noted throughout this chapter.

Exhibit 3-1 on the following page gives the criteria we looked for in the department's performance data that are contained in the 1996-97 executive budget. The overall mission for LDAF does not identify the department's clients or the complete purpose for the department because it excludes forestry. An analysis of the performance data of each office within the department follows.

Exhibit 3-1**Criteria Used to Evaluate the
Fiscal Year 1996-97 Executive Budget
Program Information**

MISSION: A broad, comprehensive statement of purpose

- ✓ Identifies overall purpose for the existence of the organization, department, office, institution, or program as established by constitution, statute, or executive order
 - ✓ Identifies clients/customers of the organization or external and internal users of the organization's products or services
 - ✓ Organizationally acceptable
-

GOAL: The general end purpose toward which effort is directed

- ✓ Consistent with department, program, and office missions
 - ✓ Provides a sense of direction on how to address the mission; reflects the destination toward which the entity is striving
-

OBJECTIVE: A specific and measurable target for accomplishment

- ✓ Consistent with goals
 - ✓ Measurable
 - ✓ Timebound
 - ✓ Specifies desired end result
-

PERFORMANCE INDICATOR: Tool used to measure performance of policies, plans, and programs

- ✓ Measures progress toward objective or contributes toward the overall measurement of progress toward objective
 - ✓ Consistent with objective
 - ✓ Clear, easily understood, and non-technical
-

Note: The criteria were established based on input from *Manageware*, GASB, the federal Office of Management and Budget, and the Urban Institute.

Source: Prepared by legislative auditor's staff to show established criteria used to evaluate the department's program information.

**Office of
Management
and Finance
Has No Goals
in the Executive
Budget**

The mission statement for the Office of Management and Finance met all of the established criteria. However, this office does not have a goal statement.

The two objectives for the Office of Management and Finance are shown below. The first objective only meets one of the four established criteria. It specifies an end result. The second objective meets two of four criteria. It is measurable and specifies an end result, but does not have a target. According to the assistant commissioner of management and finance, the state's allocation of commodities from the United States Department of Agriculture (USDA) is based on the number of qualified recipients. Therefore, the department cannot increase or sustain the dollar value of food commodities. In addition, neither objective is timebound. Furthermore, the objectives could not be consistent with goals since no goals have been developed.

Office of Management and Finance

Objective	Performance Indicator
The Office of Management and Finance will ensure proper documentation of all fiscal reports and maintain the current level of services to the public with a minimum increase in costs.	None
The Office of Management and Finance will sustain or increase the dollar value of USDA food commodities distributed in Louisiana.	Dollar value of commodities distributed

There are no performance indicators in the executive budget for the first objective. In addition, the objective says it will maintain services to the public. However, the mission of this program identifies its clients as all of the programs within the department. Because this objective has no performance indicator and it seems to direct the program's services to a client group different than stated in the program mission, it does not provide useful information for decision-making purposes.

There is only one performance indicator for the Office of Management and Finance. This indicator is an output indicator and relates to the Food Commodities activity. Because the department does not control the amount of commodities received, this indicator does not measure the department's performance.

Currently, there are no outcome indicators for this office. Furthermore, there are no indicators that measure the performance of the other functions within the Office of Management and Finance.

Exhibit 3-2

**Results of Comparison of
Office of Management and Finance's
Performance Data to Established Criteria**

Mission	<ul style="list-style-type: none"> ♦ Identifies purpose ♦ Identifies clients ♦ Organizationally acceptable
Goals	<ul style="list-style-type: none"> ♦ No goal statement
Objectives	<ul style="list-style-type: none"> ♦ 0 of 2 is consistent with goals ♦ 1 of 2 is measurable ♦ 0 of 2 is timebound ♦ 2 of 2 specify an end result
Performance Indicators	<ul style="list-style-type: none"> ♦ 1 of 1 measures progress toward objective ♦ 1 of 1 is consistent with objective ♦ 1 of 1 is clear and easily understood

Source: Prepared by legislative auditor's staff using Office of Management and Finance performance data.

**Office of
Marketing
Performance
Data Meet Most
Criteria**

The mission statement for the Office of Marketing is not specifically stated in the executive budget and it fails to identify the clients of the office. However, the mission does identify the purpose of the office and it is consistent with the overall mission of the department. The goal statement meets all of the established criteria.

The Office of Marketing has three objectives listed in the executive budget. Of the objectives shown below, none meet all of the established criteria. Two of three objectives are measurable. All of the objectives contain a general end result, but none are timebound.

The objectives for the Office of Marketing imply that this office is responsible for creating markets and jobs in the food, agriculture, and forestry industry throughout the state. Creating jobs is not a part of the department's mission. In addition, there are no objectives or performance indicators for the remaining functions of this program, including loan programs and collecting assessments for the numerous commodities boards associated with this program.

The third objective has no performance indicators. However, according to the executive budget, a survey has been initiated to determine the goals and objectives for a large number of Louisiana food companies to determine how the marketing programs can better serve their needs.

Office of Marketing

Objective	Performance Indicator
The Marketing Program will continue to create markets and jobs in the food, agriculture, and forestry products industries.	Jobs and Farm Youth Impacted by Financial Assistance
This program will continue to provide a market for Louisiana farmers and the public through the Market Bulletin and the Market News Service.	Market Bulletin: (a) Number of copies mailed annually by subscription only (b) Total number of advertisements
	Market News: (a) Printed reports (b) Leased wire reports (c) Radio and TV stations participating (d) Radio and TV broadcasts (e) Closed caption decoders
The Marketing Program will sustain or increase markets of Louisiana produced food, agriculture, and forest products.	None

Most of the performance indicators are consistent with the objectives and could measure progress toward the respective objectives. The performance indicator for the first objective could be an output or an outcome, depending on the meaning of the word "impacted." The two groups of performance indicators for the second objective are all output indicators.

There are no objectives or performance indicators that disclose the performance of loan programs. Thus, there is no way to know whether the loans are accomplishing the goal of creating markets and jobs.

Exhibit 3-3 below summarizes the results of comparing the Office of Marketing's performance data to the criteria in Exhibit 3-1.

Exhibit 3-3
Results of Comparison of
Office of Marketing's
Performance Data to Established Criteria

Mission	<ul style="list-style-type: none"> ◆ Identifies purpose ◆ Does not identify clients ◆ Organizationally acceptable
Goals	<ul style="list-style-type: none"> ◆ 1 of 1 is consistent with program mission ◆ 1 of 1 provides a sense of direction on how to address the mission
Objectives	<ul style="list-style-type: none"> ◆ 3 of 3 are consistent with goals ◆ 2 of 3 are measurable ◆ 0 of 3 is timebound ◆ 3 of 3 specify an end result
Performance Indicators	<ul style="list-style-type: none"> ◆ 3 of 3 measure progress toward the objective ◆ 3 of 3 are consistent with the objective ◆ 2 of 3 are clear and easy to understand

Source: Prepared by legislative auditor's staff using performance data from the Office of Marketing.

**Objectives
for Office of
Agricultural and
Environmental
Sciences Are Not
Measurable**

The performance data for the Office of Agricultural and Environmental Sciences meet most of the established criteria. The mission statement for this office meets the criteria in Exhibit 3-1. However, farmers are not the only customers for services related to pesticides. The goal statement, although not clearly identified in the executive budget, meets all of the established criteria.

There are four objectives listed for this office in the executive budget. The four objectives all have a general desired end result. However, the objectives are not timebound or measurable to give the office a target to strive toward. Two objectives and their related indicators are listed on the following page.

All of the performance indicators listed are output indicators. However, some performance indicators are not consistent with objectives. For example, the first objective shown deals with licensing and permitting horticulture-related businesses. Yet, some performance indicators for this objective measure other functions such as the number of bushels of sweet potatoes inspected and the number of apiaries inspected.

Although all of the indicators for this office are outputs, they do provide information on the tasks that the program performs. However, there are no outcome indicators for this program to show whether it is operating efficiently or effectively.

Office of Agricultural and Environmental Sciences

Objectives	Performance Indicators
<p>The Office of Agricultural and Environmental Sciences Program will continue to ensure that materials are free from injurious pests and plant diseases and conduct effective licensing and permitting of horticulture-related businesses.</p>	<ul style="list-style-type: none"> ◆ Number of quarantines imposed on plant nurseries ◆ Number of nurseries inspected/permits issued ◆ Number of inspections for fire ant certification ◆ Number of bushels of sweet potatoes inspected ◆ Sweet potato inspection fees collected ◆ Apiary inspections: (a) Number of colonies inspected (b) Number of colonies destroyed (c) Number of registered beekeepers ◆ Horticulture Commission: (a) Nursery stock permits issued (b) Number of inspections (c) Number of investigations of violations (d) Number of licenses issued ◆ Sweet Potato Advertising and Development Commission: Assessments collected
<p>The program will continue to identify, prevent, and remediate improper pesticide application which results in environmental contamination.</p>	<ul style="list-style-type: none"> ◆ Number of damage complaints investigated ◆ Number of health complaints ◆ Advisory Committee on Pesticides: Number of cases heard, number of violations, fines levied ◆ Structural Pest Control Commission: Number of cases heard, number of violations, fines levied ◆ Certification: Licenses issued, number of applicators certified

Exhibit 3-4 below summarizes the results of comparing the Office of Agricultural and Environmental Sciences' performance data to the criteria listed in Exhibit 3-1.

Exhibit 3-4

**Results of Comparison of
Office of Agricultural and Environmental Sciences'
Performance Data to Established Criteria**

Mission	<ul style="list-style-type: none"> ♦ Identifies purpose ♦ Identifies clients ♦ Organizationally acceptable
Goals	<ul style="list-style-type: none"> ♦ 1 of 1 is consistent with program mission ♦ 1 of 1 provides a sense of direction on how to address the mission
Objectives	<ul style="list-style-type: none"> ♦ 4 of 4 are consistent with goals ♦ 0 of 4 is measurable ♦ 0 of 4 is timebound ♦ 4 of 4 specify an end result
Performance Indicators	<ul style="list-style-type: none"> ♦ 15 of 18 measure progress toward the objective ♦ 16 of 18 are consistent with the objective ♦ 16 of 18 are clear and easily understood

Source: Prepared by legislative auditor's staff from results of comparison of Office of Agricultural and Environmental Sciences' performance data to established criteria.

**Mission and Goal
for Office of
Animal Health
Services Do Not
Meet All
Established
Criteria**

The mission and goal do not meet all established criteria. The mission identifies a purpose and is organizationally acceptable. However, it does not identify this office's clients. The goal is consistent with the overall department mission, but it does not provide a sense of direction on how to address the mission.

Office of Animal Health Services

Objectives	Performance Indicators
<p>This program will continue to conduct activities to ensure that consumers receive healthful eggs of the size and quality indicated.</p>	<ul style="list-style-type: none"> ◆ Reported occurrences of illnesses linked to contaminated eggs ◆ Dozens of eggs inspected ◆ Percentage of inspected eggs rejected
<p>This program will continue to ensure that poultry, meat, seafood, and alligator food products are of the quality indicated.</p>	<ul style="list-style-type: none"> ◆ Total pounds of red meat inspected ◆ Total pounds of poultry inspected ◆ Number of complaints from consumers ◆ Total pounds of meat and poultry graded and certified ◆ Total pounds of seafood certified
<p>In cooperation with the Louisiana Livestock Sanitary Board will assist the state's livestock industry to protect itself from livestock disease. Specifically, the program will work to maintain Louisiana herds free from tuberculosis and foreign animal diseases, eradicate brucellosis by 1998, and ensure that swine pseudorabies, equine infectious anemia remain rare problems.</p>	<ul style="list-style-type: none"> ◆ Herds infected with brucellosis ◆ Cases of cattle tuberculosis ◆ Cases of swine pseudorabies ◆ Cases of equine infectious anemia
<p>This program will work to ensure that auction markets and livestock dealers protect livestock producers during the sale of their animals. The program will also work to reduce the theft of livestock through registered brands and criminal investigation assistance.</p>	<ul style="list-style-type: none"> ◆ Percent of theft cases solved - Louisiana/national average

The objectives for the Office of Animal Health Services are very detailed. Most of the objectives are consistent with the office's goal and all specify a general end result. Only one of the five objectives is timebound.

The performance indicators for the office are a combination of input, output, and outcome indicators. Most of the indicators meet the established criteria. The performance indicator that compares Louisiana's theft cases solved to the national average is a good example of benchmarking. This indicator shows progress toward the objective of reducing livestock thefts and then compares the program's progress to the national average. Decision-makers could use the objectives and performance indicators to determine whether the program is achieving its intended results.

Exhibit 3-5 below summarizes the results of comparing the Office of Animal Health Services' performance data to the criteria listed in Exhibit 3-1.

Exhibit 3-5

**Results of the Comparison of
Office of Animal Health Services'
Performance Data to Established Criteria**

Mission	<ul style="list-style-type: none"> ◆ Identifies purpose ◆ Does not identify clients ◆ Organizationally acceptable
Goal	<ul style="list-style-type: none"> ◆ 1 of 1 is consistent with program mission ◆ 0 of 1 provides a sense of direction on how to address the mission
Objectives	<ul style="list-style-type: none"> ◆ 4 of 5 are consistent with goals ◆ 2 of 5 are measurable ◆ 1 of 5 is timebound ◆ 5 of 5 specify an end result
Performance Indicators	<ul style="list-style-type: none"> ◆ 14 of 15 measure progress toward the objective ◆ 14 of 15 consistent with the objective ◆ 11 of 15 are clearly and easily understood

Source: Prepared by legislative auditor's staff from results of comparison of Office of Animal Health Services' performance data to established criteria.

**Office of
Agro-Consumer
Services
Objective Does
Not Meet Criteria**

This mission meets all of the established criteria in Exhibit 3-1. It identifies a purpose, it identifies the clients of the office, and it is organizationally acceptable. However, the executive budget does not contain a goal for this program. The office has one objective listed in the executive budget.

The objective does not meet any of the established criteria in Exhibit 3-1. The objective addresses two different clients: consumers and commodity producers. Thus, this objective should probably be split into two separate objectives.

The performance indicators for this office are grouped by function and are all output type. In addition, they meet all of the established criteria. The executive budget does not contain any outcome type performance indicators for this program.

Office of Agro-Consumer Services

Objective	Performance Indicator
<p>The Office of Agro-Consumer Services Program will continue to protect consumers of agricultural products and provide standards for the agricultural commodity industry to ensure that Louisiana producers are correctly paid for their products.</p>	<p>Agricultural Commodities: Farmers losing money in program; number of grain barges inspected; number of grain rail cars inspected; number of grain trucks weighed; number of moisture meter inspections; number of yearly audits; number of monthly inspections; number of grain dealers licensed; number of cotton buyers licensed; and number of warehouses licensed</p>
	<p>Milk Testing and Bonding: Number of processors supervised; number of plant visits; number of fresh samples taken; number of complaints investigated; number of technical licenses issued</p>
	<p>Weights and Measures: Total number of computing spring and counter scales; number of platform and heavy duty scales; number of farm bulk milk tanks calibrated; number of prepackaged commodities tested; number of weighmasters licenses issued; number of metrology calibration and tolerance tests performed</p>

The objective and performance indicators provide information about some tasks performed by this program. However, they do not provide any information that tells if these tasks are completed efficiently and effectively. Furthermore, many performance indicators are listed for which there is no clearly identified objective. For example, there are numerous performance indicators for weights and measures, but the objective does not clearly relate to this function. As a result, legislators may have difficulty relating performance indicators to objectives.

Exhibit 3-6

**Results of Comparison of
Office of Agro-Consumer Services'
Performance Data to Established Criteria'**

Mission	<ul style="list-style-type: none"> ◆ Identifies purpose ◆ Identifies clients ◆ Organizationally acceptable
Goal	<ul style="list-style-type: none"> ◆ There is no goal
Objective	<ul style="list-style-type: none"> ◆ 0 of 1 is consistent with goals ◆ 0 of 1 is measurable ◆ 0 of 1 is timebound ◆ 0 of 1 specifies an end result
Performance Indicators (groups)	<ul style="list-style-type: none"> ◆ 3 of 3 measure progress toward the objective ◆ 3 of 3 are consistent with the objective ◆ 3 of 3 are clear and easily understood

Source: Prepared by legislative auditor's staff from results of comparison of Office of Agro-Consumer Services' performance data to established criteria.

**Office of Forestry
Performance
Data Meet
Most Criteria**

The mission of the Office of Forestry meets all of the established criteria. It identifies the overall purpose of the office, it identifies the clients, and it is organizationally acceptable. However, the office mission is not consistent with the department mission that appears in the executive budget because the department mission does not include forestry.

The goal for the Office of Forestry meets all of the established criteria. In the executive budget, there are three objectives for this office. All of the objectives are consistent with the office goals and they all specify an end result. However, only one objective is measurable and none of the objectives are timebound.

Even though the objectives may be lacking in certain areas, overall, the objectives provide information on what the program is striving to accomplish. The majority of performance indicators for the Office of Forestry are output indicators and they meet most of the criteria.

Some of the performance indicators may be confusing. For example, three performance indicators for the first objective can be interpreted in different ways. One indicator, residences protected, could mean the number of residences in an area to be protected or it could mean the number of residences that required fire protection services. Furthermore, there is no distinction given between residences in one indicator and structures in another indicator.

Office of Forestry

Objective	Performance Indicator
<p>The Forestry Program will hold wildlife destruction to an average fire size of 12 acres.</p>	<ul style="list-style-type: none"> ◆ Average fire size (acres) ◆ Percent of protected area burned ◆ Residences protected ◆ Structures protected
<p>The Forestry Program will continue to increase private forest productivity through promotion of sound forest management practices and the providing of technical assistance, tree seedlings, insect and disease control, and law enforcement.</p>	<ul style="list-style-type: none"> ◆ Number of acres of tree planting, small owners ◆ Number of acres of prescribed burning, small owners ◆ Number of management plans written ◆ Number of pine seedling demands met, small owners ◆ Number of hardwood seedling demands met, small owners
<p>The Forestry Program will continue to promote public awareness of the value of trees and forestry, including urban forests. Project learning tree (PLT), a popular program among school teachers in Louisiana, is being enhanced with a special Louisiana Forestry component.</p>	<ul style="list-style-type: none"> ◆ Number of talks to adult and youth groups ◆ Number of media activities ◆ Number of PLT workshops ◆ Number of PLT educators trained ◆ Number of urban forestry assists

Exhibit 3-7 below provides the results of our comparison of the Office of Forestry's performance data to the established criteria in Exhibit 3-1.

Exhibit 3-7

**Results of Comparison of
Office of Forestry's
Performance Data to Established Criteria**

Mission	<ul style="list-style-type: none"> ◆ Identifies purpose ◆ Identifies clients ◆ Organizationally acceptable
Goal	<ul style="list-style-type: none"> ◆ 1 of 1 is consistent with program mission ◆ 1 of 1 provides a sense of direction on how to address the mission
Objective	<ul style="list-style-type: none"> ◆ 3 of 3 are consistent with goals ◆ 1 of 3 is measurable ◆ 0 of 3 is timebound ◆ 3 of 3 specify an end result
Performance Indicators	<ul style="list-style-type: none"> ◆ 14 of 14 measure progress toward the objective ◆ 14 of 14 are consistent with the objective ◆ 11 of 14 are clear and easily understood

Source: Prepared by legislative auditor's staff from results of comparison of Office of Forestry's performance data to established criteria.

**Performance
Data for
Office of Soil
and Water
Conservation
Meet Established
Criteria**

The mission statement for the Office of Soil and Water Conservation meets all established criteria. The goal statement also meets all of the established criteria. The objectives and indicators collectively provide a variety of information.

This office has three objectives listed below. They all meet the established criteria in Exhibit 3-1. The third objective addresses three different issues and could possibly be separated into three objectives.

Office of Soil and Water Conservation

Objectives	Performance Indicators
<p>Untreated agriculture lands lose an average of 5 tons of top soil per acre annually. This program will reduce soil erosion by 15 percent by 1999.</p>	<ul style="list-style-type: none"> ◆ Percent reduction in soil erosion ◆ Number of landowners contacted annually ◆ Landowners cooperating with conservation districts ◆ Percent of land managed under cooperative agreements
<p>Agriculture organic wastes are a major contributor to nonpoint source pollution problems in Louisiana. This program will design and implement 500 waste management plans and reduce agriculture solid waste by 40 percent by 1999.</p>	<ul style="list-style-type: none"> ◆ Percent reduction in agricultural waste ◆ Number of site specific waste management plans implemented
<p>This program will prepare 400 wetland protection plans, restore 120,000 acres of farmed wetlands, protect 300 miles of shoreline and 1,500,000 acres of marshlands from erosion and degradation by 1999 in order to help reduce the loss of the state's wetlands.</p>	<ul style="list-style-type: none"> ◆ Acres of agricultural wetlands to be restored ◆ Wetland management plans implemented ◆ Acres of marshland protected ◆ Miles of shoreline treated for erosion

The performance indicators for the Office of Soil and Water Conservation are a combination of input, output, and outcome indicators. The outcome measures included in the executive budget will help users to determine whether or not expected program results are being achieved. All of the performance indicators meet the established criteria. Exhibit 3-8 below summarizes the results of comparing this office's performance data to the established criteria in Exhibit 3-1.

Exhibit 3-8

**Results of Comparison of
Office of Soil and Water Conservation's
Performance Data to Established Criteria**

Mission	<ul style="list-style-type: none"> ◆ Identifies purpose ◆ Identifies clients ◆ Organizationally acceptable
Goal	<ul style="list-style-type: none"> ◆ 1 of 1 is consistent with program mission ◆ 1 of 1 provides a sense of direction on how to address the mission
Objectives	<ul style="list-style-type: none"> ◆ 3 of 3 are consistent with goals ◆ 3 of 3 are measurable ◆ 3 of 3 are timebound ◆ 3 of 3 specify an end result
Performance Indicators	<ul style="list-style-type: none"> ◆ 10 of 10 measure progress toward the objective ◆ 10 of 10 are consistent with the objective ◆ 10 of 10 are clear and easily understood

Source: Prepared by legislative auditor's staff from results of comparing Office of Soil and Water Conservation's performance data to established criteria.

Recommendation

- 3.1 The Department of Agriculture and Forestry should work with the Office of Planning and Budget to develop a formal strategic plan. During this process, the department should update its overall mission and each office's mission to reflect current operations. At the same time, the department should develop goals, objectives, and relevant performance indicators for its programs. Once these items are complete, the department should regularly review and update its strategic plan.**

Appendix A

List of References

Appendix A: List of References

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Appendix B

Boards and Commissions Fiscal Year 1996-97

Appendix B: Department of Agriculture and Forestry Boards and Commissions Fiscal Year 1996-97

Name of Board	Legal Authority	Purpose	Number of Board Members	Compensation	Assistance from Department of Agriculture and Forestry?
Advisory Commission on Pesticides	R.S. 3:3211	Establish programs to regulate, register, distribute, sell, apply, store, and dispose of pesticides; certify pesticide users, environmental monitoring, and remediation of soil and water contaminated with pesticides	11	\$40 Per Day	Yes-administrative support and payment of per diem and travel expenses
Advisory Committee to the State Market Commission for State Products Logo	R.S. 3:415(F)	Advises the State Market Commission on the development and adoption of an official logo for products produced in the state	7	None	Yes-administrative support
Louisiana Agricultural Commodities Commission	R.S. 3:3403	Responsible for grading, sampling, inspecting, and licensing all grain subject to inspection under an official USDA designation; responsible for licensing, inspecting, supervising, and auditing all grain and cotton buyers, dealers and warehouses in the state	9	\$40 Per Day	Yes-administrative support and payment of per diem and travel expenses
Louisiana Agricultural Finance Authority	R.S. 3:264	Responsible for providing capital at lower interest rates for loans made by lending institutions to farmers and commercial agricultural businesses through a bond program	5	\$40 Per Day	Yes-administrative support and payment of per diem and travel expenses

Name of Board	Legal Authority	Purpose	Number of Board Members	Compensation	Assistance from Department of Agriculture and Forestry?
Agricultural Industry Board	R.S. 3:3704	Responsible for encouraging participation of the private sector in the development of a production system for alcohol fuels	9	\$40 Per Day	Yes-administrative support
Animal Shelter Standards Advisory Board	R.S. 3:2466	To recommend and develop minimum animal shelter standards and advise and assist local governmental units on animal shelter standards	11	None	Yes-administrative support
Louisiana Beef Industry Council	R.S. 3:555.4	Responsible for receiving and distributing funds to help develop, maintain, and expand markets for cattle and beef products in the state. Also, to contribute to the development and sustenance of coordinated programs of product improvement	11	Actual Expenses	None
Boll Weevil Eradication Commission	R.S. 3:1604	Responsible for suppressing or eradicating the boll weevil and cooperating in cost-sharing programs with state and federal agencies	8	None	Yes-administrative support
Catfish Promotion and Research Board	R.S. 3:558.3	To promote the growth and development of the catfish industry in the state by research and advertisement	7	\$40 Per Day	No-the administrative functions of the board are performed by the Louisiana Farm Bureau Federation

Name of Board	Legal Authority	Purpose	Number of Board Members	Compensation	Assistance from Department of Agriculture and Forestry?
Louisiana Commission of Weights and Measures	R.S. 3:4603	Responsible for testing and inspection of commercially used weights, measures, and measuring devices. To maintain a fixed standard by which sales and purchases can be made with confidence	9	None	Yes-administrative support and payment of per diem and travel expenses
Louisiana Crawfish Promotion and Research Board	R.S. 3:556.3	To provide a voluntary method of raising revenues to be used to develop markets for Louisiana crawfish	13	\$40 Per Day	Yes-administrative support
Dairy Industry Promotion Board	R.S. 3:557.4	To promote the sale and consumption of Louisiana milk and dairy products	9	\$40 Per Day	Yes-administrative support
Dairy Stabilization Board	R.S. 3:4106	Responsible for licensing (without charge) and auditing processors, distributors, and retail stores selling dairy products and for conducting investigations to detect and prevent violations of laws, rules, regulations	8	\$30 Per Day	Yes-administrative support and payment of per diem and travel expenses
Egg Commission	R.S. 3:551.2	Provides for inspection, grading, and certification of eggs; collection of assessments; and promotion of Louisiana eggs	12	\$15 Per Meeting	Yes-administrative support

Name of Board	Legal Authority	Purpose	Number of Board Members	Compensation	Assistance from Department of Agriculture and Forestry?
Louisiana Feed Commission	R.S. 3:1892	Responsible for licensing and regulating the operations of the feed industry to ensure quality products for farmers and the consumers in the state	11	\$40 Per Day	Yes-administrative support and payment of per diem and travel expenses
Fertilizer Commission	R.S. 3:1312	Responsible for licensing and regulating the activities of the fertilizer industry so that it may provide quality products to the farmers and consumers of the state	5	None	Yes-administrative support
Louisiana Forestry Commission	R.S. 3:4271	Responsible for protecting, conserving, and replenishing the natural resources of the state. Also, prepares plans for execution of laws relating to forestry, selects and employs the state forester and directs and advises him	7	Actual and Reasonable Expenses	Yes-administrative support plus reimbursement for actual and reasonable costs for commission business
Horticulture Commission of Louisiana	R.S. 3:3801	Responsible for governing the qualifications and practices of arborists, florists, horticulturists, landscape architects and contractors, nursery dealers, and cut flower dealers. Also, establishes examinations and collects license and permit fees	13	\$40 Per Day Plus Travel	Yes-administrative support and payment of per diem and travel expenses

Name of Board	Legal Authority	Purpose	Number of Board Members	Compensation	Assistance from Department of Agriculture and Forestry?
Livestock Brand Commission	R.S. 3:732	Responsible for investigating livestock thefts, maintaining brand records, and reporting livestock market information. Receives assistance from the police, sheriff, FBI, and other state law enforcement officials	10	\$40 Per Day	Yes-administrative support and payment of per diem and travel expenses
Livestock Sanitary Board	R.S. 3:2091	Responsible for licensing and supervising livestock dealers and auction markets and for requiring owners to quarantine, test, vaccinate livestock to prevent, control, and eradicate disease	14	\$40 Per Day Plus Travel	Yes-administrative support and payment of per diem and travel expenses
Louisiana Pork Promotion Board	R.S. 3:551.82	To promote the growth and development of the pork industry in Louisiana through research and advertisement	9	None	None
Louisiana Rice Promotion Board	R.S. 3:551.63	To promote the growth and development of the rice industry in Louisiana. Serves all rice farmers in Louisiana and businesses serving the rice industry through promotion and research activities	9	None	None
Louisiana Rice Research Board	R.S. 3:551.73	To administer rice research check-off funds collected by the Louisiana Department of Agriculture and Forestry, selects projects for funding, and reviews the progress of research	13	None	None

Name of Board	Legal Authority	Purpose	Number of Board Members	Compensation	Assistance from Department of Agriculture and Forestry?
Seed Commission	R.S. 3:1432	Responsible for licensing and regulating the seed industry and providing quality seeds. Also, responsible for a seed certification system which keeps pedigree records for crop varieties and seed propagating materials	5	None	Yes-administrative support
Louisiana Soybean and Grain Research and Promotion Board	R.S. 3:551.32	To promote the growth and development of the soybean, wheat, corn, and grain sorghum industries through research and advertisement. Assessments are levied on the sale of these products. Fifty percent of assessments collected are remitted to the United Soybean Board	10	None	No-administrative functions are performed by the Louisiana Farm Bureau Federation
State Market Commission	R.S. 3:401	Administers loan programs for agricultural industries, and enforcing regulations. Serves all farmers subject to rules governing grading and certification of farm products and agri-business eligible for loans	12	\$40 Per Day	Yes-administrative support and payment of per diem and travel expenses
State Soil and Water Conservation Committee	R.S. 3:1204	To offer assistance to the supervisors of soil and water conservation districts. To coordinate the programs of several districts and to facilitate, promote, assist harmonize, coordinate, and guide the resources conservation programs	8	\$35 Per Day Plus Travel Expenses	Yes-administrative support

Name of Board	Legal Authority	Purpose	Number of Board Members	Compensation	Assistance from Department of Agriculture and Forestry?
Louisiana Strawberry Marketing Board	R.S. 3:473	Promotes the well being of the strawberry industry by expanding markets and increasing crop quantities and by encouraging consumption of strawberries	13	\$20 Per Day Plus Travel Expenses	Yes-administrative support
Structural Pest Control Commission	R.S. 3:3363	Responsible for regulating the structural pest control industry to protect the interests, health, safety, and welfare of the public	5	\$40 Per Day Plus Travel	Yes-administrative support and payment of per diem and travel expenses
Louisiana Sweet Potato Advertising and Development Commission	R.S. 3:453	Responsible for expanding the market for and increasing the consumption of sweet potatoes by public education on the health and nutritional values of Louisiana sweet potatoes	14	\$15 Per Meeting	Yes-administrative support
Louisiana Commission of Weights and Measures	R.S. 3:4603	To advise on the requirements for the registration of weights, measures, weighing and measuring devices; to hold hearings on alleged violations; to advise on civil penalties; to recommend the suspension, revocation of licenses, certificates, and permits	9	\$40 Per Meeting	Yes-administrative support

Appendix C

Employees by Type of Position for Fiscal Year 1996-97

Appendix C: Department of Agriculture and Forestry Employees by Type of Position for Fiscal Year 1996-97

Position Type	Management and Finance	Office of Marketing	Agricultural and Environmental Sciences	Animal Health	Agro-Consumer Services	Forestry	Soil and Water	Grand Total
Officials and Administrators	14	7	17	11	11	18	1	79
Agriculture and Forestry Specialists	6	5	78	131	34	33	7	294
Veterinarians				11				11
Program Non-Professionals			9	13		173		195
Enforcement				17		11		28
Secretarial/Clerical	21	9	21	12	5	17	2	87
Aircraft Pilots						13		13
Support Non-Professional	12	2						14
Support Professional	36				2			38
Trades	32		1	1		6		40
Total	121	23	126	196	52	271	10	799

Source: Prepared by legislative auditor's staff using information obtained from the Department of Agriculture and Forestry.

Appendix D

Department of Agriculture and Forestry's Response



Louisiana Department of Agriculture & Forestry

Office of Management and Finance

Post Office Box 3481

Baton Rouge, Louisiana

70821-3481

(504) 922-1255



BOB ODOM
COMMISSIONER

97 JUN 23 P 3: 39

RICHARD ALLEN
ASSISTANT COMMISSIONER

June 20, 1997

Dr. Daniel G. Kyle
Legislative Auditor
Post Office Box 94397
Baton Rouge, LA 70804-9397

Dear Dr. Kyle:

This will acknowledge receipt of the Analysis of Program Authority and Performance Data pertaining to the Department of Agriculture and Forestry. The response of the Department is as follows:

Strategic Planning

The Department believes in and employs strategic planning.

Every office of the Department provides annually to the Commissioner, for mutual review and revision, a plan identifying performance of the office during the preceding year and describing goals and objectives for that office in context with the authority of and overall goals of the Department.

The Analysis suggests a more formal strategic planning process which would include the strategic planning program called Manageware.

Presently, the Department coordinates its planning with the Office of Planning and Budget as well as members of the staff of the legislature's Appropriation Committee. This type of planning has demonstrated itself to be particularly helpful in developing performance criteria directly related to both planning and budgeting.

Providing for more formal strategic planning which would include additional performance indicators and use of the Manageware program will be reviewed and embraced to the extent appropriate for improving the planning function of this Department.

Dr. Daniel G. Kyle
June 20, 1997
page 2

Legislative Revision

The Department is created in and functions in the executive branch of government. The Constitution not only created three distinct branches within which governmental functions were to occur but it prohibited any person in one branch from exercising any authority belonging to another branch.

The Analysis suggests that there are some laws pertaining to the Department which are in need of revision. Such revision is within the exclusive realm of authority of the legislative branch.

The Analysis also suggests that one or more activities of the Department may need legislative authorization. In the examples given such is not the case. Legislative authority is only required where constitutional authority does not exist. Further, in determining legislative authority, all such authority must be considered. The Analysis fails to recognize these principles and to that extent errs.

The Department will review all areas noted and where legislative action or action of others outside of the Department is appropriate will seek to initiate same.

Function of Boards

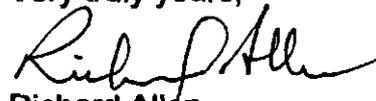
The legislative branch of government has created, empowered and placed various boards within the Department. The legislature is the exclusive authority over the respective responsibilities of these boards.

The Analysis suggests that there may be some overlap or duplication of activities and personnel related to some of these boards.

Such is not the case for two reasons. First, there is no overlap of activities because those activities that can be combined have been combined. Second, as an efficiency tool, the Department cross utilizes staff so that the various boards share staff thus avoiding any duplication of personnel.

This concludes the Department's response which we request be printed verbatim. We look forward to working with you in connection with the important task of improving the efficiency of government. Thank you for your efforts in this Analysis.

Very truly yours,



Richard Allen,
Assistant Commissioner

Appendix E

Office of Planning and Budget's Response



State of Louisiana
DIVISION OF ADMINISTRATION
OFFICE OF PLANNING AND BUDGET

M. J. "MIKE" FOSTER, JR.
GOVERNOR

MARK C. DRENNEN
COMMISSIONER OF ADMINISTRATION

June 4, 1997

Daniel G. Kyle, Ph.D., CPA, CFE
Legislative Auditor
Post Office Box 94397
Baton Rouge, LA 70804-9397

Re: Analysis of Program Authority and Performance Data for Department of
Agriculture and Forestry

Dear Dr. Kyle:

Thank you for including members of our staff in the process of your office's
performance audit of the Department of Agriculture and Forestry.

Our office agrees with audit recommendations for the improvement of the
department's planning and performance accountability. We are confident that the
Department of Agriculture and Forestry will continue their cooperative efforts with
our office to this end. The recommendations your staff has made in the audit will
provide excellent guidance for these efforts.

Sincerely,

A handwritten signature in black ink, appearing to read "Stephen R. Winham".

Stephen R. Winham
State Director of Planning and Budget

SRW/GLD

c: Richard Allen, Assistant Commissioner
Department of Agriculture and Forestry