



Commonwealth of Massachusetts
Office of the State Auditor
Suzanne M. Bump

Making government work better

Official Audit Report – Issued September 23, 2021

Office of the Governor

For the period July 1, 2018 through June 30, 2020





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September 23, 2021

The Honorable Governor Charles D. Baker
Office of the Governor
State House, Room 280
Boston, MA 02133

Dear Governor Baker:

I am pleased to provide this performance audit of the Office of the Governor. This report details the audit objectives, scope, methodology, findings, and recommendations for the audit period, July 1, 2018 through June 30, 2020. My audit staff discussed the contents of this report with management in your office, whose comments are reflected in this report.

I would also like to express my appreciation to the Office of the Governor for the cooperation and assistance provided to my staff during the audit.

Sincerely,

A handwritten signature in blue ink, appearing to read "SMBump".

Suzanne M. Bump
Auditor of the Commonwealth

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LIST OF ABBREVIATIONS

BCO	Boards and Commissions Office
GOV	Office of the Governor
IQ	Intranet Quorum
OSA	Office of the State Auditor

EXECUTIVE SUMMARY

In accordance with Section 12 of Chapter 11 of the Massachusetts General Laws, the Office of the State Auditor has conducted a performance audit of the Office of the Governor (GOV) for the period July 1, 2018 through June 30, 2020. The purpose of our audit was to determine whether GOV had filled all vacant seats on the Commonwealth's active boards and commissions as prescribed by state laws, regulations, or executive orders.

Below is a summary of our finding and our recommendations, with links to each page listed.

Finding 1 Page 7	Some state boards and commissions had vacancies that GOV did not fill immediately when members' terms ended.
Recommendations Page 9	<ol style="list-style-type: none">1. GOV should enhance its process to monitor all required appointments by the Governor to ensure that state boards and commissions are filled with appointments by the Governor immediately when members' terms end.2. GOV should implement a review process for any new board or commission created to ensure that it is not duplicative and does not have a mission similar to that of an existing board or commission, and GOV should combine duplicate responsibilities to create a single board or commission.3. GOV should develop policies and procedures to ensure that its Intranet Quorum database accurately contains all active state boards and commissions and the appointments made to them.

OVERVIEW OF AUDITED ENTITY

The Office of the Governor (GOV) was established under Section I of Chapter II of the Constitution of the Commonwealth. It consists of the Offices of the Governor and the Lieutenant Governor, both of whom are elected by popular vote every four years. The Governor and Lieutenant Governor oversee a cabinet consisting of the Secretaries of Administration and Finance, Education, Energy and Environmental Affairs, Health and Human Services, Housing and Economic Development, Labor and Workforce Development, Public Safety and Security, and Transportation. Each Secretary is appointed by the Governor and is responsible for overseeing the activities of the executive departments and other agencies within the secretariat. GOV sets policy for implementation by all cabinet secretariats, agencies, offices, commissions, boards, and other entities within the state executive department to achieve GOV's mission.

According to its internal control plan,

The Office of the Governor is committed to making Massachusetts a truly great place for all individuals to live, work, start a business, raise a family, and reach their full potential. It will work toward a growing economy with family-sustaining jobs; ensure that schools across the Commonwealth provide opportunity for every child regardless of zip code; improve the delivery of state services; and make Beacon Hill a true partner with our local governments to create safer and thriving communities across Massachusetts.

GOV makes appointments to more than 700 boards and commissions in the Commonwealth. Each state board's or commission's enabling legislation describes the Governor's responsibility and authority to make appointments to it.

For fiscal years 2019 and 2020, GOV's state appropriations were \$5,251,345 and \$5,751,345, respectively.

Boards and Commissions Office

GOV's Boards and Commissions Office (BCO) has existed since approximately 1991. It oversees appointments of appropriate and qualified candidates to all Commonwealth executive branch boards and commissions. BCO regularly interacts with citizens across the Commonwealth to assess and recruit qualified and committed candidates to serve on state boards and commissions. Since approximately 2005, BCO has used the Intranet Quorum (IQ) database, a data tracking software product from Leidos

Digital Solutions, Inc., to manage the appointments of each seat on each state board or commission. During our audit period, BCO was staffed by a director and three other staff members.

Typically, BCO is notified of a citizen's request to be appointed to a state board or commission by phone, email, or the GOV website. Boards and commissions also notify BCO if the Governor needs to make an appointment. According to BCO personnel, when the Governor appoints someone to a board or commission, the following steps are taken to track the appointment:

- BCO notifies the Office of the Secretary of the Commonwealth and the Office of the Comptroller of the Commonwealth of the appointment by sending both offices a copy of the appointment letter signed by the Governor.
- BCO notifies the relevant board or commission by sending it a copy of the appointment letter signed by the Governor.
- BCO creates a record of the appointment in IQ.

Through recruitment procedures implemented by BCO, GOV seeks to ensure that appointees to the Commonwealth's boards and commissions are qualified and diverse. On February 17, 2011, the then-Governor signed Executive Order 526, which reaffirmed the Commonwealth's commitment to civil rights and provided for transgender people to have equal access to executive branch employment and programs. The order, which covers state boards and commissions, states,

Non-discrimination, diversity, and equal opportunity shall be the policy of the Executive Branch of the Commonwealth of Massachusetts in all aspects of state employment, programs, services, activities, and decisions.

Through BCO, GOV also measures diversity in appointments to state boards and commissions. During our audit period, BCO set internal goals for at least 50% of its appointees to be female and at least 20 to 25% of appointments to be made to diverse candidates.¹

1. According to the Diversity Spreadsheet GOV uses to track the diversity of board and commission appointees, GOV considers an appointment diverse if the appointee identifies as being "Black, Hispanic, Asian, or Native American"; being a veteran; having a disability; or being "[lesbian, gay, bisexual, or transgender]."

AUDIT OBJECTIVES, SCOPE, AND METHODOLOGY

In accordance with Section 12 of Chapter 11 of the Massachusetts General Laws, the Office of the State Auditor has conducted a performance audit of certain activities of the Office of the Governor (GOV) for the period July 1, 2018 through June 30, 2020.

We conducted this performance audit in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

Below is our audit objective, indicating the question we intended our audit to answer, the conclusion we reached regarding the objective, and where the objective is discussed in this report.

Objective	Conclusion
1. Does GOV ensure that it immediately fills vacancies on state boards and commissions as prescribed by state laws, regulations, or executive orders?	No; see Finding 1

To achieve our audit objective, we gained an understanding of the internal controls we deemed relevant to the objective by reviewing GOV's mission statement, policies, and procedures, as well as conducting interviews with key personnel. Additionally, we performed the procedures described below.

Testing of Governor-Appointed Seats for Vacancies

We conducted an assessment of the number of active boards and commissions by asking GOV whether each board or commission listed in the Intranet Quorum (IQ) database was active or inactive. We obtained all appointment data from IQ and then filtered the data to include only boards and commissions GOV had identified as active.

After giving us a list of 611 active boards and commissions, GOV told us it had determined that 25 of these boards and commissions should be considered inactive. This resulted in a reduction of 212

Governor-appointed seats, discussed below.² From the remaining 586 active boards from IQ, we identified each board or commission seat that the Governor was required to fill and determined whether each seat was filled as of the end of the audit period (June 30, 2020) by examining the member identification number, appointment date, and term end date (the date the appointment term is completed). We accomplished this by performing the following procedures.

We filtered the list of 8,333 seats that GOV initially provided to us from its database, removing appointments with a blank term end date to produce a list of 7,246 seats. We sorted that list to ensure that the most recent term end date was listed first. We then summarized the list by seat to remove duplicates.³ Finally, we removed the 212 seats from inactive boards that had not initially been identified as inactive, as well as 19 ex officio seats that GOV officials told us had not been made by the Governor, which resulted in a list of 2,341 seats.

From that list, we determined whether each seat was vacant by determining whether the term end date was after the end of the audit period. If the term end date was before that date, we deemed the seat vacant. We determined each vacancy's duration by calculating the number of days between the term end date and the end of the audit period.

Data Reliability

To determine the reliability of data in IQ, we interviewed GOV personnel who were responsible for the source data. We performed a user access test to verify that only GOV employees made entries in IQ. Further, we reviewed the data in IQ for duplicates and to determine whether all the appointment dates were before the end of the audit period. To determine the accuracy of data in IQ, we selected a sample of 20 appointments and verified that there was an appointment letter from the Governor that matched each appointee's name and appointment date in IQ. To determine completeness of the appointment data, we compared it to data in the Diversity Spreadsheet⁴ and identified 24 appointments that should have been entered in IQ (see [Finding 1](#)). Additionally, in an interim response to our finding, GOV identified 72 instances where the appointment record in IQ did not reflect the current appointment

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2. For each board and commission, the Governor may have multiple appointments to make. For example, the Governor may have nine appointments to make to a single board or commission. This would result in nine seats.
 3. There may be many duplicate seat appointments within the 7,246 seats because there had been previous appointments to the same seat. We are reporting on whether a vacancy existed at the end of the audit period for each unique seat, so we filtered our list to include only unique seats.
 4. GOV uses the Diversity Spreadsheet to track the diversity of appointments to boards and commissions.

term. Based on the procedures above, we determined that the appointment data from IQ were sufficiently reliable for the purpose of this audit.

DETAILED AUDIT FINDINGS WITH AUDITEE'S RESPONSE

1. Some state boards and commissions had vacancies that the Office of the Governor did not fill immediately when members' terms ended.

As of the end of our audit period, the term had ended for 248 (10.6%) of the 2,341 seats⁵ on active state boards and commissions; these 248 seats should have been filled by the Office of the Governor (GOV) according to the Intranet Quorum (IQ) database. Additionally, during our audit, we noted that GOV did not always maintain complete and accurate information about appointments in IQ. When boards and commissions are without a full complement of appointees, they may lack the knowledge and skills to effectively meet their mission and may encounter difficulty securing a quorum to officially conduct business.

Based on our initial analysis, as of the end of our audit period, 230 (92.7%) of the 248 vacancies we identified had existed for 200 calendar days or longer:

Days Vacant as of June 30, 2020	Number of Board/Commission Seats Vacant
Less than 200	18
200–1,000	78
1,001–2,000	81
2,001–3,000	22
3,001–4,000	23
Over 4,000	26
Total	<u>248</u>

Additionally, of the 2,341 total active seats, there were 97 new seats from 22 boards and commissions that were created during the audit period, and IQ indicated that 4 (4.1%) of these were vacant at the end of the audit period. The existence of 586 boards and commissions, and continued creation of boards and commissions, may result in duplicative work.

5. In its interim response to our audit testing, GOV identified 19 ex officio seats, from the 2,572 seats that we initially identified as active seats appointed by the Governor, that should not be included in this population because they were not gubernatorial appointments. Additionally, GOV identified 212 seats that should not be included in our analysis because the board or commission was inactive. We subtracted these 231 seats from the population, resulting in a total of 2,341 seats.

During our analysis, we identified 24 instances where appointments by the Governor to boards and commissions were not listed in IQ. According to GOV officials, these were omitted from IQ in error.

Additionally, in its interim response to our audit testing, GOV identified 212 instances where a seat on a board or commission was reported as vacant in IQ, but the board or commission was actually inactive and no longer meeting. GOV did not accurately document in IQ that these 212 seats were for boards and commissions that were inactive.

GOV also identified 72 instances where IQ did not list a seat as filled, but GOV officials researched the vacancy and determined that the seats were filled with an active appointment. GOV did not accurately document in IQ that these 72 seats had an active board or commission member appointed.

Without ensuring that board and commission appointment information is complete and accurate in its database, GOV cannot effectively manage the filling of vacancies.

Authoritative Guidance

Regarding the Governor's responsibility to appoint seats to boards and commissions,⁶ GOV's website states,

Governor Baker appoints citizens to more than 700 boards and commissions dealing with virtually every state department and public policy area.

Each state board's or commission's enabling legislation describes its composition and, if applicable, GOV's appointment responsibility and authority. For example, Section 42 of Chapter 13 of the Massachusetts General Laws states,

There shall be a board of registration of cosmetology and barbering to consist of 9 members who shall be appointed by the governor, 1 of whom shall be designated as chairperson by a majority vote of the board. Members shall be appointed for terms of 3 years; provided, however, that any person designated to fill a vacancy shall be appointed only for the remainder of the unexpired term of the member so replaced. Upon the expiration of a term of office, a board member may continue to serve until a successor has been appointed and qualified.

6. GOV officials confirmed only 586 active boards and commissions during the audit period.

Reasons for Vacancies

GOV's Boards and Commissions Office (BCO) has not established a process that effectively monitors upcoming board and commission vacancies so they can be filled immediately when members' terms end. Additionally, GOV does not have an adequate process in place to monitor the creation of new boards and commissions. Finally, GOV has not established any policies and procedures to ensure that the information entered in IQ is complete and accurate.

Recommendations

1. GOV should enhance its process to monitor all required appointments by the Governor to ensure that state boards and commissions are filled with appointments by the Governor immediately when members' terms end.
2. GOV should implement a review process for any new board or commission created to ensure that it is not duplicative and does not have a mission similar to that of an existing board or commission, and GOV should combine duplicate responsibilities to create a single board or commission.
3. GOV should develop policies and procedures to ensure that IQ accurately contains all active state boards and commissions and the appointments made to them.

Auditee's Response

Seats that are truly vacant, with no one serving either in term or in holdover, should be filled with qualified individuals as soon as possible. The report's concern, however, that there were vacancies not filled "immediately when the members' terms ended," seems to suggest a problem that does not reflect the reality of board turnover, recruitment, and the appointment process. This finding ignores that board and commission members appointed by the Governor continue to serve in holdover before they are re-appointed for a subsequent term or a successor is appointed to take their seat. General Laws c. 30 § 8, allows members appointed by the Governor to serve and exercise all the powers of the public office when serving in holdover status. The policy reasons supporting this provision are well established.

The table [in Finding 1], therefore, would be more accurate if it accounted for holdover service by calculating the number of days vacant based on the end of a member's actual service rather than the end of the member's term.

We have a related concern that the finding's focus on whether seats were filled "immediately when the members' terms ended," where no statute or rule specifies a required window for re-appointment, suggests a problem of legitimacy or legal authority for members serving in holdover that does not exist. These members were lawfully serving the Commonwealth.

We also observe that the OSA's calculation overstates the percentage of vacancies by excluding all the members who served without a term or coterminous to the Administration because OSA reviewed only appointments with a term-end date. This methodological approach under-reported

BCO's actual performance in filling available seats. OSA's approach also fails to recognize or give BCO credit for filling appointments to these seats and further fails to recognize these members' service.

Finally, the report's statement that BCO "did not always maintain complete and accurate information about appointments in IQ" ignores the high accuracy with which most appointment information was entered into the IQ database during the audit period. The audit report identified 96 instances out of 2,341 seats tested where some appointment information was inadvertently omitted from the IQ database during the audit period. This data entry error rate (4%) is within acceptable standards. Additionally, in all instances where appointment information was not properly entered into the IQ database, the BCO properly maintained the appointment information in other office records.

Response to Recommendations

Recommendation 1 . . .

The BCO fills vacant seats with qualified individuals as soon as possible. The BCO prioritizes qualifications of the candidate when filling board and commission seats. It is more important to find a qualified candidate to serve than to fill a vacant seat immediately with an unqualified candidate. Additionally, there is no need for the BCO to fill a seat immediately at the end of a member's term, if the member is willing to serve in holdover status.

The BCO has a process to monitor all appointments legally required by the Governor. BCO staff are made aware of vacancies by board members as well as by a board or commission's staff member, Secretariat, or agency staff member that provides administrative support to a board or commission. Vacancies are then recorded in the IQ database, including the reason for departure. This process was the standard practice followed during the audit period and was memorialized in a written policy and procedure document that was distributed to all Boards and Commissions staff members in December 2020.

The BCO has increased the frequency of its meetings with board or commission staff members, Secretariats, and agency staff members that provide administrative support, to ensure that the BCO's records are current. Additionally, the BCO is implementing a quarterly review of the IQ database data with appropriate board and commission staff, Secretariat, or agency staff, to ensure that the BCO is aware of any upcoming or unforeseen vacancies.

Recommendation 2 . . .

Most boards and commissions are created by the Legislature. Consequently, the Office of the Governor does not have legal authority to unilaterally consolidate or alter legislatively-created boards or commissions, even when they may be "duplicative" of existing bodies. A 2014 legislative audit of state boards and commissions stated, "[t]he Legislature should enact legislation to allow automatic dissolution or sunseting of inactive commissions and to create a formal process to regularly review commissions to determine whether they should be abolished." This Office agrees with that conclusion. [On July 30, 2014, the Senate Committee on Post Audit

and Oversight published "Fulfilling Their Mandates?: A Review of Massachusetts State Boards and Commissions."]

In some instances, the Office creates boards and commissions through the Governor's Executive Orders. In doing so, it strives to not create duplicative boards or boards with similar missions. Executive Orders are updated as needs change.

Recommendation 3 . . .

The BCO has developed policies and procedures designed to ensure that IQ accurately contains the most up-to-date information. The BCO strives for data to be entered accurately 100% of the time and in a timely fashion. In December 2020, the BCO created a set of comprehensive, written policies and procedures for recording data in the IQ database and distributed them to BCO staff. The BCO also instructed BCO staff to enter new boards and commissions and new members as soon as possible after the appointment letters are issued.

The BCO has recently conducted a thorough review of the IQ database to produce a list of boards that were considered active and inactive during the audit period. Staff reviewed data from over thirty years. Through the review, the BCO determined that many boards and commissions existed in the database that should have been marked inactive by earlier Administrations prior to 2015. Altogether, the BCO found 177 inactive boards that were incorrectly marked as active in IQ during the audit period. Of these inactive boards, two-thirds of them (118) should have been marked inactive prior to this Administration. This type of review was a first in the history of the BCO. To keep our successors from undergoing the same laborious process, the BCO will review the IQ database in meetings with the boards' and commissions staff, Secretariats, and other agency staff members that support each board and commission. This will include a specific review of whether a board or commission should be marked inactive.

Auditor's Reply

In our audit, we set out to determine whether GOV immediately filled vacant Governor-appointed seats on state boards and commissions as prescribed by state laws, regulations, or executive orders. With information obtained from BCO, we analyzed IQ data, taking into account all information GOV uses to monitor vacancies. We did not include the 978 appointees that BCO has termed holdovers in the count of vacant appointments. (See "Other Matters" for further discussion of holdovers.) In our analysis, we found 248 appointment vacancies as of June 30, 2020. Therefore, we concluded that GOV had not immediately filled all vacant Governor-appointed seats on state boards and commissions.

In its response, GOV contends that the Office of the State Auditor (OSA) did not consider holdover status for the table in Finding 1. This table shows the number of days seats remained vacant. Although Section 8 of Chapter 30 of the General Laws allows members appointed by the Governor to serve in holdover status with the same authority that existed during their terms, there is no identifier in IQ to indicate that

status. Moreover, there is no indication that GOV knows whether a particular holdover is actively participating on a board or commission. Therefore, we could not address holdover status when calculating the length of time between the end of the prior appointment term and June 30, 2020 for each of the 248 vacant seats.

In its response, GOV states that no statute or rule specifies when a vacant seat must be reappointed. We believe BCO should monitor appointees as they approach the end of their terms to determine which boards and commissions are expected to have upcoming vacancies and fill them with new appointments as soon as possible. The audit identified 248 vacant seats, 230 of which had existed for 200 calendar days or more. These results were the reason for our recommendation that GOV enhance its monitoring process to ensure that the Governor fill appointments immediately when members' terms end.

In its response, GOV states that our audit did not take into consideration appointments made for seats that did not have term end dates. As detailed in the "[Audit Objectives, Scope, and Methodology](#)" section of this report, our review focused on GOV making timely appointments to vacant seats. The percentages used in our findings were based on our consideration of board or commission seats that were not immediately filled upon vacancy. A seat with no term end date would not have a definitive vacancy date, so we did not consider such seats because there was no affirmative duty to fill them by a specific date.

Additionally, GOV contends that the 96 instances of errors we discovered in IQ in our analysis are acceptable because the error rate is 4%. GOV states that the correct information was documented in separate GOV records. However, GOV officials told OSA several times that IQ is the tool GOV uses to manage appointments. If at least 4% of appointment data in IQ is inaccurate or incomplete, GOV cannot ensure that it appropriately manages all gubernatorial appointments to boards and commissions.

Regarding the response to our first recommendation, OSA concurs that BCO has a process to monitor all appointments legally required by the Governor; however, improvements can be made to the process to ensure that appointments are made to limit vacancies. GOV's response notes improvements such as the following:

The BCO has increased the frequency of its meetings with board or commission staff members, Secretariats, and agency staff members that provide administrative support, to ensure that the BCO's records are current. Additionally, BCO is implementing a quarterly review of the IQ database data with appropriate board and commission staff, Secretariat, or agency staff, to ensure that the BCO is aware of any upcoming or unforeseen vacancies.

Based on these steps, it appears that GOV is taking steps to implement our first recommendation.

Our second recommendation was as follows:

GOV should implement a review process for any new board or commission created to ensure that it is not duplicative and does not have a mission similar to that of an existing board or commission, and GOV should combine duplicate responsibilities to create a single board or commission.

In its response, GOV stated that it did not have the authority to unilaterally change legislatively created boards and commissions. However, we are not recommending that GOV change boards and commissions, but that it review and provide input on the missions of proposed ones and assess whether they duplicate existing boards or commissions. If they do, BCO could propose to the Governor that the Legislature review and reassess the mission before the legislation is signed. We again urge GOV to implement our recommendation.

Our third recommendation was as follows:

GOV should develop policies and procedures to ensure that IQ accurately contains all active state boards and commissions, as well as the appointments made to them.

Based on its response to our audit, GOV appears to have taken steps to address our recommendation.

OTHER MATTERS

The Office of the Governor should improve monitoring of holdover appointments.

During our audit, the Office of the State Auditor (OSA) analyzed the Office of the Governor’s (GOV’s) Intranet Quorum (IQ) database to determine whether the Governor immediately filled vacancies on boards and commissions as prescribed by state laws, regulations, or executive orders. During this analysis, GOV officials told us that many appointees of the Governor had holdover status as of the date of our review (June 30, 2020). Holdover status was described to us as a status where the appointment term has ended, but the appointee continues to serve on the board or commission until a replacement is appointed. GOV officials identified 978 instances, among the 2,341 seats we tested, of appointees with holdover status.

During our analysis, we did not see any indication of GOV effectively managing holdover status, such as inclusion in IQ or any other data source. GOV officials told us that holdover status was intended to be a short-term option to extend a term of an appointee whose term was about to expire when the appointee was in the middle of completing a task or there was a delay in filling an appointment. As shown below, 817 (83.5%) of appointees reported as holdovers have had this status for more than 200 days.

Number of Days in Holdover as of June 30, 2020	Number of Board/Commission Seats in Holdover
Less than 200	161
200–1,000	486
1,001–2,000	213
2,001–3,000	51
3,001–4,000	39
Over 4,000	28
Total	<u>978</u>

We recommend that GOV record in IQ whether an appointment has holdover status, along with the holdover duration, and document its communications with each board and commission to end the holdover status by either reappointing the current appointee or recruiting a new one to fill the seat.

Auditee's Response

As discussed above, any member in an active seat on an active board who is serving beyond his or her initially appointed term is serving in holdover status and exercises all of the powers of the appointed position, as provided by G. L. c. 30, § 8. This general rule applies to all public officers appointed by the Governor, unless the board or commission's enabling statute provides otherwise. Members serving in this capacity have the same rights and privileges as those who are serving with an active term. The policy reasons supporting this provision are well established, and the BCO sees no reason to devalue the continuing service of these members who often serve for little to no remuneration.

While there is no field in the IQ database labeled "holdover," the BCO can use IQ to identify members serving in holdover status by reviewing active members on active boards who continue to serve beyond their term end date. The BCO will continue to consult with boards' and commissions' staff members, Secretaries, and agency staff to review those appointees who are serving in holdover, to confirm their status and consider whether a change needs to be made to the seat. The BCO is currently sending IQ data to these staff members to increase communication regarding the holdover status of members. The BCO will focus this outreach on the seats that have been in holdover status the longest.

Auditor's Reply

We recommend that GOV improve its management of IQ in relation to members in holdover status. Our recommendation is that the Boards and Commissions Office (BCO) note in IQ whether an appointee is a holdover actively serving on a board or commission and, if so, what is the anticipated duration of the holdover status. We also recommend that GOV document its communications with each board and commission to end holdover status by either reappointing the current appointee or recruiting a new one. A new appointment or reappointment does not devalue the continuing service of board or commission members as GOV suggests above.

GOV's response above is that BCO can "identify members serving in holdover status by reviewing active members on active boards who continue to serve beyond the end of their term." When we reviewed IQ, there was no identifier that OSA saw, or that was communicated to us, to differentiate holdover members. GOV's response stating that it will review appointees currently serving in holdover status to determine whether they are still serving and whether a seat change is appropriate is what we recommended. OSA also recommends documenting in IQ how long a member will be available to serve as a holdover. Also, since most holdovers identified as of June 30, 2020 had been in holdover status for more than 200 days, we recommend taking an additional step to formally reappoint members who express a desire to serve on their boards or commissions for additional full-length terms.