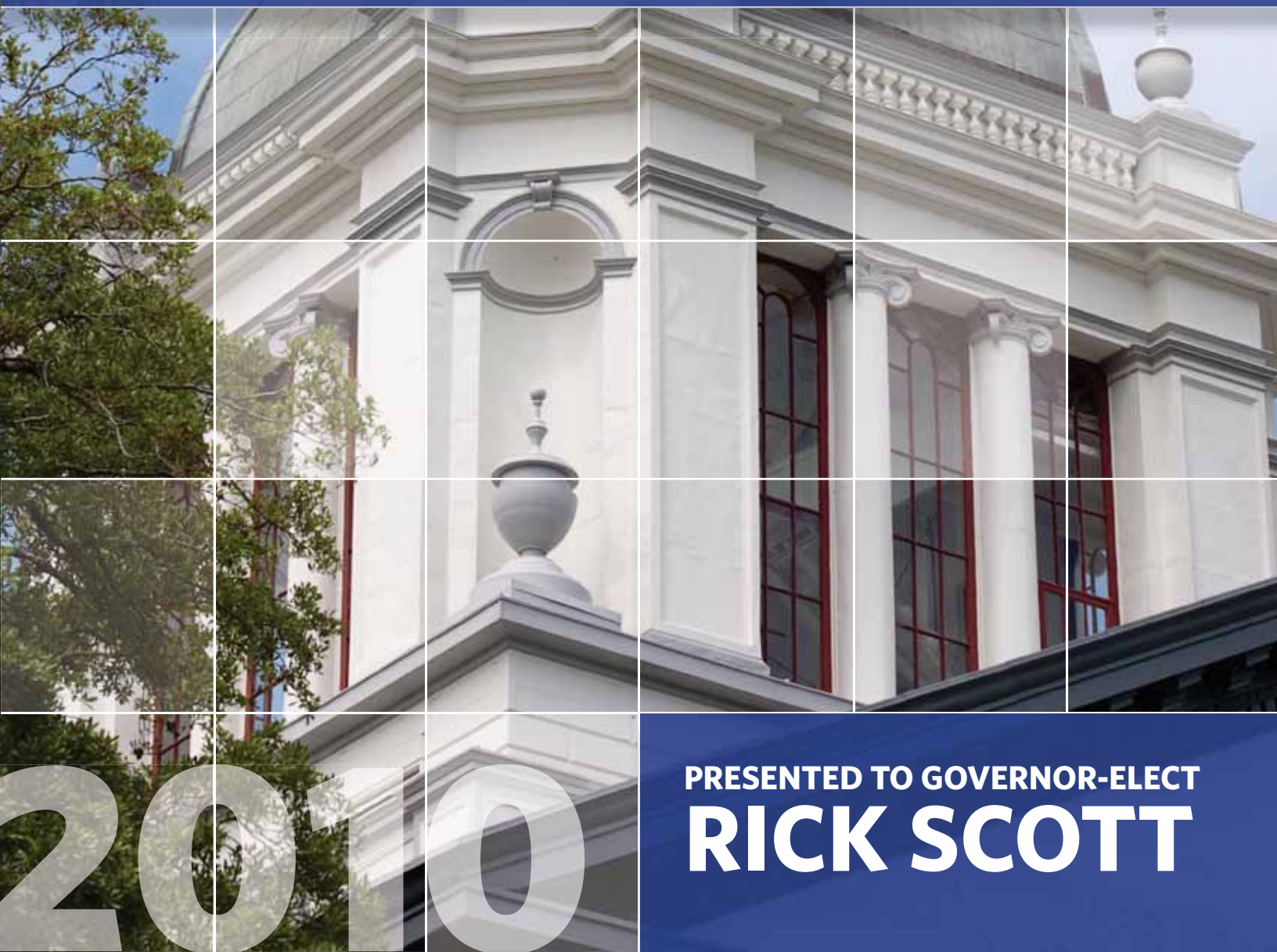




Florida
TaxWatch

GOVERNOR'S TRANSITION DECISION HANDBOOK



2010

PRESENTED TO GOVERNOR-ELECT
RICK SCOTT



November 2010

Dear Governor-Elect and Lieutenant Governor-Elect,

Well done! We extend our heartiest congratulations and welcome you as the 45th Chief Executive and 18th Lieutenant Governor of our unique and beautiful sunshine state. At this defining moment in our history, Florida is confronted with tremendous challenges – and with it incredible opportunities – that will require great leadership and a well developed, committed, and coordinated team. As Governor and Lieutenant Governor, you will certainly have great and difficult tasks before you, many of which you will face during the transition period. In a gesture of goodwill and partnership, we are pleased to present you and your team with the “Governor’s Transition Decision Handbook” in hopes it will make your transition more effective and productive.

Unlike the voluminous work plans and technical transition manuals your team will have to review over the coming months, our Handbook provides a sampling of thought-provoking strategic advice and observations from those men and women— Republicans and Democrats alike—who have endured the monumental tasks of gubernatorial transitions and the critical decision points and schedules that must be met.

Our Steering Committee of distinguished Floridians from across the state took a high-level look at current and emerging issues that you and your transition team will face. We are honored by their insightful contributions and participation.

Again, congratulations! It is our sincere hope that this Handbook will be of timely assistance in the great journey ahead of you. We stand ready to help you and your team help our fellow Floridians get to work on a stronger and more prosperous Florida.

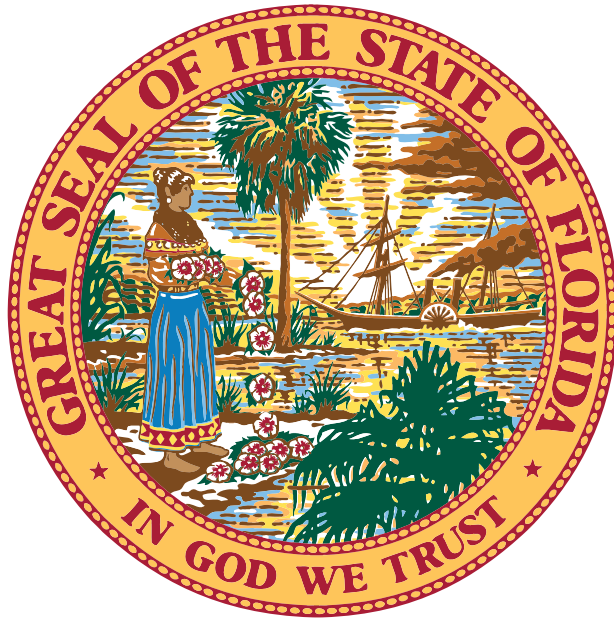
Respectfully,

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Chairman
Steering Committee

David A. Smith
Chairman
Florida TaxWatch

Marshall Criser, III
Chairman-Elect
Florida TaxWatch

Dominic M. Calabro
President and CEO
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Governor's Transition Decision Handbook Steering Committee

The Governor's Transition Decision Handbook Steering Committee consists of distinguished Floridians from around the state who volunteered their time and expertise to this unique venture. Without their leadership and participation, we would not be able to present this new edition of the Handbook.

Chairman Frank T. Brogan

Chancellor
State University System of Florida
Board of Governors

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Introduction

One of the most enduring symbols of American democracy is the smooth and orderly transition from one elected official to the next, which requires early and informed planning to be successful. The two-month time frame between Election Day and the inauguration will be one of the most challenging yet fundamentally rewarding periods for the Governor-Elect as he undertakes the Herculean task of shifting roles from a candidate garnering votes to a newly elected Governor assuming the myriad of duties and responsibilities of governing the great state of Florida.

“They don’t have schools for a Governor, so I’m learning the hard way as I go along.”

—GOVERNOR REUBIN O’D. ASKEW

During the next 62 days, an entire administration must be assembled; agency secretaries appointed; executive staff hired; an inauguration planned and executed; budget recommended; legislative agenda prioritized and presented; and important relationships built with the Legislature, the Judicial Branch, the Cabinet, the media, and, most importantly, the people of Florida. It is a time to coordinate the development of policies, and set the tone of the new administration. This period will also be characterized by inundations of voluminous manuals of information on government programs and protocol, along with numerous requests by a variety of people and organizations to meet with the Governor-Elect to provide information and assistance in managing the transition.

The 2010 Governor’s Transition Decision Handbook is a unique cooperative effort that recognizes and supports the overwhelming demands placed upon the Governor-Elect and his transition team. Florida TaxWatch hopes this Handbook will be useful to you, but it is not meant to be a duplication of other information or a comprehensive overview of the transition process for the incoming administration.

“There is no greater testament to our nation’s democracy than the people’s ability to choose their leaders.”

—GOVERNOR CHARLIE CRIST

Florida TaxWatch published the first Governor’s Transition Decision Handbook in 1998, before it was known who would win the election, and then distributed it to Governor-Elect Jeb Bush and Lieutenant Governor-Elect Frank Brogan. Likewise, TaxWatch generated a second edition in great cooperation with the outgoing administration and distributed it to Governor-Elect Charlie Crist and Lieutenant Governor-Elect Jeff Kottkamp. In the same spirit, this new edition of the Handbook is presented to you and your new administration.

Over time, the Handbook has become a depository of historical knowledge from former government officials to assist the Governor-Elect and their transition team by providing “lessons learned” and hands-on advice from those who have been involved in gubernatorial transitions throughout the years. Former Governors, along with former Lieutenant Governors, legislative leaders, Chiefs of Staff, transition chairmen, state agency secretaries, department executive directors, communications directors, and budget directors have all generously shared their experiences, advice, and good counsel for an effective transition and beyond. The Handbook is also a collection of topical considerations published in real time. This edition identifies key issues facing Florida that you may have to deal with during your time in office. Key issues include economic development, education, criminal and juvenile justice reform, federal funding, and redistricting.

“Tell people what you are going to do – and then do it. People are yearning for authenticity in their lives, in their leaders and in their country.”

—GOVERNOR JEB BUSH

The Purpose and Goal of the Gubernatorial Transition

The transition is both a reflection of the time and the Governor-Elect's priorities and vision. The primary goal of any transition is the proper and smooth transfer of power to the new Governor. It is the sum of activity, attitudes, and actions shaped by the concern with both change and continuity in government.

Transitions of power present many demands and challenges. Perhaps the greatest challenge faced by the Governor-Elect and his developing team is the reality of the short period of time (63 days) between the election and inauguration. During the transition, an overwhelming assortment of decisions and tasks must be completed with all due diligence for the Governor to assume his duties and communicate interests and directions between the old and new administrations and within the new.

"Dare to have bold ideas that will make Florida the envy of the nation."

—ERIC EIKENBERG

As a contribution toward an assurance of success, key members of previous gubernatorial transitions have generously given their advice on the important considerations and decisions that should be made to assist in the implementation of a smooth transition:

- Assemble and review all information from reputable sources, including the official Florida transition manuals, the National Governors Association, and the Florida Tax-Watch Governor's Transition Decision Handbook. Listen to those "who have been there", because they can provide valuable advice and act as a sounding board.
- Think through the structure of the transition. Identify critical transition areas and determine how they will be addressed. Major areas could include: policy and budget

"The economics of the transition: efficiency, effectiveness, and frugality."

—LIEUTENANT GOVERNOR FRANK T. BROGAN

formulation, agency and senior staff appointments, Executive Office structure and procedures, and inauguration festivities.

- Make sure the transition budget is enough to do the job, but be mindful that it is the people's hard-earned tax dollars.
- Develop your message to the state. Review the roles of the Governor and how they lend to the promotion of your vision.
- Choose the personal management style you will pursue and develop internal office policies and procedures.
- Review Florida ethics laws and distribute a "Transition Code of Conduct" to each transition team member. Limit the potential for situations that can reflect poorly on the Executive Office of the Governor and Florida.
- Appoint a transition team comprised of competent, knowledgeable, and credible persons who can review government, interview potential personnel, and help establish the administration.
- Establish clear lines of communication and authority for making decisions. Designate those with the authority to speak for the Governor in discussion with the media, the Legislature, the Cabinet, and state agencies.

Roles and Duties of the Governor and Lieutenant Governor of Florida

"The supreme executive power shall be vested in a governor, who shall be commander-in chief of all military forces of the state not in active service of the United States. The governor shall take care that the laws be faithfully executed, commission all officers of the state and counties, and transact all necessary business with the officers of government. The governor may require information in writing from all executive or administrative state, county or municipal officers upon any subject relating to the duties of their respective offices. The governor shall be the chief administrative officer of the state responsible for the planning and budgeting for the state."

— FLORIDA CONSTITUTION, ARTICLE IV, SECTION 1

The Florida Constitution does not grant all of the duties of the Governor. The Governor serves in many leadership roles created by law, circumstances, and traditions. During his term, the Governor must balance the demands that each of these roles present.

The Governor is Florida's head of state and the representative of the people of Florida at various public events and on domestic and international trips. The Governor serves on regional boards, including the Southern Regional Education Board and the Southern States Energy Board, and represents Florida in the National Governors Association. With Florida's influential national presence in the political spectrum, and because of the state's relatively high population, the Governor provides important political leadership and direction as the state's highest elected official.

As the head of the Executive Branch, agency secretaries are appointed by and serve at the will and pleasure of the Governor. Over the next four years, the Governor will make approximately 6,000 appointments to executive agencies, departments, and boards, in addition to appointments to fill vacant elected offices.

As Chief Administrative Officer, the Governor promotes a vision for Florida, submits the Governor's Budget Recommendation to the Legislature, and reports the State of the State to the taxpaying citizens.

Serving as the Commander-in-Chief of the state's National Guard, the Governor may call upon the military and any law enforcement in a time of emergency to preserve order or quell violence.

In addition to signing numerous government documents, the Governor can be called to represent Florida before the United States Congress, negotiate interstate compacts, and be named as the plaintiff/defendant in lawsuits against the state.



According to the Florida Constitution, the Lieutenant Governor is first in line to assume the Governorship for the remainder of the term should the office become vacant. As the Governor's second in command, the Lieutenant Governor performs duties as the Governor assigns. The range of duties and roles the Lieutenant Governor may assume varies from Governor to Governor. One of the common roles for the Lieutenant Governor to take on is acting as a powerful liaison to the Legislature, agencies and departments, and the public. Representing the Executive Office and its policies and priorities, the Lieutenant Governor plays a key role in communicating the administration's policies and priorities at meetings and events that the Governor cannot attend. The Lieutenant Governor also plays a key role in developing relationships across state government and can be effective in 'closing the deal' and adding pressure where needed to further the administration's agenda.

"You have asked this person to change their life and be a part of this unique and amazing experience with you. They are your partner."

—LIEUTENANT GOVERNOR TONI JENNINGS

Florida's Public Record and Sunshine Laws

Florida is nationally recognized for its strong leadership in promoting ethical standards for public officials, access to governmental meetings/records, and the protection of the public trust against abuse. The Florida Constitution guarantees that all citizens have the right to access information about what decisions their government and its officials make and how taxpayers' dollars are spent. Therefore, the principle of open government must guide everything the state government does for the public. The new administration, its agencies, and their employees need to fully commit to upholding the spirit and intent of the public records, sunshine, and ethics laws when conducting the state's business.

Public Record law

The Florida public record law (Ch. 119, F.S.) applies to all records made or received in the official course of business by any agency (or employee thereof) which are used to perpetuate, formalize, or communicate knowledge. This includes telephone calls, emails, draft documents, appointment records, schedules, calendars, and transition records. All such materials are subject to public disclosure unless the Legislature has created a specific statutory exemption (i.e., social security numbers) from disclosure.

Since its implementation, the definition of what constitutes "public records" has come to include emails, tapes, photographs, film, sound recordings and records stored in computers, in addition to traditional written correspondence and materials. Recently, technology has leaped beyond the explicit scope of the Sunshine and public record laws. This law as it stands does not address newer technologies, including text messages, personal email accounts, social networking, or instant messages, which create the opportunity for significant gap in public records and Government-in-the-Sunshine laws.

Sunshine Law

The Sunshine Law (s. 286.011, F.S.) applies to gatherings of two or more members of a state or local public board when those members meet to discuss any matter on which foreseeable action may be taken. All such meetings must be noticed and open to the public, unless the Legislature has created an exemption. Advisory bodies are included.

This means that the law applies to:

- Meetings between the Governor and/or any Cabinet member to discuss any issue which foreseeably could come before the Governor and Cabinet for discussion or action at a Cabinet meeting. This would include issues such as appointments of Cabinet agency heads and future Cabinet agenda items. Any such meeting should be noticed to the public and the media and general public permitted to attend.
- Note that the Sunshine Law applies to members-elect immediately after election to public office. Accordingly, as soon as the Governor and Cabinet are elected, the Sunshine Law applies to any discussions between these elected officials that relate to matters which could come before the Governor and Cabinet when they assume office. The broad scope of the Sunshine Law generally precludes private meetings between the Governor and any Cabinet member to discuss public business.
- Commissions and boards created by Executive Order even if their powers are limited to making recommendations. It is important to ensure that meetings of these groups are open and noticed to the public.
- Meetings between the Governor and the Speaker of the House or President of the Senate. Article III s. 4(e) of the Florida Constitution states that "any prearranged gathering... between the Governor, the President of the Senate, or the Speaker of the House of Representatives, the purpose of which is to agree upon formal legislative action... shall be reasonably open to the public."
- The scheduling office needs to be aware when scheduling meetings with local officials and legislators that the Sunshine Law applies to gatherings of two or more members of a state or local elected or appointed board, such as county commissioners. Accordingly, the attorney for that board should be consulted about possible Sunshine Law issues before these meetings are scheduled. The same considerations apply with legislators—Article III s. 4(c) of the Florida Constitution states that any gathering of "more than two" legislators to agree upon formal legislation action must be open.

Florida's Code of Ethics for Public Officers and Employees

For the administration to embrace openness, it is essential to have a clear understanding of Florida's ethics laws. The leading goals of Florida's Code of Ethics are to protect the public interest and avert unnecessary barricades to public service. The Code constructed a framework identifying appropriate and ethical actions so that public officials can conduct themselves properly:

- Do not solicit or accept anything of value (a gift, loan, reward, favor, or service) based upon an understanding that it will influence your actions, or if you know it was given to influence your actions.
- Do not obtain special privileges through the use of your public position or property.
- Do not benefit from the use or disclosure of information not available to the public.

This Handbook only presents an abridged highlight of Florida's ethics laws. Recommendations for the Governor and members of his administration include:

- Appoint a general counsel with a complete understanding of the laws to assist in implementation and any interpretations.
- Review the language for a better understanding of the ethics laws. An online workshop on the Code of Ethics, Sunshine Law, and Public Records Acts is available through the Commission on Ethics. Additionally, the Attorney General's Office compiles a comprehensive guide of Florida's open government laws.
- When in doubt, request an advisory opinion from the Florida Commission on Ethics.

The Appointment Process

The Constitution provides the Governor with the power of appointment to fill vacancies and recommend appointments to a variety of posts. This power is a significant and far-reaching tool to advance the agenda and policies of an administration beyond the Governor's term of office. Appointments in both education and the judiciary have been significantly restructured in recent years. This change along with the restructuring of the Cabinet has given the Governorship greater power of appointment than twenty years ago.¹

Right people in the right places is the first rule of government.

The Governor will need to make thousands of appointments, some of them within the transition period, to executive agencies, courts, boards, commissions, departments, and vacant elected offices. During the transition, the immediate and overwhelming challenge is to identify and appoint agency secretaries and senior staff within 60 days. Not only is the number that must be appointed daunting, but so is the search for qualified people, the review of applications, the performance of critical background checks, the interview process of potential candidates, and the preparation for Senate confirmations. Creating an Appointments Office composed of professional, very well-organized staff and maintaining an objective thorough review process is essential to finding and appointing the best people to run the state of Florida.

It is important to keep in mind that some appointments require different protocol, subject area expertise, unique qualifications, and personal skills to effectively run the agency, department, division, or bureau. Remember, while agencies are critical to the state and its people, if issues are mishandled in some agencies (e.g., Department of Children and Families, Department of Corrections, Division of Emergency Management), there can be grave consequences.

Education Appointments

The voters of Florida amended the constitution in 1998 and 2002 to change the manner in which Florida administers its education system, which has greatly expanded the Governor's power of appointment. Included in these changes is the power to appoint members of the ruling boards. The State Board of Education is now appointed by the Governor and confirmed by the Senate. The State Board of Education then appoints the formerly-elected Commissioner of Education.² Additionally, the Governor appoints fourteen of the seventeen members of the Board of Governors and six of the thirteen members of each University's Board of Trustees while the Board of Governors appoint the remaining five members.³

Judicial Appointments

The Governor also has the power to shape the courts through extensive gubernatorial appointment of judges and justices to judicial vacancies without confirmation by the Senate. Currently, there are more than 600 judgeships that may potentially be appointed by the Governor should there be a vacancy. Over the past four years, Governor Charlie Crist has significantly changed the landscape of the highest court with the selection of four of the seven Supreme Court Justices.⁴

Florida uses 26 judicial nominating commissions to recommend a list of qualified judicial candidates to the Governor to fill all vacancies on the Supreme Court, District Courts, and mid-term vacancies on the circuit and county courts. Previously, the commissions were composed of three members appointed by the Florida Bar, three members chosen by the Governor, and three members selected by the other six commission members. In 2001, the Legislature revised the statute to allow all nine members to be appointed by the Governor. Under current law, the Governor may reject the entire list of candidates given by the commission and call for a new list. However, the Governor must ultimately select a candidate that is on the commission's submitted list. Executive orders are also at the disposal of the Governor to change the process with which candidates are selected by the commission.

1 Art IV, § 1(f), Fla. Const.

2 Art IX, § 2, Fla. Const.

3 Art IX, § 7(c), Fla. Const.

4 "Methods of Judicial Selection: Judicial Selection in the States." American Judicature Society, 2010.

Agency and Department Heads

Appointing heads of Executive Agencies and Departments is an important yet daunting task for the Governor-Elect to face during the transition. The people you appoint to these posts will represent and carry out your vision and priorities through their leadership. They need to be the most qualified, competent, and respected candidates you can find, regardless of political affiliation. First, assess current agency structure. Learn what performance and institutional knowledge may be lost before terminating anyone and communicate your decisions quickly with current employees. Determine immediately if and which key positions will be asked for resignations in order to appoint new personnel. The review of the qualifications, requirements, and background for each appointment needs to be thorough and timely to conform to the confirmation time frame during which certain appointments must be made. Unlike Executive Agencies and Departments, appointments made to Cabinet agencies must be approved unanimously by three Cabinet members to be confirmed.⁵



⁵ Art IV, § 6(a), Fla. Const.

The Florida Cabinet

The Governor and Cabinet serve as the collective decision and rule-making entity for the executive branch. The Governor and Cabinet collectively comprise several executive boards, commissions, and departments while each Cabinet officer also oversees different areas of responsibility independently by heading a specific department.

The Governor and Cabinet meetings are the most visible, public forum for issues to be discussed and provide the officers with the prime opportunity time to act in the best interest of the state. Courtesy, professionalism, and collegiality are key ingredients that make the Cabinet system work.

The collegial Cabinet system in Florida is a unique, even rare, form of governance among other states. Recently, the Cabinet system has undergone significant structural changes. In 1998, the voters approved a constitutional amendment to reduce the number of popularly elected Cabinet officers from six to three: the Attorney General, the Chief Financial Officer, and the Agriculture Commissioner with the remaining officers becoming gubernatorial appointments. This structure was put into place in 2003.

Each Cabinet member has equal footing with the Governor on matters that come before the Governor and Cabinet with Governor supremacy only in situations of a tied vote. However, the approval of all Cabinet members is required for the Governor's appointments to Cabinet agencies.

In addition to the separate departments that each Cabinet officer administers, there are several departments, Commissions, and Boards that are under the control of the Governor and Cabinet collectively

Departments Headed by the Governor and Cabinet:

- Department of Law Enforcement
- Department of Highway Safety and Motor Vehicles
- Department of Veteran's Affairs
- Department of Revenue

Commissions and Boards with the Governor and Cabinet Sitting as Head:

- Board of Executive Clemency
- Financial Service Commission, which houses the Office of Insurance Regulation and the Office of Financial Regulation
- Florida Electrical Power Plant and Transmission Line Siting Board
- Administration Commission, which also houses the Financial Management Information Board (Chaired by the Governor)
- Board of Trustees of the Internal Improvement Trust Fund
- Land and Water Adjudicatory Commission

Boards headed by Governor, Attorney General, and Chief Financial Officer:

- State Board of Administration
- Division of Bond Finance
- Parole Commission

The Judicial Branch

Florida has been a leader in good government initiatives and the establishment of a modern and efficient court system throughout the past several decades. Innovations such as taped oral arguments and efforts toward an electronic filing system make the state's courts ahead of its time. Currently, Florida's courts oversee millions of cases each year. Although Florida has an extremely high volume of cases, Florida has fewer judges than most states ranking 45th in the nation with 4.7 judges for every 100,000 people.

Florida's judiciary is composed of 93 courts on four levels – 67 County Courts; 20 Circuit Courts; five District Courts of Appeal; and the Florida Supreme Court. In 2009-2010, Florida's county and circuit trial courts disposed more than 4.6 million cases.¹

The Florida Supreme Court is the state's highest court that is established to ensure uniformity in the interpretation of Florida law and to review capital cases before a death sentence, among its other roles. The highest court is comprised of seven justices who are appointed by the Governor for six year terms and selected from a list of qualified persons submitted by the Judicial Nominating Commission. Justices may remain in the position through a retention vote in the general election preceding the end of each appointed term.

The Office of the State Courts Administrator (OSCA) serves the Florida Supreme Court as the liaison to the executive and legislative branches. The Office also prepares

the operating budget for the judiciary and projects the need for judges and specialized court divisions. The State Courts Administrator serves underneath the Chief Justice and oversees a variety of administrative and intergovernmental activities on behalf of Florida's appellate and trial courts.

The District Court of Appeal (DCA) reviews all cases that cannot be directly appealed to the Supreme Court from trial level courts. The District Courts of Appeal are broken into five districts with each district's size set by state statute. DCA judges sit on rotating panels of three taken from the membership of the entire court.

Florida's Circuit courts are the state's trial level courts that have general jurisdiction in most actions of law and hear appeals from county courts with a single judge presiding. The number of Circuit judges is dependent upon the population and caseload of each particular circuit. Circuit judges are selected through nonpartisan, contested elections in the circuit in which they serve. The Governor fills any Circuit court vacancies by appointing from a list of at least three selected by the Judicial Nominating Commission to serve the remainder of the term should it be less than 28 months.

Each of Florida's 67 counties has at least one court whose jurisdiction is geographically determined by the county's boundary lines. The number of judges that sit on these county courts vary depending on the caseload and population of the county. County courts may adjudicate criminal and civil cases that do not exceed \$15,000 in matters regarding controversy, landlord-tenant disputes, simple divorces, real property matters, and minor criminal cases, including traffic violations. Judges are elected to four-year terms in nonpartisan elections and vacancies are filled by the Governor. The county Clerks of Court are responsible for, among other things, managing the courts' docket and collecting court fees. In 2004, the Florida Clerks of Court Operations Corporation was established by the Legislature to review and certify the proposed budgets of each of the 67 Clerks of Court under the supervision of the Governor, the Chief Financial Officer, the Legislature, and the Department of Revenue.

"Given the number of decisions that will affect both the executive and judicial branches over the next four years, it is important that the Governor's legal counsel immediately establish a relationship with the Chief Justice and create an open dialogue between the executive and judicial branches."

— CHIEF JUSTICE CHARLES WELLS

¹ Information provided by Chief Justice Charles Canady and the Florida Supreme Court Public Information Office. http://www.flcourts.org/gen_public/stats/reference_guide08_09.shtml.

Now, more than ever, it is important to develop systematic, comprehensive, and pro-active long-term responses to the sweeping challenges and opportunities facing entire judicial systems.

As a result of significant revenue shortfalls seen across state government due to recent economic conditions, one of the biggest challenges that Florida's courts face is securing stable funding.

Currently, the Judicial Branch is partially funded by General Revenue and by the State Courts System Operating Trust Fund, which is funded by court filing fees and other fines.

Recently, the courts have been faced with significant budget cuts, reducing the judiciary's ability to carry out its constitutional duties. Increasing caseloads are forcing budgets to be spread thinner and cuts have led to layoffs and challenges for courts to efficiently dispose cases.²



The Office of the State Courts Administrator has published seven basic principles to address the current revenue decline and stabilize court funding with a focus on maintaining access to the courts and levying reasonable fees. Among them are the reduction of costs through improved efficiency and the inclusion of leading technology such as the expansion of electronic case filing and streamlining other services. The Governor-Elect and the new administration should pursue and support these types of initiatives to promote to a self-sustained, well-functioning judiciary.

² Florida State Courts. "Funding Justice," 2010. http://www.flcourts.org/gen_public/funding/bin/JudicialBranchGovt.pdf.

The Governor's Proposed Budget and First Legislative Session

"At least 30 days before the scheduled annual legislative session, the Governor shall furnish each senator and representative a copy of his or her recommended balanced budget for the state, based on the Governor's own conclusions and judgment; however, in his or her first year in office a new Governor may request, subject to approval of the President of the Senate and the Speaker of the House of Representatives, that his or her recommended balanced budget be submitted at a later time prior to the Governor's first regular legislative session."

—FLORIDA STATUTE TITLE XIV, CHAPTER 216.162

Former Governors and transition staff consistently label the creation of the first executive budget recommendation as one of the most critical and daunting tasks during the first few months of a new administration. The Governor's Budget Recommendation embodies the administration's recommendations for programs, their metrics, and projected outcomes. The Office of Policy and Budgeting in the Executive Office of the Governor analyzes each agency and department's budget request to compile the Governor's Budget Recommendation.

THE GOVERNOR MUST SUBMIT FIRST BUDGET BY FEBRUARY 7, 2011, 30 DAYS PRIOR TO THE BEGINNING OF THE 2011 LEGISLATIVE SESSION.

Thirty days prior to the beginning of the Legislative Session, the Governor's budget recommendation is presented to the Legislature. The General Appropriations Act consolidates the Legislature's approval of agencies' programs funding, outcomes, and performance measures. The budget is passed annually by the Legislature and forwarded to the Governor for his signature or veto.

During the transition, it is important to educate key transition decision-makers on basic state budgeting, including key budget categories, federal requirements, areas of flexibility, and revenues. Staff should analyze the previous fiscal year's General Appropriations Act for any unseen impacts and recently passed legislation that will require newly budgeted services. Evaluate the previous year's Governor's budget with agencies' programs' outcomes, performance

measures, and funding for priority compatibility. If the priorities do not correspond with your vision for the state, obtain suggestions from agency heads on changes that promote that vision.

If proposing substantial budget alterations, thoroughly recognize the impacts on Floridians. Particularly during an administration's first Legislative Session, the Governor should assess the capacity to credibly propose and advocate for any momentous budget adjustments. Determine whether new budget proposals will require accompanying legislation or new laws in order to implement the proposed program.

There's no optimal model of budgeting – all you can say is that you need one and that process should fit the Governor's style.

Prepare your executive, legislative, and budgetary leadership team to present the first budget proposal to the Legislature. As soon as possible, begin to contact legislators and constituency groups for support of your budget recommendation.

When constructing your budget strategy, consider consulting the available knowledge of authoritative resources, including former Governors and budget directors, state oversight organizations such as agency Inspector General offices, the Office of Program Policy Analysis and Govern-

ment Accountability (OPPAGA), and independent non-partisan, non-profit research institutes such as Florida Tax-Watch.

THE 2011 LEGISLATIVE SESSION BEGINS MARCH 8, 2011

Preparing for the Legislative Session has consistently been identified by Governors and staff members as one of the most critical aspects of any successful transition. From your inauguration on January 4, 2010, you have a short nine weeks, specifically 63 days, until the beginning of the Legislative Session. The Florida Legislative Session begins on the first Tuesday after the first Monday in March and cannot exceed 60 days, unless extended by a three-fifths vote of both chambers.

The Florida Constitution states, “supreme executive power shall be vested in a governor ...”, who, “shall take care that the laws be faithfully executed.” It is the Florida Legislature, comprising a Senate with 40 members and a House of Representatives with 120 members, that is vested with “the legislative power of the state”.

During the transition, begin to meet with the legislative leadership and members. Familiarize yourself with the members of both chambers and learn their priorities for legislation. Key members of the administration should be educated in the Senate, House, and Joint Rules, staff, various traditions, and the organization of the Legislature.

Clearly identify staff members who are responsible for executing your legislative agenda — both substantive and appropriations. Additionally, when crafting resolutions to issues with the Legislature, clarify which staff members are authorized to represent you.

“The extent to which your recommendations become appropriations is determined by the collaborative efforts of the Governor and the Legislature.”

—SPEAKER JON MILLS

“Take full advantage of your ‘honeymoon period’ — there will only be one.”

—SENATE PRESIDENT KENNETH PRUITT

Pursue a limited agenda during the first Legislative Session. Do not dilute your efforts to influence legislation by selecting too many issues. Assess levels of support among the Legislature on legislation important to you.

Evaluate current laws and agencies’ legislative initiatives for consistency in achieving your vision. Determine whether new substantive laws or amendments to current laws are required to implement those priorities. When presenting issues to the Legislature, you need to understand every aspect of the policy proposals.

Staff members should create a communication system that disseminates timely and accurate information on legislative issues. Keep the lines of communication open between yourself, legislative leaders and members, and constituency groups.

Governor's Veto Power

The Florida Constitution provides the Governor with the power to sign or veto legislation. The Governor will be presented every bill passed by the Legislature. Former executive staff members recommend that each piece of legislation be evaluated using a procedure and criteria developed by the Governor and his staff.

In recent years, the budgetary power of the Governor has not been dramatically altered in the constitution and statutes. However, it has been expanded through the interpretation and the use of the line item veto in appropriations. Decisions to veto numerous special projects and the lack of simple legislative overrides have strengthened the Governor’s budgetary powers. The format of the budget was altered in 2000 from a line item to a programmatic presentation, which has made special projects or “turkeys” more visible. Electronic submission of the executive budget recommendations has also added transparency to the addition of these projects.

Some steps to consider when evaluating whether to sign or veto legislation:

- Review the legislation for potential constitutional infringements.
- Consider the implications of public versus private interests and geographic areas.
- Determine whether the legislation advances the Governor's vision for Florida by achieving important economic, social, or environmental priorities for Floridians.
- Calculate the tax impacts of the legislation or if required funding is available.

Some steps to consider when evaluating whether to sign or veto appropriation acts:

- Determine if non-recurring (one-time) revenues will be used for recurring purposes as this creates a budget "hole" in the next budget cycle.
- Ensure revenues required to fund the Appropriations Act are appropriately balanced in terms of taxpayer burdens and returns.
- Establish a clear understanding with the Legislature in advance of the Session concerning the integrity of the budget process and what would constitute unacceptable appropriations or a "budget turkey".

Advice on advice: you must make the final decisions.

During the legislative evaluation, the Governor can review information provided by reputable organizations, like Florida TaxWatch. Since 1997, Florida TaxWatch has produced the Turkey Watch Report, an annual review of the state budget passed by the Legislature. It highlights appropriations items that were determined to bypass the proper appropriations review process. Florida TaxWatch uses the following criteria to evaluate potential "Turkeys":

- Projects that did not go through review and selection processes that are established in state law or rule. Examples include transportation, school construction, and local parks. Projects that go through the process, but are funded ahead of higher priority projects (as determined by the process) can also be turkeys.
- Appropriations that were inserted in the budget during conference committee deliberations, meaning they did not appear in either the Senate or House final budget.
- Subsidies to private organizations, councils, or committees that can and should obtain funding from private sources.

Redistricting

The Florida Constitution states that redistricting of both state and congressional legislative districts must occur in the second session following the decennial census. The process of redistricting will begin in 2011. The legislature is mandated to adopt a concurrent joint resolution to provide new apportionment plans based on 2010 national census data and in accordance with the Florida and United States Constitutions. The proposed district lines are subject to the review and approval by the Florida Supreme Court to validate that the apportionment complies with the Florida Constitution. Federal review by the U.S. Department of Justice of both state and Congressional district lines is also required to verify compliance with Section 5 of the Federal Voting Rights Act.

The Florida Constitution does not directly involve the Governor in the redistricting process¹. However, the Governor has the power and duty by proclamation to convene a special session of the Legislature to pass apportionment plans if the Legislature fails to do so or the Supreme Court of Florida rejects the concurrent resolution.

The tentative schedule of redistricting for 2011-12²:

- **August 2010** – End of the 2010 Census.
- **January 1, 2011** – The President reports to Congress the reapportionment of 435 US House seats amongst the states.
- **April 1, 2011** – US Census Bureau must provide Florida with finalized Census Data.
- **July – October, 2011** – House and Senate will hold meetings for citizen testimony. Public hearings are scheduled throughout the state to provide citizens in their local area the opportunity to express how they believe they can best be represented. The public is also invited to send comments and plan submissions directly via email to the House Redistricting Committee or the Senate Redistricting Committee.
- **January 20, 2012** – The 2012 regular session will begin early and end on March 9, 2012.
- **March – June 2012** – The Florida Supreme Court and the US Department of Justice will review the state's redistricting plan for compliance.
- **June 18 – 22, 2012** – Qualifying week for both state and federal elections in Florida. During a reapportionment year, these two weeks are held jointly.

¹ Art III, § 16(a), Fla. Const.

² www.Floridaredistricting.org

Prominent Issues Facing Florida

As the Governor creates and promotes his vision for Florida, several distinguished Floridians have come together and identified general, nonexclusive governmental issues that are prominent in Florida and the United States.

Florida is a very different place than it was four years ago. In the time between 2006 and 2010, Florida has undergone and is still recovering from one of the worst recessions in modern history. There have been structural changes that have been occurring in Florida that present genuine threats to the state's economic and fiscal future. Such threats, among others, are clearly evident:

- Significant unemployment in the state and a lack of job creation due to scarce human and financial capital flows.
- Significant 'contingent liabilities' faced by all Floridians including those resulting from, Medicaid eligibility expansion and cost increases, the escalating cost of prisons and incarceration, and the undercapitalization of Citizen's insurance.

Addressing and rectifying these threats is vital to the state's long-term economic wellbeing. Research to date on encouraging healthy economic growth in states has focused on four interrelated factors:

- Development of human capital through education that provides adequate training of needed skills and experience to promote a knowledge and innovation based economy.
- Government efficiency through the enactment of sound fiscal policies and effective provision of limited government services that foster economic competitiveness and predictable taxing and spending policies.
- Provision of a high quality of life and an environment of attractive amenities that encourage individuals and businesses to migrate into the state.
- Ensure the industrial structure in the state that provides sufficient flexibility and resiliency to adapt to changing fundamental forces while capitalizing on the state's comparative advantage and existing industry.

"New technologies, new economies, and new social strains are facing Florida's leaders."

— GOVERNOR JEB BUSH

Florida's Education System

Education is a key component to the state's vitality, competitiveness, long-term economic stability and quality of life. Businesses depend on it to attract and retain their employees and to build and sustain their economic development. Families depend on it to unlock and nurture the untapped potential of their children and to send them out into the world and earn a living.

The path to Florida's future prosperity is deeply intertwined with the state's education system and the quality of instruction provided to young Floridians. There is a vital link between a vibrant economy, high paying jobs, and a quality education system. Developing a world-class Pre-K through 12 and higher education system to meet the changing workforce demands is essential to Florida's ability to thrive in the years to come.

In 2003, sweeping changes were made to the structure of Florida's education system that brought together all education programs under a uniform governance system. Under the new design, the State Board of Education serves as the chief coordinating body for K-12 education and the Florida College System. The seven member Board serves as the head of the Department of Education and is appointed by the Governor and subject to confirmation by the Senate. The once statewide elected Commissioner is now appointed by the State Board of Education to serve as the agency's executive director. Other changes to the system include the abolition of the Board of Regents and a new constitutional amendment establishing the Board of Governors, which oversees the 11 universities in the State University System of Florida. The seventeen-member Board of Governors provides statewide governance to the State University System, which is composed of all public universities. The Board of Governors is composed of fourteen voting members appointed by the Governor, the Florida Commissioner of Education, the Chair of the Advisory Council of Faculty Senates, and the President of the Florida Student Association.

PreK-12 Public Education System

There is much of which to be proud about PreK-12 education in Florida. Student achievement has been rising this decade, and the learning gap between minority and non-minority students has been closing. This is especially important as Florida's student population is incredibly diverse. Of the 2,634,382 PreK-12 students in membership last year,

55.69% were minorities. More than 53%, or about 1.4 million children, qualified for the federal free/reduced lunch program, an indicator of economic disadvantage. Nearly 9% were English Language Learners and 14% had a disability.

Thus, it is quite positive that Florida is making gains in student learning. However, the rate of progress is much too slow for 2010. The average percentage of students performing on grade level increased by only one percentage point in math and slightly less than one point in reading. Science scores went up, but at no level did even half of the students demonstrate grade level performance. Overall, writing scores declined slightly. On the whole, Florida remains a generation away from acceptable student achievement.

Florida has more than 4,000 public schools that educate students every year. Many complex issues and opportunities that center around talent development, educational accountability, cost effectiveness, and funding for high quality face this public education system. The Department's Next Generation Strategic Plan is focused on improving the state's education system by increasing student achievement and improving college and career readiness of all students to better enable them for success in the 21st century. The Department's strategic plan is developed around six critical strategic focus areas: strengthening foundation skills, improving college and workforce readiness, expanding opportunities for postsecondary degrees and certificates, improving quality of teaching in the education system, improving and increasing educational choice options, and aligning resources to strategic goals.

Talent development needs to begin early. One such opportunity lies in the Voluntary Prekindergarten (VPK) Education program. In 2002, the voters passed an amendment to the Constitution to establish universal Voluntary Prekindergarten for all four-year-olds to build a strong foundation for their future success. The Department of Education cooperates with the Agency for Workforce Innovation and the Department of Children and Families to implement the Voluntary Prekindergarten Education program.¹ VPK providers, which include both public schools and private entities, select or design the curriculum for their classrooms to improve enhanced kindergarten readiness rates. All Florida kindergarten students, whether they attended a VPK pro-

¹ Section 1002.67(2)(b), F.S.

gram or not, are screened at the beginning of the year to determine school readiness. Results are used for customized instruction for children, for program quality information, and for state policy refinements.

Beginning in 1999 with the A+ Plan for Education, actions have been taken to enhance educational accountability of educators and schools as well as to improve student academic performance. The A+ Plan standardized financial rewards and criteria for recognition of high performing schools in Florida based on performance grades (A-F).² In 2009-10, the total amount of awards given to schools was more than \$122.5 million.³ There has been contention on whether the metrics used to grade each school accurately reflect the achievement of the school and its students, specifically the use of the Florida Comprehensive Assessment Test (FCAT). However, evidence shows that the program has reduced the achievement gap and enhanced scholastic growth by providing bonuses to high performing and improving schools and giving financial aid and support to schools that are chronically underperforming. In an effort to improve Florida's education accountability system, the legislature has changed the way school grades for high schools will be determined. At the high school level, Florida is moving to statewide end-of-course assessments rather than solely the FCAT to assess students' proficiency in some areas. These end-of-course assessments, as well as additional measures such as graduation rates and access to and performance in accelerated coursework, will be used to determine school grades for high schools.

Charter Schools and virtual education also provide Florida students with educational opportunities that are often unique and different from traditional public educational options. Charter schools were first developed in 1996 to allow open enrollment at schools which affords parents the choice to select their children's school, regardless of district lines. Since the program's inception, Florida has one of the nation's largest populations of charter schools. Florida's first internet based public high school was offered in 1997 as the Florida Virtual School (FLVS). It has since expanded to include K-12 educational programs and serves students from Florida, other states, and across the globe. However, enrollment by in-state students is free. FLVS provides a rich array of courses and serves a diverse student body. It has

"Make sure every Florida child is educated and does graduate from the 12th grade – job ready!"

— GOVERNOR CLAUDE KIRK

been the recipient of numerous national awards. Today, all school districts are mandated to offer K-12 virtual options.⁴

Florida has long been a leader in collecting statewide education data and using it to make critical education decisions. The state has recently received significant grant funding to enhance and upgrade its education data capabilities including an effort to make information more easily accessible to decision makers.

There have been many advances in the accountability and performance of Florida's public education system. However, today's emerging industry and job market is centered on technology and highly skilled fields. While it is clear that increased production in postsecondary degrees in science and technology are desirable, success in these fields depends critically on the efforts of the state's high schools in providing strong math and science preparation.

Florida is presently 40th in the nation in the education of scientists and engineers per 100,000 of population. Therefore, priority must be placed on the development of science, technology, engineering, and math (STEM) skills in the classroom. Florida recently implemented three K-12 policies to support improvements in this area: 1). Increased graduation requirements in mathematics and science with end-of-course exams in Algebra, Geometry and Biology, 2). Through the federal Race to the Top award, all districts are required to implement a STEM career and Technology academy which must include core content and result in industry certification, 3). The recent adoption of Common Core Math Standards and Next Generation Science Standards.

Finally, it should be noted that one major challenge that must be addressed in a deliberative and timely manner is the full implementation of the Class Size Reduction Amendment. This is a profoundly expensive mandate that impacts

2 Section 1008.36, F.S.

3 Florida Department of Education

4 Florida TaxWatch, "Report and Recommendations of the Florida TaxWatch Government Cost Savings Task Force to Save More than \$3 Billion", March 2010.

the state's ability to allocate resources in an agile, prioritized, evidence-based way.

Postsecondary Education

Florida has one of most extensive higher education systems in the nation with 11 public universities, 27 private colleges and universities, 28 public state/community colleges, and 38 public vocational-technical centers. A well-funded, world class university system is the foundation for the state's long-term talent and growth. In today's global economy, Florida will need to squarely focus on talent development and retention in order to create a knowledge-and-innovation-based economy that is competitive with the rest of the nation and the world.

The Florida College System

The Florida college system is the primary access point to higher education for recent high school graduates and older adults. Sixty-six percent of the 2007 high school graduates who entered college in Florida began in one of the 28 colleges that make up the system. The technical certificates and technical degrees offered by these colleges are the backbone of Florida's workforce training effort. From health care to public safety to aviation mechanics to computer technicians, Florida's workforce relies on these colleges for their training.

Our Florida colleges are also a primary access point to the baccalaureate degree. Through the statewide articulation policy, Associate in Arts (A.A.) degree graduates are guaranteed access to the State University System. There are as many transfer students in the upper divisions of our universities as native university students. Florida's articulation policy and the partnership between our colleges and our universities are the best in America. Beginning in 2001, the Florida legislature authorized community/state colleges to begin offering baccalaureate degrees to meet critical employment needs in our state. The State Board of Education oversees the approval process for new programs and requires coordination with our university system. To date, 19 of the 28 colleges have been approved to offer at least one baccalaureate degree in nursing, teacher education, or applied technology. Since the beginning of the recession, enrollment has grown in the Florida College System by 23%.⁵

While Florida has increased the number of higher education degrees conferred, this number has yet to reach the amount awarded in benchmark competitor states. Currently, Florida ranks 40th in the nation for bachelor's degrees awarded.⁶ Increasingly, the type of jobs and industry that Florida wants to attract requires a highly educated workforce. If Florida wants to develop a knowledge-based, innovation economy, the state's capability to produce quality degree holders is crucial. Additional support for increased degree production in our Florida colleges and universities is an important policy.

Tuition Policy and Bright Futures

The Florida Bright Futures Program was developed to enhance talent development and retention of the state's brightest high school students. Bright Futures is the state's academic merit based program that provides postsecondary funding to high school students based on academic achievement. The program consists of three levels of awards and financial aid. The goal of the program is to motivate students to complete high school and maintain high academic performance in postsecondary education, both of which are vitally important for the state to compete for talent in a global economy. However, costs of the program to the state have been escalating as a result of the increasing number of eligible students. In 2009, the Legislature made changes to the renewal and refunding criteria as well as revision of credit hour requirements. Debate continues on the eligibility criteria and financial rewards of the program and what distorting effect further changes would have on minority and at-risk students.⁷

Nationally low tuition rates have also put a squeeze on the funding for the state's university system. In response to severe budget constraints caused by the economic recession, Governor Charlie Crist and the Florida Legislature passed an expanded undergraduate tuition differential for all of the institutions within the State University System of Florida. Previously, legislation had allowed tuition differential only for larger public universities in the state. The new legislation allows public universities to increase tuition annually by 15 percent for in-state undergraduate tuition until they reach

5 Office of the Commissioner of Education, Florida Department of Education.

6 Enterprise Florida. "Florida's Competitiveness 2010", 2010-15 Statewide Strategic Plan for Economic Development, 2010.

7 Florida TaxWatch, "Report and Recommendations of the Florida TaxWatch Government Cost Savings Task Force to Save More than \$3 Billion", March 2010.

the national average. This expanded tuition differential is not covered by the Bright Futures Scholarship Program and states that 30 percent of the newly added revenue must go to need-based student financial aid.⁸ Currently, tuition in the Florida College System is currently consistent with the two year college median in the 16-state Region.

The State University System of Florida

To be truly great, Florida must have well-educated citizens who are working in diverse fields, from science and engineering to medicine and bioscience to computer science, the arts and so much more. The State University System of Florida provides access to the teaching, research and service that is transforming this growing, dynamic state. University faculty not only share knowledge through world-class teaching, they actually create the knowledge that is shaping society locally, nationally and globally.

More than 310,000 students are enrolled in the system's 11 institutions. The Board of Governors — the constitutional body created by voters in 2002 to oversee Florida's public universities — is working with these institutions to build on their individual strengths and unique missions as they take their rightful place on the national and international stage.

Each year, the system awards more than 70,000 bachelor's, master's and doctoral degrees, generates more than \$50 million in revenue from licensing of research and technology, and boasts more than \$1.6 billion in research and development expenditures.

Consider the powerful impact of these 11 highly productive state universities working together to transform Florida and its economy. This is the goal of the *New Florida Initiative*, which the Board of Governors launched in 2010 in partnership with Florida's Governor and Legislature. This multi-year endeavor will ensure that Florida's knowledge and innovation economy is sustained through increases in degree production, research and development, business start-ups and licensing revenue — all based on a strong accountability system to ensure return on that investment.

The New Florida Initiative is the system's collaborative effort — alongside business and government — to deliver the economy, talent and innovations that Florida must have to be globally competitive.

Long-term investment in the State University System will bring tremendous benefits to the citizens of Florida and the communities in which they live, work, and raise their families. Investment in the students, faculty, and staff of Florida's 11 public universities not only results in a more highly educated society, but will also pay dividends for years to come as Florida is better positioned to compete in a global marketplace.

"Make a major effort to tackle Florida's weaknesses and make them strengths."

— GOVERNOR BUDDY MACKAY

⁸ Senator Kenneth Pruitt, Florida Senate. Senate Bill 762, 2009. <http://www.flsenate.gov/data/session/2009/Senate/bills/billtext/pdf/s0762.pdf>.

Economic Development

As the fourth largest state in the U.S. and the 20th largest economy in the world, Florida needs to be diligent in utilizing its great strength to become a leader of economic development and growth. Presently, Florida does not match up to benchmark competitor states in education, income, or business formation.

Florida's economy is undergoing transitions structurally. Florida once enjoyed continuous population growth that fueled rapid economic expansion and job creation for decades. However, over the past few years, Florida has experienced a disparate and more severe recession than the rest of the United States. Unemployment has reached highs of more than 12 percent and capital formation has slowed. Florida's historic reliance on the construction and tourism industries to fuel the growth and prosperity of the state has resulted in a slower recovery than other parts of the nation. As Florida emerges from the global recession, it is clear that the future growth and prosperity of the state will need to rely on a different path.

"Know that the most important thing is the economy, the economy, the economy - in no particular order."

— HOUSE MINORITY LEADER FRANKLIN SANDS

The Governor has the unique ability to set the course for economic development and diversification in the state. In addition to the administration's agenda for economic development, the Governor and Lieutenant Governor individually are able to bolster economic development. Traditionally, the Governor holds meetings, orchestrates events, and conducts visits with the private and public sectors to 'sell Florida' and promote the state's comparative advantages to strengthen business competitiveness and job creation in the state.

The Governor of Florida also has the opportunity to promote current business and attract new industry to Florida through the many formal and informal roles the Governor holds through Enterprise Florida, the Agency for Workforce Innovation, Workforce Florida, VISIT FLORIDA, Office of Tourism, Trade, and Economic Development (OTTED), trade missions, and various task forces. These entities serve to enhance economic competitiveness, job creation, and

"The Governor has many levers by which to run government. Some are obvious. Others escape notice."

— DR. BOB BRADLEY

tourism in the state. The Governor needs to be aware of the role they can play in promoting these entities' core missions and should work with them in developing and implementing new and innovative programs.

Enterprise Florida: The Governor serves as Chairman of Enterprise Florida, which is the principal economic development organization for the state. The mission of Enterprise Florida is "to diversify Florida's economy and create better-paying jobs for its citizens by supporting, attracting and helping to create businesses in innovative, high-growth industries."¹ Enterprise Florida operates as a private-public partnership to promote and develop industry in the state through local, regional, and international economic development councils and organizations.

Workforce Florida & the Agency for Workforce Innovation: A 45-member board appointed by the Governor oversees and monitors the administration of the state's workforce policy, programs and services carried out by the 24 business-led Regional Workforce Boards and the Agency for Workforce Innovation.²

OTTED & VISIT FLORIDA: Housed within the Executive Office, the Office of Tourism, Trade, and Economic Development (OTTED) serves the Governor and Lieutenant Governor by developing policies and advocating for economic diversification and improvements in Florida's business climate and infrastructure, ranging from financial incentives to industry cluster development. VISIT FLORIDA is contracted under OTTED to conduct the state's marketing plans to increase tourism within the state.³

The Governor-Elect and Lieutenant Governor-Elect should be aware of the resources available to them and the opportunities they have to influence positive change and economic diversification through these various programs.

1 Enterprise Florida, 2010. <http://www.eflorida.com/ContentSubpage.aspx?id=206>.

2 Workforce Innovation Act of 2000, Section 445, F.S.

3 Section 288.1226, F.S.

Areas of Focus

International Trade in Florida is a bright spot for future economic development and job creation. Global trade liberalization has contributed to the development and growth of Florida's international trade sector and, in the process, has helped to diversify the state's economy. Florida is in the unique position to be the gateway to the Americas and this opportunity should be seized to further bolster Florida's economy.⁴

Education and world class talent is economic development. Strengthened focus needs to be placed on creating a knowledge-based, innovation economy through enhanced educational and job training programs for Floridians.

Tourism and Agriculture are the two largest industries in Florida that require significant attention during times of economic downturn. Recent issues above and beyond the economic situation have affected these industries that will need to be addressed by the Governor in the upcoming months. For example, the true effects of the Deepwater Horizon disaster in the Gulf of Mexico on the tourism and seafood industries are still unknown. The Governor-Elect needs

to be cognizant of the resources and solutions available that can bolster these industries, both of which are deeply intertwined in the way of life for so many Floridians.

Research and Development (R&D) is a key area where Florida has not reached its magnitude to significantly fuel new economic development. For the past ten years, Florida has ranked 16th amongst state for funds spent on R&D and 42nd in the intensity of R&D.⁵ More focused efforts on R&D are important to the development of new products, businesses, jobs, and services in Florida.

High Technology Employment is a good indicator of competitiveness and innovation. Florida ranks 4th in the nation in the amount of existing high technology jobs offered.⁶ While the state posts relatively large absolute numbers, this employment sector continues to be a smaller portion of overall non-farm employment in Florida when compared with benchmark states. More focus on creating high technology jobs would provide the state with the right talent to develop an innovation economy and meet the evolving demands of the high technology industry. The Governor should utilize the many valuable resources available to him and his team.

"Don't fall in your commitment to reviving the economy of Florida. The Governor-Elect should take active leadership in promoting and advocating for industry to enter, produce, and stay in Florida. If you want to grow the state for the future, you will need to focus on the fundamentals."

— SECRETARY TOM MCGURK

4 Florida TaxWatch Center for Competitive Florida. "International Trade: A New Pillar of Economic Trade?," November 2009. <http://www.floridatxwatch.org/resources/pdf/Eco33.pdf>.

5 Enterprise Florida. "Florida's Competitiveness 2010," 2010-15 Statewide Strategic Plan for Economic Development, 2010.

6 Ibid.

Criminal and Juvenile Justice

Over the last forty years, there has been an 11.4-fold increase in the Florida prison population, from 8,793 in 1970 to 102,440 today. Since 1988, the Department of Corrections budget has grown from \$502 million to \$2.4 billion.

More than 39,000 individuals are expected to begin serving a prison sentence in Florida during FY2010-11. This already shocking figure will increase by more than 1,300 new entrants during the subsequent two fiscal years, exceeding 40,000 individuals beginning prison sentences in FY2012-13. One in 82 adults in Florida is behind bars, and the majority now entering prison are committed for nonviolent offenses.

Crime is down and has been consistently declining in Florida since the late eighties. This comports with the national trend of declining crime rates. However, many states are finding that they can dramatically decrease their prison population as they continue to see their crime rates plummet.

The public supports alternatives to the policies adopted in the eighties and nineties. National polls, consistently since 2002, have demonstrated a dramatic shift in public opinion regarding sentencing and incarceration – from an emphasis on punishment to an emphasis today on treatment and rehabilitation.

Through smart executive and legislative criminal and juvenile justice reforms, Florida can save hundreds of millions of taxpayer dollars while reducing crime and holding offenders accountable for their actions.

Establish a Criminal Justice System Review Commission

Florida needs to do a top-to-bottom review of the criminal justice system (including the juvenile justice system) and a commission should be established and empowered to do so.

Florida has not had a comprehensive review of the laws and policies that have been driving its prison growth. In 2008, the Legislature established the Correctional Policy Advisory Council (through SB 2000, Chapter No. 2008-54), which was intended to evaluate “correctional policies, justice reinvestment initiatives, and laws affecting or applicable to corrections, and for the purpose of making findings and recommendations on changes to such policy, reinvestment initiatives, and laws,” and advise the Legislature and Governor on such matters. Members were appointed but the

Council never met and the enabling legislation provides that the Council shall be abolished on July 1, 2011.

A similar entity, expanded in both scope and membership, is essential to the deliberative process necessary for meaningful, sustainable cost-effective justice reforms. Virtually every state that has made meaningful policy changes that succeeded in controlling corrections costs and improving public safety has accomplished this through a bipartisan deliberative body engaging all three branches of government.

The Governor, working in cooperation with the legislature and judiciary, could create a commission composed of members of the executive, legislative, and judicial branches along with experts in criminology, sentencing, corrections, reentry, and community supervision to do a top-to-bottom, data-driven assessment of Florida’s corrections and criminal justice system – from sentencing to reintegration – with a focus on cost-effective ways to improve public safety while slowing prison growth and costs. This commission should be required to produce comprehensive, actionable reforms in time for consideration by the legislature in 2012.

Justice Reform through Executive Order

Justice reform in Florida must focus on three main areas: reviewing the policy choices that have driven prison growth and revising them to reduce costs and improve public safety, improving governance and oversight of the criminal justice system, and focusing on strategies to reduce recidivism. Additionally, reforms to the juvenile justice should focus on diverting youth offenders from residential facilities and instead focus on rehabilitating delinquents to reduce their chance of future interaction with the adult corrections system.

Improve Oversight

Independent oversight of corrections is as essential to the corrections system as it is to education, health care, and transportation, each of which is subject to such oversight. The Governor could improve oversight of the criminal justice system by establishing through Executive Order a Corrections and Juvenile Justice Oversight Board with authority to oversee the Department of Corrections (DOC) and the Department of Juvenile Justice (DJJ), reporting directly to the Governor.

The Governor could also appoint a point person on criminal justice and corrections issues, oversight, and reform.

Additionally, reorganizing the Office of the Inspector General (OIG) into an independent entity, accountable to the governor, legislature and the people of Florida, with oversight, investigating, inspecting, monitoring and reporting authority over state corrections and its facilities would improve oversight of the corrections system. The OIG could also establish performance measures and review and report on the data collected pursuant to such measures.

Require Reporting on the Status of Prisons in the Pipeline

Slowing prison growth may result in mothballing prisons or not completing the construction of prisons in the pipeline; however, current reporting does not provide the information the state needs to take appropriate action.

The Department of Corrections oversees the construction and operation of state-owned and managed facilities, and the Department of Management Services oversees construction and operations of the private facilities. The Annual Bed Capacity Report that DOC prepares covers both public and private facilities; however, this report only reflects the dates prisons in the pipeline are to become operational.

The Governor could require through Executive Order that the DOC and the Department of Management Services, as appropriate, report on each prison and prison facility (both private and public) that is in the construction pipeline. The reports should include such meaningful information as the total cost, whether it will be paid for by general funds or bonds, the stage of construction (e.g., site selection, architectural drawings, water and sewage plans, groundbreaking, construction, staffing), contracts let and anticipated, and the expected dates of completion and operation. The reports should be public and posted on the Internet. Until the pipeline report is issued, the Governor could institute a moratorium on the construction of new prisons through an Executive Order.

Develop Risk / Needs Assessment and Cost-Analysis Tools for Sentencing

While evidence-based approaches to reducing recidivism have been most commonly associated with prison and community-based programs, states, in response to this frustration and their troubling re-offense rates, have been developing policies and practices that address risk at the time of sentencing so that the sentence is most appropriate to the individual defendant's risks of recidivating.¹

Missouri's Sentencing Commission² has developed a web-based tool for judges to use in sentencing that provides them extensive information about sentencing options and the risks and costs associated with each alternative. The tool is available for use by judges, prosecution, defendants and their attorneys, and the public. The user simply types in the code number for the highest level offense upon which the defendant has been (or will be) convicted, along with demographic, criminal history, substance abuse involvement, education and other information about the defendant. The tool then provides the user with the recommended sentences, the offender's risk assessment, and the recidivism and cost projections based on potential sentencing options such as incarceration, supervision, and community alternatives, including treatment where warranted.

The Governor could take the lead in developing a similar tool for purposes of illuminating sentencing options, defendant risk reduction and sentencing costs, which would improve the justice system and ensure public safety while reducing costs to the taxpayers.

Expand sound prison-based programs that reduce recidivism

Florida allocates about 1 percent of the DOC budget to prison-based programming (substance abuse treatment, education, vocational training, release planning, etc.) aimed at improving the chances that the inmates will not return to prison. About one-third of the inmates come back within three years of release. Four in-prison programs that are vital to reducing recidivism and facilitating reentry can be

1 See, e.g., Pew Center on the States, Public Safety Policy Brief, "Arming the Courts with Research: 10 Evidence-Based Sentencing Initiatives to Control Crime and Reduce Cost," May 2009.

2 www.mosac.mo.gov/page.asp?id=27

expanded through Executive Order: Substance abuse treatment programs; literacy, education and vocational training programs, programs to teach life management skills; and faith- and character-based prisons.

Substance Abuse Treatment: Drug treatment programs are effective at reducing recidivism.

While almost two-thirds of inmates are in need of treatment, fewer than 10 percent receive it. DOC has established a goal of increasing the number of inmates participating in substance abuse treatment programs by 10 percent annually, but the availability of treatment needs to be further expanded.

The Governor could expand the availability of substance abuse treatment programs for inmates. One option is to order the DOC to increase the capacity in these treatment programs through innovative ways such as using prisoners to facilitate the programs or relying more on volunteers.

Literacy, education and vocational training: Education and vocational training reduce recidivism. According to the DOC, “for every education level an inmate gains, that person is 3% to 4% less likely to come back to prison. Inmates with a vocational certificate at release recidivate 14% less than inmates overall.” More than 50 percent of DOC inmates in FY2008-09 were tested as reading at or below the 6th grade level, yet the completion rates in the literacy, adult basic education, and vocational programs are quite low. While DOC has made strides at improving education programs, these literacy and education training programs could be further expanded at little cost by using prisoners and volunteers as teachers or by better leveraging the resources of local community colleges or other state teaching institutions.

Criminal thinking: OPPAGA has noted that there is a lack of programming addressing criminal thinking. This component was to be added to DOC’s 100-hour transition / release program; however, during FY2008-09, 26.9% of all released inmates who completed the course took the course via self-study. This is less than optimal not only because of the low literacy rate of the inmates, but also because without the interaction with a facilitator the results can be negligible. The Governor should order the DOC to continue its efforts to address criminal thinking and to provide release programming through facilitators, including

volunteers, rather than relying on self-study.

Faith-based prisons: OPPAGA has found that faith- and character-based prisons improve institutional safety, achieve lower recidivism rates and attract more volunteers. Wakulla Correctional Institution’s recidivism rate, for example, is 15 percent lower than that of comparable prisons. Yet these more effective prisons have a waiting list of 8,890 inmates for the institution-based programs and 1,600 for the dorm-based programs at the time of October 2009 study. The Governor can order the DOC to expand its faith- and character-based prisons. This can be done at no cost as all the faith and character-based programming is done through volunteers.

Expand Work Release Programs: The Governor could also order that the work release program be expanded to reduce costs and facilitate prison reentry. Florida’s work release programs allow selected (i.e., prescreened as low-risk) inmates to work at paid employment in the community and live at work release centers outside of prison during the last 15 months of their sentence. Housing inmates at work release centers is significantly cheaper than housing them in a regular prison facility. Expanding the work release program to include additional eligible prisoners could produce significant savings for Florida. The key step to achieve such savings is to incorporate more eligible inmates into the program, which could be achieved by rescinding the policy of holding one prison bed in reserve for every work release bed and capping work release at 4 percent of the inmate population.

Reentry and rehabilitation programs can reduce recidivism and therefore cut costs while enhancing public safety. Additionally, federal money is available for reentry initiatives.³ The Governor can make significant strides in implementing and expanding programs within the DOC that reduce recidivism through an Executive Order.

Juvenile Justice Reform

There are a number of non-residential juvenile diversion programs that produce immediate fiscal savings and show

3 “The Attorney General [Eric Holder] noted that the Justice Department distributed \$28 million in reentry awards under the Second Chance Act and said another \$100 million is available for reentry programs this year.” Ryan J. Reilly, “Holder Suggests New Approach on Prison Reentry,” Mainjustice.com, July 14, 2010; www.mainjustice.com/2010/07/14/holder-calls-for-new-approach-on-prisoner-reentry/ (retrieved July 19, 2010)

significant promise at improving outcome for youth offenders. The DJJ should be encouraged to cooperate with local and statewide stakeholders and program providers in the development of a community-based juvenile model of care for potential implementation in pilot sites and eventually statewide.

Setting the Justice Reform Agenda

An Executive Order implementing immediate changes within the corrections system and explaining the need to reform criminal and juvenile justice that focuses on reviewing the policy choices that have driven prison growth and revising them to reduce costs and improve public safety should be issued. This Executive Order will save needed resources, improve the justice system, and make clear to the public, government officials, and the Legislature that the Governor is committed to bring smart, reasonable, and commonsense justice reform to Florida that will enhance public safety and offender accountability through proven cost-effective measures.

Medicaid

The magnitude of Florida's Medicaid program is immense, in terms of the number of people it serves, its cost and its critical importance. The program provides a medical safety net for nearly three million Floridians. Half of those in the program are children, but the elderly account for most of the spending. Medicaid is a federal-state partnership where states administer the program under federally approved plans. Both levels of government pay for the program and the costs are massive. Florida is expected to spend \$20.2 billion in fiscal year 2010-11 on the program, with the federal government providing 61% of the cost and Florida picking up the other 39%. However, the state's share of the program will increase to 46% when the Federal Medicaid Assistance Percentages (FMAP) is phased out next year.

Currently, Medicaid makes up 29% of the state's budget for fiscal year 2010-11 and requires 15% of state general revenue funds. The cost is an average of \$6,730 per participant. This cost is expected to continue to grow rapidly, exceeding the growth of the revenues that fund for it. Medicaid expenditures are expected to increase by 24% over the next three years – reaching \$25 billion by fiscal year 2013-14. The recently enacted Federal Health Reform package, which will expand enrollments and increase provider payments beginning in 2014, will cost an estimated \$49 billion over the first six years. While most of these additional costs will be funded by the federal government, it will also increase the cost to the state by an average of almost \$1 billion annually over six years.

The counter cyclical nature of Medicaid further complicates the funding of this massive program. In general, when the economy is in decline, government revenues collected decrease. At the same, unemployment and income also fall, which causes higher enrollment in Medicaid.

Over the next four years, the Governor of Florida will need to focus on developing innovative ways to more effectively manage the program to control its soaring costs. The Governor will need to work with staff to improve the efficiency of the program, reduce Medicaid fraud, and find other ways to reduce costs while maintaining services. The Governor will also have to work with the Legislature, the Florida Congressional Delegation, and the Governor's Washington Office to address the long-term Medicaid tidal wave through thoughtful reforms and innovations.

The Washington Office and Federal Revenue

Florida Statute provides for an Office of State-Federal Relations for the State of Florida to be located in Washington, D.C.¹ The office serves as a fulltime, Washington-based representative for Florida's interests. Better known as the "Washington Office", it represents both the executive and legislative branches in the nation's capital. The office enables state government to be kept fully and accurately informed, to develop federal legislative strategy for state concerns, and to coordinate activities with the Florida Congressional delegation. The office also serves state officials and program managers by getting clarification on federal regulations and provides assistance to state officials on business travel in the Washington area as well.

The Governor directly holds the power to set the duties of the Washington Office in consultation with the Speaker of the House and President of the Senate. The Governor appoints the director of the Washington Office.

In recent years, there has been less focus on the Washington office. Traditionally, Florida has never fared well in terms of getting a 'fair share' of federal aid funds in comparison with other states. Currently, Florida is considered a 'donor state', where more taxpayer dollars are paid to the federal government than are collected by the state through federal programs, grants, and services. More energy should be placed on its importance in advancing the Governor's agenda and recruiting federal dollars and programs to the state.

There are many reasons why Florida fares so poorly in federal grants, including historical funding decisions made in Florida as well as factors beyond the state's direct control – such as outdated formulas used in some programs and the politics in Washington. But, with more focus and concentrated effort, the state could successfully attain more federal grant money. Beyond the state's inability to effectively get a 'fair share' in some arenas, it also remains that there are additional dollars that the state has already earned but which are not collected and this amount is substantial. It has long been reported that Florida ranks low among the 50 states in terms of per capita grant receipts and receipts as a percentage of federal taxes paid. For several years, Florida ranked dead last in per capita federal grants received—even the U.S. Territories fared better.

Work to get your share of federal dollars through regular meetings with your congressional delegation, with Washington representatives of the key industries in your state, and with other members of Congress and the executive branch whether or not they're from your state.

Each year, Florida misses out on hundreds-of-millions of dollars in grant funding opportunities because of a lack of information about available grant resources. Florida's grant "capture" efforts are decentralized with very little or no coordination and collaboration between agencies and potential grant recipients.

Federal grants can be classified as either formula or project grants. Formula grants are allocations of money to states or their subdivisions in accordance with distribution formulas prescribed by law or administrative regulation for activities of a continuing nature not confined to a specific project. There are approximately 185 formula grant programs. Project grants fund specific projects for fixed or known periods of time and can include fellowships, scholarships, research grants, training grants, traineeships, experimental and demonstration grants, evaluation grants, planning grants, technical assistance grants, survey grants, and construction grants. There are approximately 1,000 federal project grant programs.

In an attempt to ameliorate this long standing problem Florida established a Grants Clearinghouse within the Department of Community Affairs in 1995. The purpose of the Grants Clearinghouse was to maximize federal and private grant funding for the State of Florida and its citizens. The Grants Clearinghouse was charged with actively seeking grant opportunities; assisting state agencies in applying for grants; and acting as a single point of contact for all grants management and reporting. In 2002, the Clearinghouse was moved to the Department of Environmental Protection.² Currently, the office only addresses grant review processes.

¹ Section 14.23, F.S.

² Section 216.212(1), F.S.

There no longer exists an office in Florida that “proactively keeps track of upcoming grants and federal funding opportunities and promoting these grants to the appropriate state agencies.” The Legislative Committee on Intergovernmental Relations (LCIR) reported that “Florida may not be aggressively pursuing all federal grant opportunities.” One recommendation that has been made is to move the statutorily required State Clearinghouse for grant approval from the Department of Environmental Protection to the Governor’s Office of Policy and Budget (OPB).³



3 Florida TaxWatch. “Report and Recommendations of the Florida TaxWatch Government Cost Savings Task Force to Save More than \$3 Billion,” March 2010.

Crisis and Emergency Management

Every year, Florida faces the possibility of numerous disasters – a hurricane, act of terrorism, hazardous spill, flood, fire, or medical epidemic. In times of emergency, Florida’s Governor must provide strong leadership to successfully respond to and recover from crisis and disasters. The key is early and proper preparation. Chapter 252, Florida Statutes, outlines the state’s emergency management protocol and provides detailed work plans for public and private networks of shelter, support, and service.

Four Areas Critical for High Performance in All Emergencies:

- A well-established, trained, and prepared emergency network, including a comprehensive crisis plan.
- Effective use of information technology.
- Prearranged decision protocols in order to establish authority, save time, prevent confusion, and preserve unity of effort.
- Agencies must be able to go outside of themselves and have high levels of interagency coordination and communication.

Preparations for the Governor to Consider:

- Review the current Florida Comprehensive Emergency Management Plan. The Emergency Management Plan is an annually established framework that guides how the state prepares for, responds to, and recovers from a vast array of different emergencies and disasters. The Plan provides detailed guidance to state and local officials on the organization, procedures, and responsibilities that need to be followed for effective response or avoidance of a crisis. Finally, the Plan establishes a coordinated local, state and federal response toward a crisis in Florida.¹
- Ensure that the state government plan combines the best practices and current procedures from all areas of emergency management – first responders, medical, homeland security, public works, nonprofit, and private sector.

¹ Florida Division of Emergency Management. “2010 State of Florida Comprehensive Emergency Management Plan,” October 18, 2010. www.FloridaDisaster.org.

“When a crisis develops, gather your team and get all the facts from both sides. The Governor should be briefed on all the facts and have a comprehensive strategy ready to deal with the situation or crisis. Get ahead of the issues and be transparent, never evasive.”

—ERIC EIKENBERG

- Promote disaster preparedness for Florida’s citizens, communities, and businesses. Encourage the preparation of plans, coordination between levels of government, and training of state and local personnel, including annual disaster exercises.
- Know the process of declaring a state of emergency, activating the Comprehensive Emergency Management Plan and the National Guard, and requesting federal disaster declaration and federal assistance.

The Florida National Guard

The National Guard and the Department of Military Affairs are an integral and important part of the Governor’s response to any emergency occurring in Florida. Both the Department of Military Affairs and the Florida Guard are directly responsive to the Governor.

The Florida National Guard provides emergency preparedness for the state, responds to disasters and civil disturbances, works toward reducing the importation of controlled substances, and assists Floridians at risk. Florida Guardsmen are involved in hundreds of community service projects across the state each day and serve in disaster relief operations to help residents recover from natural disasters.² The Department of Military Affairs oversees the Florida Guard to provide units and personnel ready to support national and state security and public safety objectives as well as lend administrative support to the Florida National Guard. Presently, the Department manages approximately 12,000 National Guard members throughout the state with more than 1,900 full time military personnel.³

² Section 252, F.S.

³ Section 250, F.S.

Potential Threats to Florida: Hurricanes and Florida's financial exposure from its "self-insurance" system

Hurricanes pose enormous financial questions, highlighted by the catastrophic 2004 and 2005 seasons, which caused \$33 billion in insured losses for 2.8 million Florida homeowners. Although 2009 was quiet, six hurricanes did hit the U.S. in 2008. Damages from recent storms around the country have raised many important questions about Florida's potential taxpayer risk exposure when another storm hits Florida. Key among them is achieving balance in the competing goals of limiting taxpayer exposure and facilitating insurance policies that ensure more residents are protected.

Lessons learned from previous storms have prompted various legislative changes over the years in the area of property insurance. The state has three insurance programs to augment private reinsurance and assure, as well as broaden, availability and affordability of property insurance:⁴

- The Florida Hurricane Catastrophe Fund (The CAT Fund) – a source of low-cost reinsurance for residential property insurers that is funded by all insurance companies who are required by law to pay into the CAT fund. As a state-run insurance fund, the CAT Fund has the ability to use assessments to finance securitized bonds for immediate access to capital.
- Citizens Property Insurance Corporation (Citizens) – a state corporation created in 2002 that provides property insurance coverage. Citizens was initially created as a residual market or "market of last resort" for homeowners and others unable to obtain coverage in the private market. However, Citizens now insures applicants who are quoted by private insurers with rates fifteen percent higher than the premium Citizens would charge for similar coverage. In 2007, the mission of Citizens was changed to be competitive with the private sector and rates were frozen. In 2009, Citizens rates were unfrozen but can only increase by increments of 10% per year. Today, Citizens is no longer the insurer of last resort but the largest property insurer in the state with \$426 billion in total exposure.⁵

- The Florida Insurance Guaranty Association (FIGA) – a state-created non-profit association started in 1970 to pay unpaid claims resulting from the insolvency of a property and casualty insurance company.

Issues with the current system of the state-run insurance structures:

- Citizens premiums have been kept artificially low, which has led to an insurance system prone to costly shortfalls as a result of actuarially unsound rates and a systematic reliance on assessments to fund them.
- The solvency of the CAT Fund as the policies' reinsurer is also uncertain because it holds underfunded liability without any private reinsurance and a limited capacity to issue tax exempt debt bonds to pay for deficits in damage payouts in the event of a storm.
- Currently, Citizens' total exposure is \$426 billion with a 1-in-100 storm estimated to cost \$23 billion. The potential shortfall from a major storm would be financed with assessments on all lines of insurance in the state, which will have a substantial immediate and long-term negative impact upon Florida's business climate.

Florida needs to consider and analyze ideas for a systemic overhaul of the state property and casualty insurance system. One such reform idea that has been generated by Florida Hurricane Coalition, Inc (a volunteer, nonpartisan organization based out of Tampa headed by Don Crane and Bill Ballard) is based on successful reform in Hawaii. This reform idea and others that address the realities of Florida's situation and property insurance risk should be seriously considered to help ensure Florida's sound fiscal and economic future.

"Hurricanes, tornadoes, fires, floods, terrorist attacks, and disease outbreaks — it is not a matter of if these things will happen in Florida, it is only a matter of when. Expect the unexpected and always have a back-up plan. Responding to disasters will always cost more money than anticipated."

— MIKE HANSEN

⁴ Section 627, F.S.

⁵ Brown, Audrey. Florida Office of Insurance Regulation, Financial Services Commission, October 2010.

Customer Service Delivery

Government performance matters. Citizen interaction with the government is vitally important as it shapes the way the Governor and his or her administration is viewed by the public. Each public employee and the type of interaction citizens have with them reflect on the leadership and ability of the new administration. When customer service delivery is not a priority, it can hinder or deter citizen and business cooperation and involvement with the government, which makes customer service delivery and dispute resolution an important part of forming and shaping the Governor’s relationship with the public.

When citizens contact the government, it is because they need something. It is the government’s job to assist the taxpayers in solving their problem in an efficient, friendly, and satisfactory manner. People who have a positive experience with the government tend to tell others about the experience, which can create an infectious change in attitude about dealing with the government bureaucracy overall. Floridians’ view of interacting with the government can change rapidly if customer service improvement becomes a priority of the new administration.

Florida Statute mandates proper customer service and complaint resolution under the “Florida Customer Service Standards Act”. Passed by the Legislature in 2001, this statute requires agencies to develop a complaint resolution system and designate an employee or employees to resolve customer complaints. State agencies are also required to track complaint resolutions and collect data for use when conducting management and budget activities and preparing annual reports.

When citizens contact the government, it is because they need something. Never forget that the government is serving the taxpayers.

However, given the large number of agencies, departments, and other government entities with a lack of a common complaint resolution system, there exists duplication for the same service with many adhering to disparate, and sometimes conflicting, procedures and policies to process and deliver government services. This confusion can make interactions with state government difficult and frustrating to resolve complaints or receive services in a timely manner.

A recent survey by the Pew Center on the States echoes this sentiment. The survey reported that Floridians are more likely to say their elected leaders waste their money and could more efficiently deliver services than to complain that state government is too big. Clearly, it is important for the new administration to immediately focus on developing and delivering well managed and efficient customer service to Floridians within state agencies, departments, and other entities with which taxpayers frequently interact.



There are several ways to better the current system through the use of common technology, consolidated service delivery departments, and streamlined communications. Presented here are some recommendations for improved communication and customer service delivery in government that have been popular in other states and private industry:

- Create leadership teams that embrace the mission of the agency and the people it serves with the purpose of finding ways to be more effective and efficient in providing services and problem resolution. Identify agencies with the most troublesome and immediately-affected constituencies and use the teams to motivate these agencies to thoroughly implement their delivery of customer service policies. Make sure customer service is a requirement, not an option.
- Replace electronic switchboards with live customer service representatives who will direct citizens to the appropriate area and person for their particular problem. Many public and private organizations have done this with great success in improving customer satisfaction and efficient problem solving.
- Consolidate call centers within departments or over all departments, agencies, and programs. A recent Florida TaxWatch report, *Report and Recommendations of the Florida TaxWatch Government Cost Savings Task Force to Save More than \$3 Billion*, found that consolidating call centers in the state would decrease costs while improving services. Consolidated call centers can reduce redundant calls to multiple numbers, call center transfer costs, and staff hours spent handling routine requests. A central facility would allow for cross training of customer service representatives across departments and agencies and reduce the overall number of staff.
- Establish one telephone number to contact all of state government. With so many departments and agencies, some of which operate within similar policy areas, it is difficult for the average citizen to know where to go to receive help. A consolidated phone number would help to direct citizens to the proper area, reduce confusion and dissatisfaction, and relieve the redundancy and staff time utilized when citizens call the incorrect department or agency.
- Implement high quality telephone and internet service delivery mechanisms to accommodate the unique challenges of service delivery and help citizens obtain information and track requests. Those without access to the internet should have the same quality of services available to them over the telephone.
- Expand the range of hours that customer service representatives are available. Typically, state government working hours are held within the average working day leaving citizens who call before and after regular business hours without assistance. 'Flex hours' and 'flex schedules' could be implemented for state employees so that early morning and evenings are available for service.
- Create a division of customer 'champions' within department and agencies to create a point person to handle and coordinate any problems and issues and provide accountability for customer service. Establish a group of these customer service champions within all agencies and departments.
- Ask the private sector for advice and best practices of customer service delivery in an ever changing market. Private industry is typically willing to lend advice to improve communication and services with the government.
- Apply performance measures to customer service both electronically and over the phone. Short surveys should be asked of all callers and case studies should be performed by the academic institutions across the state to evaluate effectiveness and efficiency in customer service delivery.

Make sure customer service is a requirement, not an option.

44th Governor Charles “Charlie” Crist, Jr.: 2007-2011



“There is no greater testament to our nation’s democracy than the people’s ability to choose their leaders. The people of Florida have spoken, and they have chosen you to serve as Florida’s chief executive for the next four years. In return, you must fulfill the sacred trust to “protect and defend the Constitution of the United States and the Constitution of the State of Florida.”

Those words from the Governor’s oath of office may seem lofty and philosophical before election night; however, by the time your hand rests on the Bible on Inauguration Day, you will fully appreciate the significance of the oath and be humbled by its considerable responsibility.

In spite of the pomp and circumstance of Inauguration Day, you will also be keenly aware that a countdown clock is ticking. You will have four years at the helm of the ship of our Florida – four years filled with hard work and critical choices.

“The people of Florida deserve for their Governor to work harder and smarter than he or she ever has.”

The people of Florida deserve for their Governor to work harder and smarter than he or she ever has. And because their Governor is a public servant, the people also deserve for your work to be done with the utmost openness and transparency. The people of Florida have the right to see the inner workings of their government and to hold it accountable when they disagree with its direction. Remember to listen

to the people of Florida – to the criticism, as well as to the praise.

You will do well to gather together an Executive Team of leaders who are fully committed to working equally hard and maintaining complete integrity, without regard for partisan politics and the bickering and gridlock that comes with it. Florida families, businesses and communities deserve to be your team’s top priority, not politics as usual. As our state and nation continue to recover from the most turbulent economy since the Great Depression, the people of Florida deserve no less than your complete dedication to fulfilling your sacred trust to them.

43rd Governor John Ellis “Jeb” Bush: 1999-2007



“Leaders need to embrace change to possess the times or the times will possess them.”

In this post-modern world, the only constant is change. Leaders need to embrace change to possess the times or the times will possess them. Five principles helped guide me through life before, during and after my service to the state of Florida.

First, tell people what you are going to do – and then do it. People are yearning for authenticity in their lives, in their leaders and in their country.

Second, establish aspirational goals – and then create a plan to achieve them. People want to be inspired to greatness and setting a lofty expectation organizes them around a common purpose. But people also want that goal to be realistic, meaningful and achievable. So it is important to have a plan to attain the objective, objectively measure progress and report the outcome. The popularity of press conference promises is fleeting. In the long run, good results provide lasting rewards.

Third, ask “why not?” – over and over and over again. When the works get in the weeds, raise your head and ask the simple question, “If we were going to start from scratch today, how would we do it?” Why not change? Why not try a different way?

Fourth, communicate – clearly, concisely, consistently and constantly. For many people, change – even change they agree with – can be frightening. The bigger the idea, the greater the need for communication.

Fifth, stick with it. Success is never final and reform is never finished. Most often, it doesn't come easy. You need to work at it every day. Transformational reform is even harder in this age of immediate gratification, the 24-hour news cycle and perpetual campaigning. You've got to persevere and plow through the criticism, the opposition and sometimes even the personal attacks.

Challenging times can provide great opportunities for reform-minded leaders. With that perspective, you will have many enjoyable and joyful days as Governor.

“Success is never final and reform is never finished.”

41st Governor Lawton M. Chiles: 1991 - 1998

(1930 - 1998)



"As you face difficult decisions, it is vital that you listen with an open mind and consider all perspectives before you act."

1. Do right. Listen to your conscience, or what I think of as my inner voice. The only decisions you will regret are those you made before you were ready and those that didn't feel right to you to begin with. You have to be able to look yourself in the mirror every day and feel good. While many will come to you with a narrow interest in a specific problem, you are called to be the Governor of all the people, and they depend on you to bring their perspectives to your decision-making.

2. Stay close to the people. Get out of Tallahassee and travel the state so you personally understand the concerns of the people. Tallahassee doesn't solve problems, communities do. Visiting the people will improve your instincts for governing and help people to understand the direction you are leading them.

3. Listen. It was lonesome when I started walking the Panhandle, and I found people would walk with me if I listened rather than talked. And I learned a great deal when I listened. As you face difficult decisions, it is vital that you listen with an open mind and consider all perspectives before you act. You can learn from everyone. I have often learned more from my critics than those who offered me only praise.

40th Governor Robert “Bob” Martinez: 1991 - 1997



“Don’t forget the memories of meeting people just because you won the election.”

After the time you have spent campaigning across Florida, you should have a good sense of how people feel in different areas and from the diverse demographics of our state. Don’t forget the memories of meeting people just because you won the election. The question is now, how do you frame your policy and advocate those things that are important to the people of Florida.

The Governor-Elect (GE) should establish three committees to assist in taking the reins of government. The members of the committees should philosophically compliment the GE and should consist of individuals outside of government and some familiar with state government.

The GE should participate with the committees from time to time and talk with the committee chairs on a scheduled basis. The first committee would work on developing a body of information dealing with personnel and staff positions appointed by the Governor. Have someone who has experience with top level candidates and can identify top-level candidates. The committee would develop ideas on how to encourage people with good credentials to apply for positions, a procedure to make staff selections, and to identify potential top staff for the Executive Office of the Governor and the top staff for agencies. In addition, identify appointments to boards, commissions and judicial openings that will occur in the near months after inauguration.

The Governor-Elect needs to quickly start making decisions on who is going to serve in the Executive Office of the Governor. He can gain assistance from the people who he knows; often this comes from his campaign staff, such as Chief of Staff and personal assistant. The budget team needs to be named as quickly as possible and cannot wait until January.

There is also a sitting team there. Decide if you want to keep them and let them know immediately. Do not let anxiety build within the agencies. Respectful communication needs to be sent quickly if you are going to replace them.

The second committee should have a good understanding on how state government functions.

This committee would work with the transition material provided by the current administration, agency representatives, legislative leaders and informed citizens to get a real feel for government operations. The GE must board a rolling train on inaugural day and we don’t want to see him miss it. Thus, the GE needs to know where the state government is and where it will be by the time the legislature convenes. The same due diligence should apply to the Governor/Cabinet executive body.

The third committee is responsible for the inauguration. The GE will provide guidance on the breadth of inaugural activities. With the GE’s guidance, the committee will develop and carry out the inaugural activities. The committee should also be of assistance to the First Family’s relocation needs in their move to Tallahassee.

The incoming Governor should pay attention to the instant news capability that now exists.

The demand for information has increased so much, and with this, the demand for accurate information has also become more critical, both in releasing and receiving information. The Governor-Elect shouldn’t be rushed to make a statement or decision before they are ready to do so. Be deliberate and thoughtful. There are some missteps you can take when you are new.

Governor Martinez continued**Inauguration through the Legislative Session**

Reach out quickly to the Senate President and Speaker of the House to establish a relationship.

They will be sworn in before the Governor and already immersed in committee work. It's a good time to develop these relationships as well as those with members of the cabinet.

The GE and staff must be quick learners on how to work with the Legislature and the Governor/Cabinet. As soon as practical, start building next year's budget. This will be the first budget the new Governor and his staff completely prepare for submission to the legislature. Also, the administration should start to develop the legislative agenda that will support the budget goals.

The budget and legislative bills will demonstrate what the GE and the people of Florida talked about during the election. Review all programs and budget items that have been under development for submission to the state legislature by the previous administration so final decisions can be made. Identify all appointments subject to Senate confirmation in the coming legislative session so recommendations can be made to the legislature.

First Full Fiscal Year Administration

Prior to the legislative session, develop a procedure to evaluate legislation. This will allow the Governor, in the event of a veto during or after the legislative session, to explain the action taken.

The Governor and legislative leaders should meet to critique the working relationship between the Governor's Office and the Legislature.

The Governor should evaluate how well the administration's team performed and, if necessary, make modifications.

38th Governor D. Robert “Bob” Graham: 1979 - 1987



“Be on guard to carefully select the people who will serve you and Florida.”

You have just spent a number of years and a lot of money getting elected. Many people worked very hard to help you succeed. You owe them your sincere gratitude, but you do not owe them a position in your administration. The skills that helped make a successful campaign do not necessarily translate to skills required to govern.

Immediately after the election, you enter the most dangerous time of your public career. Between the evening of your victory and the end of your first Legislative session, you will face your greatest challenges.

First and foremost, select no more than six (6) priority issue areas for your first term in office. Hundreds of issues may have drawn your interest during the campaign. Unfortunately, spreading yourself too thin detracts from being successful in the highest priority areas. Focus quickly on your first year’s priorities.

Secondly, be particularly mindful of making good appointments. Many supporters and others will want to serve in your Administration. Some will be particularly qualified, having the skills and expertise you need to succeed. Others will be well-intended but unskilled in grappling with complex questions and forging resolutions to tough issues. Some will have your interests and Florida’s interests in mind. Others will have personal agendas that drive their desire to be in your administration. Some people will see you as a neophyte and try to take advantage of the situation. Be on guard to carefully select the people who will serve you and Florida. Keep high standards during the selection process. Try hard to find the most qualified people at the beginning of your first year, not at the end of it.

Third, select a well-regarded, but independent Inspector General. You must be able to rely on this person to protect you from unintended or intended breeches of your standards of integrity and expectations for performance.

37th Governor Reubin O'D. Askew: 1971-1979



“Watch the expectations you create. The campaign is over and you will need to start from scratch.”

The first judgment of the governor is if you continue and extend the campaign or if you take the role of Governor serious, regardless of what you promised on the trail.

Transition needs to be respected for what it is and there is room for a lot of mistakes. Understand that you cannot do it all at once. Look at the areas where the previous administration had problems and learn from them.

Watch the expectations you create. The campaign is over and you will need to start from scratch.

In your camp, assign someone to wind down your campaign for you. Try to avoid the pomp and circumstance after the election and focus on setting your agenda, making appointments, and reflecting on the larger issues at hand. You'll be amazed at the time you can spend doing “thank you's” and other favors for your campaign supporters. Don't see everyone after your campaign. You'll want to thank everyone and they should be thanked but this takes far too much time than you have to give during the transition period. Assign people in your office or in the campaign to do it for you.

In the beginning, don't lock yourself into any one appointment or priority. This will clear the deck and lend you time and flexibility.

The first two things you will be judged on are the inauguration and the budget. After that, you'll figure it out. Don't wait until the last moment for either of these things.

Close your office door. Let no one stampede you. Take the time to find the centrality of state issues. Don't let other people's priorities dictate your time.

Always set aside appropriate time for your family; make a clear commitment of quality time for them.

Don't negotiate away all your options.

On Appointments

Don't hurry with appointments. It is easier to take the time to find well qualified, proper appointees than the time it takes to get rid of poor appointments. Don't rush into the feeling that you have to replace everyone. Learn what performance and knowledge you will lose before firing anyone.

Make sure your appointments are men and women of high integrity. Integrity and diversity are essential. You do not need “yes” people.

Hire your Chief of Staff and Communications Director first. Your most important appointment is you Chief of Staff because he or she is pivotal to the administration of government.

You're the party head and need to take those into consideration when making appointments but do not make only political appointments.

36th Governor Claude R. Kirk, Jr.: 1967-1971



"If you personally remember to "love" all the folks of Florida every day...chances are...one day, they will "appreciate you!"

Greetings Governor, I can't imagine that you had the temerity to seek this office from the people of Florida hoping to find this book to tell you how you should act...add to that, you sought no advice from me during the campaign...so, why would I expect you to respect my advice NOW...and much less, NOW follow my seriously studied and carefully written thoughts, cautions, and urgings.

Well...OK...First, UNDERSTAND you are no longer a candidate...you are Governor...the

Chief Executive...so, ask any of your contributors that are too full of greed and avarice...what amount they contributed...and would they like their money back? If they do, call me and I'll arrange to pay them out of your way and hair.

Now...that you are your own person...be the CEO and visit every department before inauguration and make them tell "what" they do and "why"...after inauguration, act to improve what you see needs change by executive "push" (this means cabinet offices too)...reward success...replace those that fail after the push.

Make sure every Florida child IS educated...and does GRADUATE from the 12th grade...job ready! Call me if you don't know how to make the teachers' union "come to the crusade!"

Assign other bad problems to selected separate civilian volunteers for six months action periods.

Make sure every Inspector General does their job better!

Never...Never...have a "one-on-one" discussion without your own security witness.

Visit every "ghetto" every quarter...plot the changes you make for a better life for all in the ghetto.

If you personally remember to "love" all the folks of Florida every day...chances are...one day, they will "appreciate" you!

Good success for you and Florida!

34th Governor Farris Bryant: 1961-1965

(1914-2002)



"...make a clear distinction between your obligations to your friends (which are great and honorable) and your oath of office (which is superior)."

1. **Ethics:** In total privacy (except for your wife) make a clear distinction between your obligations to your friends (which are great and honorable) and your oath of office (which is superior). These obligations will often conflict, but if you wait and try to make that decision on an item by item basis, you will be torn apart.
2. **Accountability:** Have the state auditor make an audit of your office at least annually during and at the end of your term. Make this procedure publicly known. Knowledge that this procedure is in place will discourage careless abuse of power by your office and will protect you from unfounded attacks from political opponents.
3. **Access:** A wide circle of friends and trusted advisors must have telephone access to you. This is the only way in which you can control your own access to and knowledge about emerging and current issues.

Jeff D. Kottkamp: 2007 -2011**Lieutenant Governor under Governor Charlie Crist**

The tone of your first term in office will be defined by your first legislative Session as Governor. It is extremely important that every day of transition be used to prepare for Session.

You should select Transition Team members who have no state business. Have each Agency independently reviewed and establish a timeline for the Transition Team to brief you on their findings. It would be helpful if the Transition Team is prepared to provide you with specific policy recommendations during those briefings.

Your first budget will be due less than 30 days after you are sworn in. Therefore, you will want to have your budget staff in place as soon as possible. It will be a difficult budget year. Your transition team should be prepared to make budget reduction recommendations for the Agencies which can be built in to your initial budget.

You will also want to use the transition period to develop your policy priorities for the upcoming Session. You will want to reach out to the Legislature as soon as possible. During the Transition (and throughout your term) try to

keep in touch with the Presiding Officers and make sure your staff maintains a good working relationship with the Legislative staff. You should also schedule some time to meet with each House and Senate member. This is important if you hope to pass your policy priorities.

Your goal is to hit the ground running on Day One of the Administration. The Transition gives you almost two months to make that goal a reality.

Serving as Governor of this great state is a tremendous privilege. The people have put their trust in you. Develop your vision for the future of Florida—and talk to people from the heart about where you want to lead the state—and people will follow.

“Develop your vision for the future of Florida—and talk to people from the heart about where you want to lead the state—and people will follow.”

Toni Jennings: 1999 - 2003

Lieutenant Governor under Governor Jeb Bush



First and foremost, the campaign is over. Now it is about running the state. Take 2 or 3 of the initiatives you talked about on the campaign and make them the cornerstone of where you start and build your administration.

You have four years. You don't have to do it all in the first start-up but make sure to prioritize in order to address the most important issues first.

Be careful not to swallow the whole apple all at once or you'll choke. Take small bites and, in the end, the apple will still be gone but you won't have choked to death.

If you stay around long enough, the same issues keep coming back. Keep experienced people around you who have the institutional knowledge to help guide your decisions and agenda setting.

People will look to you for advice on all aspects of every issue and hold you accountable for them, even if you're not in control of them. Assemble a good team to help you with this. There will be bumps along the way but don't let that get in the way of good governance.

Newly elected Governors have the tendency to feel compelled to change everything. You have many existing programs and policies at your disposal to help you enhance economic development, crisis management, job and industry creation, and education enhancement, among others.

"You have four years. You don't have to do it all in the first start-up..."

These programs are a toolkit; utilize the resources they offer to further your agenda and initiatives. Look first at what these programs are actually doing. Ask if they are doing what they need to be doing and if they are meeting their original goals before you change programs and policy.

On the Lieutenant Governor:

You have asked this person to change their life and be a part of this unique and amazing experience with you. They are your partner. Always include them in policy decisions, even if they disagree internally and insist that the Lieutenant Governor be at agency head meetings and other key meetings.

You decide what kind of responsibilities the Lieutenant Governor has and it's best to be clear with them about what they are suppose to be doing up front. You will need to have a conversation with them early on about what their specific duties will be.

Utilize the Lieutenant Governor to close the deal and act as a specific liaison to entities with which they have a specialty or to other various task forces.

The Lieutenant Governor should coordinate their schedule with the Governor's so that he or she can attend meetings, conferences, or events that the Governor is unable to attend.

Frank T. Brogan: 1999 - 2003

Lieutenant Governor under Governor Jeb Bush



"A Great transitional process and transition team can set the tenor for the administration and set a real course for the future."

The transition will only impact a tiny segment of Florida government. The vast majority of state government employees are there when you get there and a vast majority will be there when you leave.

The transition should be structured to change for the better the course of the organization, but with the realization that 99% of people were there before the new administration.

At the end of the day, bureaucrats care far less about politics and more about the job. The transition has a limited amount of time. The Governor-Elect needs to have his transition team ready to begin work immediately.

Put together a transition team that is beyond reproach. Find someone to lead the team, who knows how to run a business, and find team leaders. Make sure they are all of high quality, and do not base your selection on political patronage. Select the right kind of person for the transition team. Finding transition team members is like finding agency heads; they have to be as clean as a whistle. The press will look at them under a microscope. If the transition team is scrutinized negatively, it will affect you negatively.

Four years goes by very quickly! If the transition takes up too much time; that is time gone before you get started on change.

Some things can't wait. Transition is like "painting an airplane in flight" – you are doing at least two things at once and you cannot wait, you must appoint people right away. Immediately look for new agency leadership. The beginning of the administration is when you're at a fragile point: agency heads jump ship, key personnel leave. It is lousy to be left in a lurch at this time. Look around and talk with people about the direction of the agency. All agency heads don't have to go. The biggest mistake is throwing everyone out. Remember, "My own team," can include someone who is already there. It's also a good message to the rank and file employees that you are going to keep an agency head. Continuity is important to a new administration. Name agen-

cies heads quickly and allow them to be engaged during the transition. "It's one thing to give a guy a playbook; it's another thing to have him help write it."

The press can help determine the quality and look of a transition. Transparency with the press is important. Share as much as possible the details of the transition, your timeline and who is involved.

The first conversation with the transition team should be a full explanation of Florida's Sunshine Laws and the transition team members' roles and obligations. Acknowledge that Florida has the strongest sunshine laws in the country, and have an attorney on board assigned completely to the transition team.

The economics of the transition: efficiency, effectiveness and frugality. Be very sensitive to the expenditures and accountability of the transition. Make sure the transition budget is enough to do the job, but be mindful that it is the people's money, or, even better, use unexpended campaign money.

This is the people's transition, not just the Governor's. Information shared should be inclusive and everyone should be able to take part in the transition and provide input to the Governor-Elect. Allow people to have access to the transition team via new technology.

Allow citizens the opportunity to provide input toward making state government better. Also provide some sort of "product" of the transition, probably in the form of a report that is accessible to the public and the press. Otherwise, the process can be perceived as vexing and vaporous.

It is important for the Lieutenant Governor to be part of the transition. The Lieutenant Governor's participation gives him an instant and important role in the administration and establishes an executive presence in the transition. At the bottom of the yard sign is the other guy's name. You've made the statement that, should anything happen, this person will be the Governor of Florida and you've placed your trust in him.

Kenneth “Buddy” MacKay
Lieutenant Governor under Governor Lawton Chiles
42nd Governor of Florida: 1998



Set your own priorities.

Be prepared for the immediate crush of people with ideas, all of whom want to be heard and all of whom know that to have impact they must be heard early in the process. It is important to set your agenda and priorities so you don't get rolled by the trivia. There will be people who will try to push and create

pressure for their own agenda and priorities.

Create a disciplined way to set aside blocks of time to talk about major strategic issues. Creating this for the transition will also serve as a good method to carry forward into the administration. Figure out the problem and get the correct people there to talk with them.

“Make a major effort to tackle Florida’s weaknesses and make them strengths.”

Arrange for briefings from both current and former legislative staff. No matter what party these staff members belong to, they all have the same interest – a good start for the new administration. This is particularly true in regards to budget matters. Set up task forces of people who aren't all necessarily government insiders to take a fresh look at all areas of government.

A problem can arise moving from campaigning to governing. There are quality campaign people who believe they are also good at governing. There will be hurt feelings. It is important to differentiate and to deal with this issue in a disciplined way.

The question of setting an administration's priorities can also be difficult. There are constituent groups pushing their issues. But if an administration takes on more than three or four issues it won't work. Stick with the major issues of the campaign and carry those forward.

Make a major effort to tackle Florida's weaknesses and make them strengths. With so many volunteer and appointed boards across the state, in a highly decentralized system, these could be considered a weakness, but could also become a strength. You can do this by presenting the program from the Executive Office of the Governor and engaging them as members of the team.

When appointing people, decide what the vision is for the program, so that when you interview the applicants, you can communicate your priorities clearly and confirm that they understand the vision and that they will work to carry out that vision. This can also affect their decisions for who they will, in turn, hire to work in and run the programs.

It is critical to employ a budget director who is experienced in Florida budgeting and have them on board immediately. There are very basic questions of budgeting that all transitions should ask. Look at items that do not show up on the budget such as Florida's off balance sheet liabilities. For example, ask if all of Florida's municipalities are in sound financial state since this could potentially affect Florida's bond rating.

Make decisions for the legislative session within a month after the election. The Legislature can tell the Governor-Elect his campaign issues will not be passed. Florida has a strong legislative body and a structurally weak Governor. The fight is whether the Legislature will “run” the executive branch. You have to be strong and understand Florida government so you don't lose that battle in the first year.

“Set up task forces of people who aren't all necessarily government insiders to take a fresh look at all areas of government.”

Wayne Mixson: 1979 - 1987
Lieutenant Governor under Bob Graham
39th Governor of Florida: 1987



1. Make full use of your Lieutenant Governor. His knowledge, his experience, his expertise, his relationships in government and with the public are invaluable. He should be one of your top counselors in policy making. He should have instant access to the Governor at any time without going through any intermediary.
2. Choose a chief of staff who has great knowledge of state government programs and with as broad relationships and experience as possible in the field. Avoid any temptation to make a Chief of Staff from campaign workers.
3. Demands for access to the Governor will be greatest in the early months of his administration. These demands will come from legislators and other elected officials and from people expecting a responsible hearing. A designated team could help with this crunch, and smooth relations. I would suggest that the Lieutenant-Governor, the Chief of Staff, and the Communications Director meet regularly to screen and divide these chores. This cannot be left to career employees for routine response.

“Demands for access to the Governor will be greatest in the early months of his administration.”

Senate President Kenneth Pruitt 2006-2008

- Implement a “24 - Hour Rule” before responding to the “Issue of the Moment”. Better to get it right than fast.
- Take full advantage of your “Honeymoon” period - there will only be one.
- Unless you have a strong philosophical position on an issue, don’t give your opinion on pending legislation until it passes the legislature and is sitting on your desk.
- In the words of Speaker Daniel Webster, you only have a “thimble-full of influence”, distribute it in very small amounts. Once it’s gone, so are you.
- Keep in close touch with your friends back home, it will keep you “grounded”, besides you’ll be back home before you know it.
- The Speaker of the House and President of the Senate will have agenda’s too, respect them.
- The campaign is over, stop politicking and start governing.

Senate President Toni Jennings 1996-2003

Just remember that both the Legislature and the Governor have to have a win every now and again. It is all about the art of compromise.

Sometimes, any resemblance of the Governor’s proposed budget to what the legislature passes can just be a coincidence. The Legislature may or may not include any parts of your proposed budget. Don’t take it personally if your initiatives don’t find their way into the first budget passed in your administration.

Just because you’re the Governor doesn’t mean the Legislature cares about what you want to do. You’ll need to find friends to help you; this where the role of Lt. Governor or your legislative director can be important in bridging the gap between the two branches. To be effective, always explain the rationale for what you are doing and why money and resource should be allocated here rather than there.

Senate President Philip D. Lewis 1978-1980

"The Governor's closest advisors and staff should not be 'yes' people."

The Governor, House Speaker and Senate President should try to agree on the priority of major legislation so that it can move through the legislative process quickly.

The Governor's closest advisors and staff should not be "yes" people.

Put into place as promptly as possible capable, able people who are multi-disciplined to handle a myriad of cabinet affairs matters, i.e., environment, education, corrections, clemency.

Get in place early the staff who are going to have to deal with the leadership of the House, Senate and legislature, in general.

Senate Minority Leader Steve Geller 2006-2008

You have just been elected after a nasty, bruising election, in which you received substantial support from your Party, both from Florida and around the Nation. The opposition party helped your opponent call you a thief, liar, scoundrel, or some combination of the above. It is only natural that you want to reward your friends and punish your enemies, one of the oft-discussed rules of politics. Don't.

You have not been elected the Governor of your Political Party. You are not the Chair of your Political Party. You are the Governor of all Floridians, all of whom deserve your best efforts. When Senator Ken Pruitt and I were the Leader-Designates of our respective Parties, I thought he was quite partisan but he proved to be a great and inclusive leader. When I asked him about this, he replied that he was the President of All of the Senate, not just the Republicans, and had a responsibility to all of the People in the state, not just those of his party. This was very wise, and led to great cooperation between both parties during his Presidency. This doesn't mean that you must or should refrain from Partisan activities, but remember that your duties are to the entire State.

Be the educator in chief. The majority of the public does not know much about the details of the state budget- work to reverse this trend. Honestly educate the public on what the problems are and how you plan to solve them.

You will find that there will be many people that will disagree with your views or solutions. The fact that they disagree doesn't mean that they're stupid, evil, or venal. It means that they disagree. You may be right; they may be right. Try and understand their objections, and try and find common ground and compromises.

Some Governors begin their terms assuming that they know all of the correct answers, and regard the Legislative Leadership of both parties as nuisances that they must tolerate. The Legislative Leadership, who have been involved in the process of Governing far longer than you have, think that they know more about the issues and answers than you do. Don't force the issue with them. Be social with them, and with other legislators. Meet with them before your inauguration. Ask their advice. Call them throughout the year, including evenings and weekends. Even if you ignore their advice, you will have a much smoother term if the legislators feel like they've been included, even if they disagree with your policies.

Senate Minority Leader Les Miller 2002-2004

As our new Governor prepares for his first term, I take a moment to remind him that each day we write a new page in Florida's history. What we do for the next four years, or what we fail to do, will affect Florida's stature among the fifty states. I ask the Governor to remember that there are two Floridas we need to be concerned with—the Florida we must preserve and the Florida we will create. I ask that the Governor make the same commitment to Floridians that the Legislature has made—a commitment to a better quality of life for all Floridians. We must learn to listen to each other, learn to communicate better with each other and with our constituents, and to face the issues that have the greatest impact on the lives of our citizens.

“...Remember that there are two Floridas we need to be concerned with—the Florida we must preserve and the Florida

In our lives as elected officials, we recognize that there is a rising crisis of confidence among the people we serve. I ask that the Governor join my colleagues in the Legislature and me in a higher level of cooperation across party lines. Everyone has a role in solving the problems of government and we, as the makers of public policy, must accept the difficult challenges we face. I ask our Governor to remember that the stakes are high—we must not fail in reuniting the people with their government.

Senate Minority Leader Buddy Dyer 1998

One of the hazards of a gubernatorial transition is the short time the new administration has to be up and rolling. The Governor's budget has to be prepared, positions need to be scrutinized and appointments made, the new legislature will be sworn in and begin its committee meetings and the legislative session will be only a few weeks away.

The most important piece of advice I have for the new administration is to not be rushed into anything. All the obligations will be there, and the natural tendency will be to take care of as much as possible as quickly as possible. I would urge those working on the transition to thoughtfully consider each and every aspect of their actions, whether it be the budget or any of the many other duties they will face.

Regardless of party affiliation, all the branches of government need to remember the importance of working as a team. The legislature and the executive branch have to work together for the good of the people—of all the people—not just a certain segment of the population. Having made their choice by their votes, the people of Florida expect that their elected officials will not be driven by partisanship, but by the desire to serve everyone in a fair and just manner. A well thought out deliberate plan of action by those working on the transition will help to make this possible. The people of Florida deserve no less.

“...all branches of government need to remember the importance of working as a team.”

Speaker Larry Cretul **2009-2010**

Always remember that it is bigger than you.

Look beyond your time of service. The impact of the decisions made during your terms will go beyond your service as Governor. Those decisions create the foundation for the terms of the leaders who follow you. It can be a strong, well-built foundation constructed to stand for decades and weather hardships, or it can be a foundation destined to collapse as shortly as you leave office.

Continuity and stability are important. Good policy stands the test of time. If you feel strongly about something, work to change it. But don't force change simply to say you changed things. It kills momentum and forces those around you to start over, losing valuable time and energy.

Recognize the difference between your dance partners in the House and Senate. One chamber tends to prefer a slow formal waltz, the other a fast paced Charleston. Learning to dance the difference steps will help you succeed for Florida.

"Look beyond your time of service. The impact of the decisions made during your terms will go beyond your service as Governor. Those decisions create the foundation for the terms of the leaders who follow you."

Time is the most valuable resource the Legislature has. Hints, signals, and playing coy can be frustrating and counterproductive. A simple yes or no to your legislative partners allows them to move on to the next issue if the current issues cannot be resolved.

Be forthright and honest when communicating with the Legislature. Nothing is more important in this process than keeping your word. Once you have surrendered that, don't be surprised if no one treats you seriously again.

Speaker Allan Bense **2004-2006**

Regardless of whether or not you are all members of the same political party, the Governor, House Speaker and Senate President will never agree on each and every detail of public policy. If they did, the system would not function as it was designed.

"When you have done your best and cannot reach an agreement, shake hands and move on to the next issue."

However, while spirited debate is a sign of a healthy democracy, it is important to not allow the majority of issues upon which you agree to fall victim to the few over which you disagree. When you can resolve a difficult issue, do so. When you have done your best and cannot reach an agreement, shake hands and move on to the next issue.

In the long run, the many things you accomplish will be much more important to the people of Florida than the few things you do not.

Speaker John Thrasher 1998-2000

Make decisions and, more importantly, make them promptly. Failing to do so will leave you behind in a cloud of dust.

Your integrity is the equivalent of your stock's value. If it weakens, so will your ability to lead effectively.

Know when to and when not to prod the House. Having that knowledge will yield you a faithful friend or a hornet's nest. Always remember that the House of Representatives is like a road crew you have on contract: we lay the asphalt and, in conjunction with the Senate, help smooth out the road ahead for Florida. Work with us, give us the time and tools we need to make the process succeed and we'll make sure you are at the road's ribbon-cutting, planting the road sign that reads, "This way to the future."

"Your integrity is the equivalent of your stock's value. If it weakens, so will your ability to lead effectively."

Speaker Jon L. Mills 1987-1988

1. Understand that the campaign is over. Be nonpartisan and reach out to everyone.
2. Understand the authority of the Legislature. The Governor does not make law – working with the Legislature is the only way to make law of any kind. Reach out to the legislative leadership as well as rank-and-file members early on.

"Pick the best people possible – no matter whether they backed your campaign or not."

3. Understand the Constitution. Even though the Governor is the most powerful person in the state, they are always subservient to the Constitution.
4. Understand the importance of appointments. Your appointments individually represent the ethics, values, and agenda of your new administration. Pick the best people possible – no matter whether they backed your campaign or not.
5. Understand the importance of the budget – it has the ability to shape and influence the future of Florida long after you have left office. Create a strong budget team and do so immediately. Look for areas of agreement. The extent to which your recommendations become appropriations is determined by the collaborative efforts of the Governor and the Legislature.
6. Understand the special role of the bully pulpit and its ability to set the agenda. It is something that only the Governor possesses and it can be utilized to speak directly to the people when you cannot get through to the Legislature. The Governor's veto is another unique way to directly communicate with the people and advance your policies.
7. In tough fiscal years, make sure to minimize harm and maximize the opportunity to innovate.

Speaker James Harold Thompson 1984-1986

Get to know all members, not just those presently in leadership or those in the majority party. The Florida legislature churns the leadership every two years. Term limits increase the mobility of individual legislators, and those in positions of importance change. In addition, all members have an important vote because of the authority of committees in the legislative process.

Try to accommodate known legislative goals in your budget and other proposals. A little cooperation will go a long way. By doing this, a new governor may be able to facilitate productive legislative sessions early in their tenure, rather than later, which has been the modern experience. Most new governors feel they are elected to carry out certain mandates and proceed immediately to try to force them through the legislature without considering the big picture, which should include legislative priorities, also.

"A little cooperation will go a long way."

House Minority Leader Ron Saunders 2010-2012

Move away from the campaign and don't surround yourself by people in the campaign. You'll need people who understand the day-to-day workings of government. Experience is the best teacher and it is good to find out what has been done before you came into office.

"Keep an open mind and an open door."

Once elected, you must be more bi-partisan. You were elected based on partisan politics but now you must listen to folks regardless of their political affiliation.

Listen to all sides and listen to those who have been around. Keep an open mind and an open door.

The first budget is the toughest given the short amount of time you have to prepare. The budget is one of the most important things you will do as Governor.

House Minority Leader Franklin Sands 2008-2010

Always keep in mind that you hold an office of public trust. Be attentive to the needs of all Floridians, especially the most vulnerable. Work hard to address their priorities when proposing a state budget. The neediest Floridians have few lobbyists working on their behalf. So as governor, you can be their advocate.

While you will face pressure to move at a blinding speed, you should proceed with caution and wisdom. Reach out to as many people as possible, and certainly all members of the Florida Legislature. Good ideas are not exclusive to one political party. Get to know state lawmakers, and include them in your conversations.

Focus on issues that unite rather than divide. But know that the most important thing is the economy, the economy, the economy – in no particular order. The Governor-elect and the new administration will take office during challenging economic times. Therefore, the creation of good jobs for Floridians must be among the highest priorities of your administration.

“Focus on issues that unite rather than divide.”

Chief Justice Charles Canady 2010-2012

The great enterprise of self-government and freedom that was established in America more than 200 years ago rests on a foundation of three independent and co-equal branches. We operate as checks and balances on each other, a cherished duty that safeguards the liberty we received from the generations before us and must pass on to the generations that follow us. But it is important to remember that, when appropriate, we also work together for the public good in a spirit of respect and cooperation.

“We cannot have freedom without a strong, independent judiciary.”

In that spirit, I will refrain from suggesting any advice to Florida’s incoming governor—but I am delighted to offer a few observations.

I will begin with this fundamental truth: We cannot have freedom without a strong, independent judiciary. We cannot have the rule of law, which is essential to freedom, without courts protecting the rights of the people and ensuring that the laws are followed.

As Florida chief justice—and as a Floridian—I am proud of the record of innovation that the Florida judiciary has established nationally, leading the way on many good-government initiatives that are now common across the country. To name just some examples: Opening courtrooms up to cameras, dedicating the interest on trust fund accounts to fund legal aid and improvements in the administration of justice, establishing drug courts.

Let me conclude with an interesting fact I believe provides important context about the role that state courts play in our economy and our society: An estimated 95 percent of all court cases in our country are filed, handled and resolved in state courts. State courts, not federal courts. In light of the public attention that is very naturally paid to federal courts, particularly our nation’s high court, this statistic might startle some. But perhaps it is not so surprising if we think about the vitally important mission of state courts – to protect rights and liberties, to uphold and interpret the law and to provide for the peaceful resolution of disputes, whether they involve businesses, neighbors or families.

Chief Justice Charles Wells 2000-2002

Pay close attention and scrutiny to who you recruit and select to be your legal counsel. Experience is crucial. This is an exceptionally important position that has a direct impact on one of the top priorities for Governors – the selection and appointment of judges.

Given the number of decisions that will affect both the executive and judicial branches over the next four years, it is important that the Governor’s legal counsel immediately establish a relationship with the Chief Justice and create an open dialogue between the executive and judicial branches. There are many areas that are in need of communication between the Governor and the Court. The Governor has a role in dialogue with the Chief Justice concerning administrative matters that affect the operations of the Courts.

Your legacy will last longer than yourself in the form of who you put on the court. Therefore, it is vitally important for the Governor to interview judicial candidates in depth from a knowledgeable standpoint. Take the time to have a first-hand discussion with all candidates on the nominating list. Investigate each candidate’s work ethic, personal ethics, and experience to glean a better understanding of who it is you are appointing. There is absolutely no substitute for getting the very best people.

“There is absolutely no substitute for getting the very best people.”

Secretary Mike Sole **Department of Environmental Protection**

Be true to yourself. You have earned and garner the respect of every Floridian, regardless of political affiliation. Take that and lead.

The Governor-Elect needs to find an effective combination of experience and loyalty with fresh faces and ideas when making appointments to agencies. This mix provides continuity of government operations in a productive way that supports the new Governor's priorities. It is a delicate balance between keeping experienced people and brining in new people.

Look to the future in making appointments and stay focused on core missions, not campaign staff or other patronage appointments. Appointees should be focused on the Governor's mission and vision and do so loyally.

"You have earned and garner the respect of every Floridian... take that and lead."

Ash Williams **Executive Officer & Chief Investment Officer, State Board of Administration**

Be responsible and reasonable in listening to policy recommendations. Don't be a penny-wise and pound foolish — be sure to carefully evaluate what cutting corners will do. Never skimp on oversight.

"Follow the 'no kidding' rule when it comes to your fiduciary duty."

Follow the "no kidding" rule when it comes to your fiduciary duty. The Trustees and staff of the SBA are fiduciaries; our responsibility is to make decisions in the sole economic interest of our beneficiaries. This responsibility and the liability that goes with it must always be remembered. A virtually constant stream of proposals to use pension funds for various "good ideas / public purposes" will come to the SBA; the overwhelming majority of these will fail the fiduciary test for suitability as pension investments. The Trustees of the State Board of Administration need to set policy, provide oversight, and allow the investment professionals to do their jobs. Day to day investment decision making, staffing, and administration of the SBA needs to be delegated to the Executive Director.

In contrast to most states, Florida's pension funds are sound as a result of a long tradition of reasonable benefits, responsible funding, and prudent investing. Steady performance is a product of good processes, sound decision making, and diligent checks and balance.

Pat Gleason
Director of Cabinet Affairs and Special
Counsel for Open Government

Courtesy, professionalism and collegiality are the key ingredients that make the Cabinet system work. The Governor and Cabinet meetings are the most visible public forum for issues to be discussed.

“Courtesy, professionalism, and collegiality are the key ingredients...”

Unless otherwise provided by law, action by the Governor and Cabinet requires a simple majority vote. If there is a tie, the Constitution provides that the side on which the Governor voted prevails.

The Governor may sponsor Cabinet resolutions, but may wish to leave this to Cabinet members. The Governor routinely issues proclamations on numerous subjects through his/her office.

The Governor should not speak privately with Cabinet members about issues that are, or could be, before the Governor and Cabinet. This violates the Sunshine Law. The Sunshine Law is in effect as soon as the Governor and Cabinet Officers are elected. Use an abundance of caution—place any discussion with Cabinet officers on the agenda, even if the discussion does not directly pertain to issues before the Cabinet.

Secretary Tom McGurk
Department of Management Services
& Agency of Workforce Innovation

People make the mistake that the Governor needs to do everything. You need to ask yourself; what are the real priorities? Your leadership needs to be hands on to make anything happen.

The Governor has the great opportunity to have a powerful role in promoting economic development in Florida. The Governor-Elect should take active leadership in promoting and advocating for industry to enter, produce, and stay in Florida.

Don't fall in your commitment to reviving the economy of Florida. If you want to grow the state for the future, you will need to focus on the fundamentals. They aren't always sexy but don't lose focus of them.

“The Governor has the great opportunity to have a powerful role in promoting economic development in Florida.”

Articulate your vision clearly and frequently to your office and each of your agencies. Communication between agencies can only be fostered by the person at the top. Keep the lines of communication open with senior management. Do not assume they know your vision and priorities as well as you do.

Be able and prepared to absorb some bad news. Do not surround yourself with people who will only tell you only what you and your office want to hear. When making appointments, look for someone of quality who specializes in the area of the agency or entity – You will need qualified people who will be honest with you and will work toward advancing your vision and priorities within the agency. There is a tendency to sweep the place of professional staff but there is value in continuity and, equally important, in capability.

Skills and expertise that lead to success in politics does not necessarily translate to the skill and expertise needed to run an agency or direct a policy area. Appointees need to not only know the issues but care about them.

Executive Director Jim Zingale, Ph.D
Department of Revenue

You are now living in the Sunshine world, not the corporate world. Make sure you understand the laws that govern public records and when the Sunshine Law applies. The Transition period is and should be a very public process.

The Governor is the Chief Administrator. The Governor's primary roles are to make recommendations and to manage. The sooner the Governor-Elect realizes and understands this, the more effective he or she will be in their Governorship.

It is critical that the Governor-Elect understand the advantages and limits to the state Constitution.

Creating the Governor's proposed budget is the most important first act of the new administration and it all has to put pulled together within a very short period of time. So you've got a \$70 billion budget....wonderful. But guess makes most of the decisions? Not you. The Governor's main duty is to make solid recommendations, not make the final decisions of the budget. The sooner the Governor-Elect gets over the initial "sticker shock", the easier it will be for the Governor to focus decision making and set priorities realistically.

"The Transition period is and should be a very public process."

David Griffin

Executive Director of Governor Bush's Second Transition

(The role of the Executive Director was to coordinate the different teams in order the agencies and to keep the teams on track. The evaluation teams reviewed each agency from top to bottom and wrote an assessment of the agency, which they then submitted to the Governor for his review.)

In selecting members of the evaluation teams, select people who have both an interest in and direct expertise related to the agency. Realize there are certain people who you must work with in any case given their involvement or relationships. It's a reality that some people get involved in the process so that they can get a job. Be aware of this and first, do no harm in their placements.

Regardless of who wins the election, most agency secretaries will be replaced. When evaluating potential agency secretaries, remember some areas need less technical expertise.

The greatest challenge during the transition was the personal evaluation of the agency secretaries. When evaluating potential agency secretaries, consider the overall mission of the agency; look to see if the agency or secretary shares the Governor's vision for the agency and what was accomplished from this vision. Then conduct an "S.W.O.T."

analysis (Strengths, Weaknesses, Opportunities, and Threats) of the agency.

With this analysis, focus on the greatest opportunities for success during the next four years. It's a reality that every agency has weaknesses and threats. It's an opportunity to find areas in which the agency needs to be fixed, and from this develop successes for the new administration when these perceived problems have been remedied.

You only have "fresh eyes" for a short period of time. It's like walking into a dark room, and you only have a short time before your eyes adjust to the light. It's a great opportunity to see things that may otherwise be undetectable. You will be most sensitive during the first months to what issue weaknesses, threats and opportunities exist. Address those issues quickly, otherwise you will lose your opportunity and become part of the establishment.

During transition, it is important to receive all of the input and sort through it. Do not become fixed on only what information you "think" that you want or need. Take all of the information in as a "data dump", sort through it, and craft where you want to go from there.

"You only have 'fresh eyes' for a short period of time. It's a great opportunity to see things that may otherwise be undetectable. You will be most sensitive during the first months to what issue weaknesses, threats and opportunities exist."

Dr. Adam Herbert

Chairman of Governor Bush's First Transition

The Governor-Elect needs to start moving the day after the election - it is a fast track process. The transition is about assuming the role of leadership and the Governor-Elect needs to move extremely quickly. There is not a lot of time to do everything that needs to be done. Think through all the details. The structure of the transition is important. A logical sequence of events allows the Governor-Elect to be ready to make decisions. The Governor-Elect has an obligation to the people of the state and you should have your plan for your transition leadership.

It is helpful to have both a Chairman and an Executive Director. Each should have a defined role, responsibility at a senior level and respect from and for the other positions. The Chairman makes sure that everything is operating and that the transition is on target. The Chairman is constantly checking the compass to make sure the transition is heading in the direction the Governor-Elect wants to go. The Executive Director dealt with the day-to-day activities, the hiring of the Governor's executive staff and establishment of the administration. The Chairman provides overall leadership, establishes the tone for the transition, is the liaison to the current administration, the Cabinet, the press, and the legislative leadership and assists with the interview of candidates for senior level positions in the administration. Also, if the Chairman is not perceived as political and is there in a spirit of public service to the people of Florida, it is helpful.

The real challenge of any transition is the short period of time between the election and inauguration. And, the most critical and difficult element of the transition is what to include in the budget. The transition team had information sessions with the Governor-Elect to provide background for budget decisions - the big picture of finances of the state and what the major challenges were. After the budget sessions, a series of policy sessions were held. The transition team divided issues into categories with agencies clustered under each issue and made recommendations for solutions and agency structure. Then the Governor-Elect and transition team took those issues, made philosophical decisions and applied them to the budget.

The transition team needs to think through all of the major aspects, all of the things that need to be done during the transition and determine everything necessary for the Governor to assume his duties. The philosophy of the transition needs to be set. A positive tone working with the incumbent

Governor should be established.

Communication is critical during the transition. Points of contact and information exchanges need to be established. Key leaders should be extended a political courtesy and called before announcements. Make a good effort to reach out to people met during the campaign, soliciting ideas and names. Keep separate anything that is political from the transition.

There will be a lot of people interested in coming to work in the administration. The initial focus was hiring senior level positions in agencies and the Governor's leadership team. The Chairman and Executive Director normally interviewed the final people and then sent them to the Governor. Remember that applications are public documents and the press can request to look at them. A background check needs to be conducted on each applicant and it is important to have a legal counsel issue a legal opinion on whether background checks are accessible to the public.

Talk with the Cabinet about the assessment and appointment of joint appointments. During the Bush transition, a unique situation accorded with the pending appointment of a Supreme Court Justice. The Governor and Governor-Elect made an unprecedented joint appointment.

There is also a great deal of public interest during the transition. Clearly the transition is a major story and the Governor-Elect should share the process of the assumption of leadership. Do not fight with the press. Decide right away to hold weekly press conferences and briefings to keep them informed and engaged.

An entire separate team should be working on the inauguration festivities and there should be someone focusing on the preparations for the move to the Governor's Mansion for the Governor-Elect and his family. Personal touches should not be overlooked. The Governor and family should be able to walk into the house and feel as though they are home.

"The Governor-Elect has an obligation to the people of the state and you should have your plan for your transition leadership."

David Rancourt

Appointment Director and Deputy Chief of Staff for Governor Bush's First Transition

Remember, "There was an election."

There will be remarkable changes at every level of government. You need to find people who are loyal and share the vision that the people expect the new Governor to lead with.

There needs to be a better understanding across the leadership of state agencies that their jobs are inherently political and that they serve at the distinct pleasure of the Governor. It is honorable and correct for the agency heads to offer their resignation as an opportunity for change to the new Governor. "The king has died, long live the king!" Agency heads serve at the will and pleasure of the Governor and they carry out his vision for the state. All current agency heads should submit their resignation and if they would like to remain, they should go through the interview process so there is an understanding that they now work for the new Governor.

Likewise, the new agency heads should be encouraged to take risks as the Governor has and balance their team with new recruits. You don't get revolutionary ideas from evolutionary ways.

"You don't get revolutionary ideas from evolutionary ways."

The Governor hires everyone, not the transition team. It is challenging to find those who want to serve government. You have to contact 100 people to find 10 who are qualified to serve to identify 3 or 5 for the Governor-Elect to ultimately interview. And then, you're inviting them to a remote place called Tallahassee: but the "dark secret" of Tallahassee is that it is a wonderful little town and an incredibly wonderful place to live.

The most difficult challenge is to identify all of the new agency heads within 60 days. The reality is that the Governor-Elect has 60 days to do what normally takes professional recruiting firms six months to accomplish. We talked with 3 executive recruiting firms, and they were remarkably helpful. We tapped into a diverse field from different backgrounds as the Governor wanted. We also asked CEOs of large companies for their input to find both experienced and "up and comers" to fill the slots. The Governor was in constant communication with us and provided the guidance that we needed to find the right people, "people with impeccable credentials, with honor and integrity that reflected the face that is Florida."

"There will be remarkable changes at every level of government."

Reveal any and all secrets! All potential agency heads need to understand that there will be a background review process, intense public scrutiny and potential Senate review. Potential agency heads need to be very open and honest. They need to identify upfront anything that could be potentially embarrassing.

Be a "personal stalker" to find the right talent. Be tenacious and consistent in recruitment. In balance, do not spin your wheels on people who aren't right for the position. The personnel side of a transition is personal – the agency heads will make decisions that are vital to the people of Florida. The Chiles and MacKay administrations were very honorable, accommodating and set a high bar during transition. If there was a better way to do it, than I don't know how!

Shane Strum

Chief of Staff to Governor Crist

As Chief of Staff to the Governor of the Sunshine State, be prepared for work days that start very early in the morning and end late in the evening. While long days full of countless decisions are ahead, I am certain you will find them the most exciting days you will ever experience.

You will have a courtside seat to history in the making as you hire staff and advise the Governor on appointing Floridians to lead agencies and fill vacancies among the judiciary and a wide variety of boards and councils. Your duty is to implement the Governor's policies and priorities, as well as the laws of Florida. In every act, your loyalty is first to the people of Florida, and then to the one who has invited you to run the day-to-day business of the Executive Office of the Governor.

It will be your daily mission to communicate the Governor's vision to the Executive Team and to inspire them to maintain intensity in serving the people of Florida throughout the Governor's term. You will need insight to strike the proper balance between knowing when to speak and when to listen, when to direct and when to let others lead. You must encourage the team when they do the right thing, and correct them when they do not.

"You will need insight to strike the proper balance between knowing when to speak and when to listen, when to direct and when to let others lead."

While the urgent topic of the moment will always demand your time and attention, always remember the big picture and inspire the Governor's team to remain focused on the Governor's vision. Together, you and the Executive Team must work daily to build consensus and collaboration among Florida's legislators, advocacy groups and stakeholders in order to accomplish the Governor's priorities. Remember, the people of Florida deserve your best effort – and so does the Governor you serve.

Eric Eikenberg **Chief of Staff to Governor Charlie Crist**

The 60 days following the General election are critical. The thrill of the Inauguration Day marks the moment that the new administration officially starts, but during a gubernatorial transition, the first day in office is a minor moment in the larger scheme of things to come. The transition will serve many purposes – Naming senior staff; selecting agency heads; learning the state budgetary process; and building a legislative agenda – to name a just a few of the priorities. An additional component during the transition is the planning of the first 100 days of the administration. Simply take the calendar and determine what you and the administration will plan to accomplish each month – Ideas such as policy roll-outs, scheduling and appointments. Focus on covering those first 100 days positively and constructively. The new Governor will have a mandate to make a difference and set a tone.

As Governor-elect there are many responsibilities and a daunting checklist with a short amount of time to implement them. If by Inauguration Day, the list of things to do is not finished, don't panic. January and February will continue to be a time of transition.

Assemble the senior team in the first weeks following the election. Name the head(s) of the transition effort the day after the election. Soon thereafter, name a chief of staff in order for that person to begin the process of setting up government. The team needs to be made up of individuals who understand the responsibilities that come with the job and who are willing to put in long hours and sacrifice personal time. A key character trait is loyalty. Loyal members of the staff will be charged with implementing the Governor's agenda and priorities each and every day.

Quickly understanding the state budget process is vital. The outgoing administration will recommend a budget to the Legislature. Understanding the nuts and bolts of the state budget and identifying the Governor's budget priorities within this framework is critical when the Legislative session begins in early March. The Governor's first legislative agenda and session will be judged by the people of Florida as how effective the Governor will be as a leader. The legislative session comes quickly so the new Governor must schedule a budget briefing with the current administration and legislative budget committees as soon as possible. Key staff hires early on in the transition should include a budget

director, a policy director, a legislative affairs director, and a scheduling director. Experience or knowledge of subject matter with the proper skill set is important in these key posts.

Finalize your legislative priorities for the 2011 session early on. Create a Tier One list of a handful of policy initiatives, many of which can come straight from the campaign trail. Empower the legislative team to draft legislative language and budget proviso, communicate with House and Senate legislative leaders and find tenacious bill sponsors who share in the Governor's priorities.

“Focus on covering those first 100 days positively and constructively. The new Governor will have a mandate to make a difference and set a tone.”

During the transition period, a number of agency heads will be named. Setup a thorough vetting/background process in order to avoid embarrassing the Governor, the new administration and the potential secretary or director. Assign transition staff to coordinate the logistics of receiving names and recommendations for each appointment. Meet face-to-face with the nominee in order to hear directly their vision for the agency but more importantly for them to hear personally from the Governor-elect on what their shared vision should be going forward.

The executive branch includes 31 agencies and departments. Create transition teams to review the policies and practices of each state department and agency. Transition teams should be empowered to work with the outgoing administration to find out what works and where there exists opportunity for improvement. It's important that teams report back to the Governor-elect, transition director and chief of staff-designee throughout the transition process and issue their final reports as soon as possible.

When the legislative session begins, the Governor should hit the road and spend time listening to the people of Florida. Getting “outside Capital Circle” will provide the proper perspective.

Eric Eikenberg continued

After a few weeks in office, begin thinking about the message of the Governor's first State of the State address. Dare to have bold ideas that will make Florida the envy of the nation.

Finally, maximize the Governor's Mansion. It's a wonderful home and a great haven for the Governor to host meetings and receptions and dinners.

On Being Chief of Staff

Make sure the Governor is able to hit the ground running on behalf of the people of Florida. Floridians take pride in their state and they want it to be successful. So have priorities and performance measures in place in order to show tangible results. This is a job where the Governor is counting on you.

Four years goes by swiftly so each day is fleeting. Prioritize on a daily basis. Have early morning staff meetings to facilitate communication and information sharing, which is absolutely critical to knowing what is going on, where the opportunities exist and how best to prioritize the days, weeks and months. Play offense and avoid being on the defensive. Schedule long-term planning sessions with your team. Look beyond the immediate and focus primarily on the next three months.

Daily meetings might include the deputy chiefs of staff; communications director; budget director; policy director; director of legislative affairs; external affairs director; scheduling director; OTTED director; appointments director to name a few.

No day is the same. You can't plan or prepare for the job, so be prepared to "go with the flow". Resign yourself to the fact that you will be on call all the time. The stress and time commitment as chief of staff can be challenging but a great team and a sense of humor make all the difference. In the end, the benefits of the job far outweigh the stresses.

Time is precious. Don't over schedule yourself with a bunch of meetings. Delegate meeting requests to your deputy chiefs of staff. Pace yourself instinctively.

When a crisis develops, gather your team and get all the facts from both sides. I was given sage advice early on from a former chief of staff to avoid making decisions based on rumor or hearsay. Brief the Governor on all the facts and

"This is a job where the Governor is counting on you."

have a comprehensive strategy ready to deal with the situation or crisis. Get ahead of the issue and be transparent, never evasive.

The role of chief of staff is essentially that of a traffic cop. He or she will coordinate the inner workings of the Executive Office of the Governor and is responsible that it functions and runs smoothly. Assemble a great team you can trust and rely on and most of all that you feel are competent to delegate to. You cannot do it all. Once you delegate something, have faith in that staff person's abilities to get the job done, all the while keeping in mind you are ultimately the one responsible to the Governor. Personally, I was privileged to work with some of the most loyal, dedicated staff during my three years in the EOG. There will be times when the stakes are high. Having your loyal, trusted senior staff in the trenches with you will be most rewarding and forge friendships that will last a lifetime.

You have to govern from your outbox. Never allow yourself or the Governor to be surprised by information or a report from an executive agency. Know dates when information is due and be well briefed by the secretary and deputy chief of staff prior to public release of the information. Tolerate no surprises!

The Governor's chief of staff will work very closely with his or her counterparts in the Senate and House of Representatives. Spend time getting to know them on a personal basis and once in office, commit to meeting on a weekly basis to demonstrate an open line of communication. When disagreements arise, having a personal relationship will help in solving any problems.

The Capitol building itself is difficult to physically manage. Staff is spread out throughout the many floors of the Capitol. Make the time to walk the halls and meet personally with the staff of the EOG. The Governor and you rely on them each day to get the job done while in office. A simple hello and thank you can go a long way. Hire an executive assistant who will be your right hand person. I had the best.

You are the chief of staff to the Governor of Florida. Enjoy the ride!

Sally Bradshaw **Chief of Staff for Governor Jeb Bush**

The Governorship is a unique post because the Governor has responsibility for everything – budget, policy, executive agencies – all with very specific issues and interests. At any given time you will be dealing with a multitude of unrelated yet pressing issues. You will need to manage information quickly and efficiently. You need the right people in your office to be responsive to every interest group or entity to let them know that you are engaged and care. This is made more difficult with today's twenty-four hour news cycle and rapid technology/social media but you need to be focused and disciplined about processing information.

"You've made a commitment, now you need to put meat on the bone."

The Governor is the face of the state. You name it, citizens will come to the Governor's office to solve their problems.

You already have a framework of your priorities from the campaign. You've made a commitment, now you need to put meat on the bone. Look at the budget – do resources need to be reallocated to meet these priorities? Are these funds available at all? Add to those ideas and come up with a plan to deliver.

Look at three to four areas where you can move the ball down the field. Build your administration around this. Focus on these areas like a laser beam. Guard against being caught in the weeds.

On Being Chief of Staff

You have a constituency of one – to serve the Governor and implement his or her priorities.

Successful Chiefs of Staff have to be able to have focus in the midst of complete and utter chaos. The Chief of Staff needs to be disciplined. It is easy to be distracted by the need to respond to every issue, but don't let this take away from the priorities you are trying to advance and accomplish every day. Take a breath, plot out the plan in front of you, and implement it. You can't take your eye off the ball. Concentrate on the big picture and make sure people are in place to deal with the details of governing.

You need the right people in key posts. Empower and trust them to do their job while staying on top of them. Interact with them on all aspects and don't lose track of anything, but let them do what they were hired to do. This is a fine balancing act. Also, always treat people with respect and work together as a team to advance the Governor's goals.

It is important to manage the governor's time. This can be incredibly challenging. Make sure you involve him in how best to do this! He or she will have specific ideas about priorities – both work and family – and you need to be sensitive to this. As with the budget and communications effort, the schedule should reflect the Governor's policy priorities in terms of time and focus.

"You have a constituency of one – to serve the Governor and implement his or her priorities."

Kathleen Shanahan **Chief of Staff to Governor Bush**

Four issues/actions dominate a Governor's transition time: finding good people to serve, preparing a budget that reflects candidates' priorities, preparing for legislative session and planning/executing a celebratory but focused inaugural.

Look at the transition as a moment in time in terms of maximizing an opportunity with public policy and the people of Florida. There are realities that must be dealt with quickly, including constitutional mandates, a growing budget need vs. money to spend, as well as planning to ensure your priorities get framed and considered by the legislative leadership in the first session.

But, it is also a change of leadership. The agencies must be fully staffed with the right people in position and serving the people of Florida. The transition is an opportunity to make change in the agencies: some by choice, some by direction. It is important to match people's talents and skill sets with the needs of the agencies. The governor also needs to establish high ethical standards for participation and service in government.

The Chief of Staff is essentially the Chief Operating Officer of the administration. They manage the time and staff and implement the Governor's priorities. There are always so many things to accomplish at the same time; the Chief of Staff keeps the trains all running on parallel paths.

The press plays a particularly valuable role during the first 100 days, in terms of both accountability and in getting the Governor's message out. It's a critical time to educate the press, and with their involvement, the people of Florida, as well as legislative leadership, on the new Governor's policy priorities and build support so they can be implemented.

"Look at the transition as a moment in time in terms of maximizing an opportunity with public policy and the people of Florida."

Linda Shelley
Chief of Staff to Governor Chiles

Immediately following the election, take advantage of the fact that there is still a sitting Governor for the next two months and use this time for planning. Don't feel the pressure to have a lot of publicity as the new Governor.

A politician is always a politician. They will run for re-election from the day they are inaugurated.

During the transition, you must disconnect from your political apparatus and begin looking at governing. Put your campaign people in the external affairs office; that is what they are good at.

The Governor of Florida must deal with a broad array of information and keep up a constant tempo of things they must accomplish. All Governors are surprised at the breadth and the velocity of the issues.

The Governor does not have to have a position on everything instantly. Let the issue develop before positioning. Florida is beautiful in its diversity. It's important to use the opportunity to observe, listen, and gather all manners of points of view before acting. There are some issues that will resolve themselves before it is time for the Governor to act.

"Florida is beautiful in its diversity. It's important to use the opportunity to observe, listen, and gather all manners of points of view before acting."

On the other hand, don't be afraid to be out front on important issues. Do use the powers of the Governor to make something happen. The Governor can create an issue that is not on the radar through his leadership and others will be glad to catch up later on behalf of Floridians.

Be a good picker and entrust the authority to the people you select. The most important item at the outset of an administration is appointing good agency heads. Governors signal what they care about when appointments to agency heads are announced. Appointments are personal decisions. Do not hire the gurus just because they wrote the book on the issue.

"...Don't be afraid to be out front on important issues. Do use the powers of the Governor to make something happen."

There must be a managerial aspect to the appointment and they have to have leadership qualities. Agencies are implementing the Governor's powers and need to be able to place the Governor in the advantageous position of choosing excellent options to meet the Governor's objectives. Some of the appointments will be disappointing. The appointments coordinator is the eyes and ears of a Governor and can help the Governor stay out of trouble.

It's your name on the yard sign. They elected you. When it comes to important decisions, it was the Governor who the people of Florida elected and he was the one the public elected to make the decisions.

The Chief of Staff has to be absolutely trusted. They are the protector of the Governor by managing relationships and controlling access to the Governor. There is so much information coming out the Governor, the Chief of Staff needs to protect the Governor from information that the Chief of Staff or other agencies can handle.

In the universe of a Governor, there are givers and takers. Almost everyone is a taker. There are people who only want to be able to say they talked with the Governor on their issue and those who want something from him. The Chief of Staff has to be able to know when to shut off access and protect the Governor from the takers. There are a limited number of givers and the Chief of Staff needs to know who can always get access. Besides the staff, there needs to be external givers. This is a challenging state and you can't be Governor for eight years without protecting your mental health.

The relationship with the Lieutenant Governor can be feast or famine. During the transition, the Governor needs to decide what the Lieutenant Governor does during the administration.

Jim Krog **Chief of Staff to Governor Chiles**

Understand the reality of establishing a new management team for the State of Florida in 62 days. All organizational activities must be prioritized. Create a small Transition Team to direct and supervise all transition activities. Focus on the most difficult tasks first: selecting agency heads, reviewing the proposed budget and selecting personnel for your office. Finally, don't worry about patronage issues. You will have four years to work on patronage.

Completely separate the Inaugural activities from the Transition activities. Each activity should be organized, staffed and coordinated by a separate team without any overlap. The Transitional team should stay focused on organizing the administration.

“Understand the reality of establishing a new management team for the State of Florida in 62 days.”

Mac Stipanovich **Chief of Staff to Governor Martinez**

Deep Throat was correct. Follow the money. Good budget information is critical in the first weeks of a transition. It enables the Governor-elect to have some impact in his first Session on the two most important activities of state government—taxing and spending. With the exception of purely

“Like a new quarterback, throw short completions to gain confidence and a winning reputation in the first quarter (Session).”

ideological issues like the ERA or abortion, everything that matters depends on funding. A Governor-elect MacKay will be able to rely on the Chiles' OPB to hit the ground running. A Governor-elect Bush can access the budget expertise of the staff of the Republican controlled fiscal committees. But slice it thick or thin, a brand new Governor needs numbers gnomes who are experienced, trustworthy, open to change, and ready to go immediately after the election.

Do not try to do everything at once. Candidates campaign on a broad range of issues, and they propose a plethora of programs. Upon taking office, they feel obligated to press forward immediately on a broad front. Yet, the first Session is the worst time to attempt too much; just sixty days into the new administration, the Governor's team is overworked trying to gain control of their various domains, under-experienced in working the system, and understaffed with the loyalists necessary for really heavy lifting. Like a new quarterback, throw short completions to gain confidence and a winning reputation in the first quarter (Session). The harder the initial issues you choose to pursue in the first Session, the fewer you should choose to pursue at all.

L. Garry Smith
Chief of Staff to Governor Graham

The Governor-Elect should not allow schedulers to fill his calendar during the transition period. There will be tremendous pressure from external sources to celebrate his victory completely through the transition phase.

The Governor-Elect will need to be available to his Transition Team to make final decisions on several matters in a very compressed period of time. He should devote most of his time to the legislative programs he will propose and the reworking of the state budget that will be acted on during his first Legislative session. This will be a budget created by his predecessor and reworking will reflect the Governor-Elect's agenda.

Transition planning should be kept completely separate from Inauguration planning. Each should have its own Director and staff. The Inauguration will be far too distracting to be part of the planning for the first six months in office.

Most candidates for Governor will have started transition planning prior to Election Day. The plan will tend to cover too much ground and too long a period of time. The initial transition plan should be just that—a transition period of no more than the first six months in office. Developing the Governor-Elect's goals, objectives, programs and budget should be done with his new executive staff after taking office, with the possible exception of amending the budget that the departing Governor has already completed.

"The initial transition plan should be just that—a transition period of no more than the first six months in office."

James W. Anthorp
Chief of Staff to Governor Askew

The single most important decision a new governor can make is to choose his key staff members early and well. The key staff includes the Chief of Staff, General Counsel and

Press Secretary. Early means before Thanksgiving. To choose them well, the Governor must give great weight to experience. Unfortunately, experience does not mean campaign experience. Governing is quite different from campaigning; consequently campaigners don't make good staff members.

"...The Governor must give great weight to experience."

No more than one of the three key staff should be from the campaign, maybe none.

The second most important decision a new governor can make is to pursue a limited agenda. This is very hard because all new governors are convinced they can solve all the state's problems. You can't. Pick out the two or three issues that you consider most important and go for them. If the new administration's efforts are dissipated over a long agenda nothing will turn out very well.

Mike Hansen Budget Director for Governor Bush

Florida's constitution requires you, a new governor, to prepare a recommended state budget almost as soon as you take office. The time, effort and attention to detail you put into preparing this budget will yield large dividends in later months and years of your administration.

In preparing your budget recommendations, the following items should be considered:

The budget must be balanced and use the most recent forecasts and revenue collection data. In these tight economic times, preparing a balanced budget is much easier said than done and will require incredible discipline.

A balanced budget means there will be far fewer dollars available than there are demands for resources. This means that you must choose your priorities carefully with an eye toward the feasibility of actually getting the legislature to pass the associated bill or budget item.

Integrate your policy priorities into your recommended budget. The budgeting process imposes a discipline on policy initiatives which will help you hone in on those policy issues which are of greatest priority. Legislative committees pass many bills which do not make it to the governor's desk because there are inadequate funds to pay for all of these policy priorities. Make sure your policy priorities match your budget priorities.

Likewise, carefully manage your agencies' requests of the legislature for budget and policy issues. Each dollar can only be spent once, and every dollar spent on an agency priority is a dollar not available for a governor's priority.

Do not spend all available funds in your proposed state budget. Maintain a reserve of at least \$1 billion to be used to address new issues which will emerge after your budget is presented. Governors can and often do present supplemental budgets to address issues which arise during the 30 day period between the delivery of the governor's recommended budget and the beginning of the legislative session, or even during the first weeks of the legislative session.

Once you have identified your policy and budget priorities, place them on a list and deliver them personally to the presiding officers and budget chairs of both chambers. Check in with these legislators from time to time to assess the progress being made. No amount of staff work will substi-

tute for a direct communication from the governor to legislators regarding the governor's priorities.

Always remember that politics is the art of compromise. While discussing your policy and budget priorities, ask key legislators about their priorities. It is amazing how much good will can be generated by including a legislator's priority issue in the Governor's recommended budget.

Develop a clear and understandable policy early on regarding the standards you will use for vetoing bills and budget items. Clearly communicate these standards well in advance of *Sine Die* and most importantly stick to them whenever possible.

Every day you are in office you will receive requests for funding or policy assistance. Avoid the trap of impulse buying. Place all requests on a list for consideration at a later time. An item viewed in the context of available resources and all competing requests will shed new light on the true significance of the item.

How you organize the governor's office is important, but not nearly as important as the people you place in key positions. Select these people carefully and then take the time to hear their views. The more time each staffer spends with you, the better he/she will be at implementing your policies.

Stick to your principles. Develop a policy approach for each issue, and be consistent with that approach over time regardless of external pressure from special interests. This does not mean you cannot change direction on an issue, but do so based on principle.

Hurricanes, tornadoes, fires, floods, terrorist attacks, and disease outbreaks (in people, plants, and animals) - it is not a matter of if these bad things will happen in Florida, it is only a matter of when. Expect the unexpected and always have a back-up plan. Responding to disasters will always cost more money than anticipated. And, you cannot count on the federal government or anyone else to react quickly. Florida's Governor is uniquely positioned to provide an immediate and appropriate response.

Dr. Bob Bradley **Budget Director for Governor Chiles**

Don't do anything in the first 100 days that can wait to the next 100. Concentrate on priority issues. Do not try to address every issue brought to you by your staff and all the people who helped you get elected.

You will be given a number of forecasts during your time in office. The only thing you can be sure of is that they will all be wrong. The real importance of forecasts comes in understanding how they were produced, what questions they prompt, and how they play out in the policy arena.

"Do not try to address every issue brought to you by your staff and all the people who helped you get elected."

No Governor is immune from the business cycle. Every Governor must deal with the demographic dynamics and swings in federal policy. There are no guarantees, but thoughtful planning can help.

Every Governor has a special mandate from the electorate. That mandate has limits. Every elected official has a constituency that must be respected.

Governors must be mindful of the pressures and prerogatives of the Legislature. Executive leadership must be cultivated, nurtured and sustained. It cannot be assumed.

The Governor has many levers by which to run government. Some are obvious. Many escape notice. Change for change's sake is unlikely to succeed. Small changes can have large effects. Large changes can be counterproductive.

The way you organize your staff is not as important as the people you employ; but organization, and most importantly, the sense of teamwork you build is critical.

Nothing trumps the well being of our citizens. Get on top of every disaster quickly. Make sure you know what our emergency plans are. Make sure your lines of communication are open, clear and that you don't hear only what either you or your staff wants to hear.

Glenn Robertson **Budget Director for Governors Graham, Mixson, and Martinez**

A first year administration should stay focused on some fundamentals, including (1) setting priorities and limiting the agenda, (2) making sure the Governor's first budget numbers add up and can be credibly defended, (3) fighting the paralysis of paranoia some have about rank and file staff who served in the previous administration, (4) respecting the legislative process and working with members and staff to pass key legislation and the Governor's first budget and (5) soliciting citizen and business support for Administration initiatives in the Session.

It is essential that the Governor and his Administration accept and embrace the responsibility to define high priority issues and set forth policy and budget solutions. State government's Board of Directors, the Legislature, normally expects the Chief Executive to make proposals. The Governor's Office is uniquely positioned to look across state agencies and bring multiple agencies, other levels of government and private groups to the table. Also as the state's top political official, the Governor is positioned to forge political coalitions to help define and support issue resolutions. The "Governor as Initiator" style of leadership will be particularly important for Florida to prosper in the new millennium.

Joe Cresse **Budget Director for Governor Askew**

1. Do not staff Transition Teams with campaign staff.
2. Appoint legislative liaison staff early.
3. Get a continuation budget from the previous Governor's staff as soon as possible.
4. Get acquainted with as many legislators as possible before the Session.
5. Appoint agency heads as early as possible.

Alia Faraj-Johnson **Director of Communications to Governor Jeb Bush**

Congratulations Governor! For the next four years you will have the best, but most difficult job in the State of Florida. Each day will be filled with challenges, successes, victories and losses but there is nothing more rewarding than serving the public and making a difference in the lives of Floridians.

Your job will take you across the state several times a week and every step along the way you will be covered by reporters – both electronic and print – who have hard deadlines and who have a 24/7 news void to fill. Building relationships with members of the media will be one of your press office's many goals. As someone who traveled extensively with Governor Jeb Bush, I can tell you that you will enjoy taking questions and interacting with members of the media, especially if you are well briefed on the issues.

“Each day will be filled with challenges, successes, victories and losses but there is nothing more rewarding than serving the public and making a difference in the lives of Floridians.”

Keeping your communications director briefed on new policies, agendas, court rulings and other public policy decisions is extremely important and will assist your administration in delivering messages to Floridians and members of the media clearly, succinctly and in a timely manner.

On being Communications Director

Your number one responsibility as the communications director is to promote the Governor's agenda and priorities. But, equally as important is maintaining a symbiotic relationship with members of the media. One example that comes to mind is the important role the media plays in disseminating information to the public during natural disasters.

“Make a point of keeping traditions alive.”

Be responsive and cognizant of reporters' deadlines. Times have changed and news is a 24/7 business. As soon as you say something it is on the air or online. I found it helpful to use a recorder during media interviews with the Governor. This enabled the press office to electronically share the Governor's comments with reporters across the state or with members of the administration.

Another key role of the communications director is to be aware of issues taking place at the state agencies. Weekly communication directors meetings are an effective way to share information about the Governor's initiatives and to learn about agency accomplishments, successes or challenges. It is also a great way to coordinate messaging across all agencies.

Read as many state and national papers as you can. Also be diligent in monitoring news coverage and addressing factual errors immediately. There is so much information on TV, in print and on the Web that is easy to make an error. Designate a member of the press office to continue monitoring news coverage as it happens, especially on days when the Governor is on the road.

As I am sure other communications directors have done before me, make a point of keeping traditions alive – make sure you have brief media availabilities before cabinet meetings (Gov. Bush enjoyed walking down the stairs from Plaza to LL), host end of the year interviews with the capitol press corps, make a point of calling reporters back in a timely manner, even if it is just to say you are still gathering the information they are looking for.

And most importantly—staff the Governor well, be loyal and don't be afraid to speak up if you need to.

Cory Tilley

Communications Director to Jeb Bush

The first 100 days will be very different from even the first year.

Be prepared that you will not have enough time. The short transition time is shortened further by the holiday season. Immediately after the Election and the time between late November and early December is the key time to work on the transition efforts.

The worse thing would be to turn over 100% of staff; you will need institutional knowledge and a level of continuity. It is not always easy to replace them. But – Don't be afraid to bring in new people. Fresh voices and ideas after a long campaign can reenergize the team. Look for people outside of the political arena and outside of the state. You will always need a mix of diverse people both in background and experience.

Keep plans for the inauguration festivities and the transition separate.

Work with the current administration. It's smart to take advantage of the knowledge of the previous administration and learn from their best practices and mistakes. Don't miss the opportunity to utilize this valuable partner in the transition.

Make sure you have enough staff to get the job done. The transition is an overwhelming period where the new administration needs to be proactive and truthful with the press and public.

“Realize that the day after the Election everything you say carries more weight... go right into governing mode.”

On Communications

Day 1: Communications operations need to be in place. The communication strategy needs to move quickly from campaign mode. This time will actually be busier than during the campaign. Be prepared to deal with the press from a new light. Act more gubernatorial and less partisan; you are now the Governor of the entire state of Florida and its people.

“The effective use of media tools at your disposal is critical in setting the tone of the transition and the new administration.”

Realize that the day after the Election everything you say carries more weight. There will be a lot of curiosity. You will be pushed by the media to give more specifics and they will be more interested in what you are saying, doing, and proposing.

Go right into governing mode and be prepared for the change. You'll need to answer questions differently.

Be prepared and willing to comment on issues with joint input from the current Governor.

The world of media is very different than the last gubernatorial election. Be aware that the advent of social media. Today blog stories can be just as important as a news story. The media cycle is no longer 24 hours, it's hour by hour. Expect that you'll need to beef up your reactions and do it quicker. Use the social media tool you have at your disposal to keep the public and the media in the loop. The effective use of media tools at your disposal is critical in setting the tone of the transition and the new administration.

Don't stonewall the press. They can be a valuable partner in getting your message out if used correctly. Return the phones calls of reporters in a prompt manner, even if you don't have the answer yet. It will be a tough time if the press thinks you are ignoring them. Keep the lines of communication open.

Plan for the worst case scenario and be proactive in preparing for it.

April Salter **Communications Director to Governor Chiles**

Feed the beast or the beast will feed itself.

The Governor should have an agenda from the beginning and aggressively and single-mindedly promote that agenda. Don't just let things happen. It's important to have an established agenda and operate proactively. That's a real challenge: everything in the world can knock you off your game!

Don't feel like you have to respond to every issue—there are far too many issues and you'll quickly lose focus on your priorities. Guard your position as Governor. Recognize the role of the Governor at different times and cycles. The Governor can weigh in at different times and does not have to react to every single issue immediately—sometimes you need to wait to let an issue ripen or to gather more information. Let the legislative process work before you comment about legislation to the media. The Legislative Session is the Legislature's time in the spotlight, but the rest of the year is yours. Remember to rely on your press office: they are your eyes and ears and will help keep you in touch with everyday Floridians.

Within the Governor's Office, ensure that the press office, external affairs, legal, policy, and legislative teams are all in sync. You know that at times you'll have to deal with bad news, but it is critically important that there be no surprises to the press team.

Create a formal mechanism between the EOG and all the agencies' press teams, with serious consequences. The agency secretaries need to understand that their media is a communication from the Governor's Office. Due to the criticality of the position, the Governor's communications director should also weigh in on the hiring of agency communications directors. They are a part of the Governor's press team and serve an important role. In turn, the Governor's team should train the agency communications directors, help them hire good people, and advocate for their roles in their agencies.

The communications director must be someone who is well versed in state government, can see "around the corner", and is respected by the other senior level members of the Governor's team. The Governor needs to understand the press team is important and should validate that to his senior staff.

Nobody loves the press skits. They occur during a busy time and can be an added burden to the Governor and staff, but you have to do them! Don't make the biggest mistake in the skits by poking fun at someone else—look internally. You

"Remember to rely on your press office: they are your eyes and ears and will help keep you in touch with everyday Floridians."

have to be confident enough to make fun of yourself. That is the funniest and most endearing way to "win" the skits.

The role of the press office is to represent both the Executive Office of the Governor and the people's voice. The Governor's policy advisors and agencies have a multitude of ideas, but the truth of any matter comes out at press conferences and the press team needs to be prepared for all possible questions.

The press office has the Governor's back on everything.

Do not make any changes in the press office structure until you have been chief executive for at least six months. The workload is unknown, and the number of and types of media are growing, with higher expectations. The Governor's press office is different from a cabinet office or congressional office.

The media will constantly be cultivating relationships with the senior staff and agency secretaries. The staff needs to know that leaks are not to be tolerated in any form.

The Florida media is your bread and butter; you should treat them kindly. Try very hard not to show any favoritism to certain reporters or media outlets.

The press team needs to take advice from the previous staff. Try and establish a working relationship with the previous staff. Nobody can relate more than the person who is leaving the job, and they know better than anyone where the pitfalls are. The Governor's Communications Director is a one of a kind job.

There is only one Governor.

As a Governor's press team, you have a lot of tools available that no one else does. You should learn to use those tools and use them effectively:

Go live strategically to Floridians by using the network of the Florida Association of Broadcasters; conduct TV Town Meetings to reach the people; and ask the media to conduct special series of reports on pressing issues.

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Mike Hansen

Former Budget Director to Governor Bush

Alia Faraj- Johnson

Former Communications Director to Governor Bush

Cory Tilley

Former Communications Director to Governor Bush

The Florida Department of Education

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About Florida TaxWatch

Florida TaxWatch is a statewide, non-profit, non-partisan taxpayer research institute and government watchdog that over its 31 year history has become widely recognized as the watchdog of citizens' hard-earned tax dollars. Its mission is to provide the citizens of Florida and public officials with high quality, independent research and education on government revenues, expenditures, taxation, public policies, and programs, and to increase the productivity and accountability of Florida Government.

Florida TaxWatch's research recommends productivity enhancements and explains the statewide impact of economic and tax and spend policies and practices on citizens and businesses. Florida TaxWatch has worked diligently and effectively to help state government shape responsible fiscal and public policy that adds value and benefit to taxpayers.

This diligence has yielded impressive results: in its first two decades alone, policymakers and government employees implemented three-fourths of Florida TaxWatch's cost-saving recommendations, saving the taxpayers of Florida more than \$6.2 billion -- approximately \$1,067 in added value for every Florida family, according to an independent assessment by Florida State University.

Florida TaxWatch has a historical understanding of state government, public policy issues, and the battles fought in the past necessary to structure effective solutions for today and the future. It is the only statewide organization devoted entirely to Florida taxing and spending issues. Its research and recommendations are reported on regularly by the statewide news media.

Supported by voluntary, tax-deductible memberships and grants, Florida TaxWatch is open to any organization or individual interested in helping to make Florida competitive, healthy and economically prosperous by supporting a credible research effort that promotes constructive taxpayer improvements. Members, through their loyal support, help Florida TaxWatch bring about a more effective, responsive government that is accountable to the citizens it serves.

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With your help, Florida TaxWatch will continue its diligence to make certain your tax investments are fair and beneficial to you, the taxpaying customer, who supports Florida's government. Florida TaxWatch is ever present to ensure that taxes are equitable, not excessive, that their public benefits and costs are weighed, and government agencies are more responsive and productive in the use of your hard-earned tax dollars.

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