

Governor's Transition Decision Handbook



**Presented to
Governor-Elect Charlie Crist
November 2006**

November 2006

Dear Governor-Elect Crist,

Well done! We extend our heartiest congratulations and welcome you as the new Chief Executive of our unique and beautiful state. You campaigned and worked hard and the people of Florida have shown their confidence in you. We wish you every success in meeting the challenges and embracing the opportunities provided through the office over the next four years.

As a gesture of goodwill and partnership, we are pleased to present you and your developing team with an updated edition of the 1998 published "Governor's Transition Decision Handbook."

In contrast to the volumes of excellent and detailed work plans and technical transition manuals your team will have to digest over the coming months, our handbook provides a sampling of thought-provoking strategic advice and observations from those men and women—both Republicans and Democrats alike—who have endured the monumental tasks of gubernatorial transition.

Our team of experts, many distinguished Floridians and scholars from across the state, and some from beyond, who come from different backgrounds and provide diverse perspectives, took a high-level look at current and emerging government trends that you and your transition team will face. We are honored by their participation and unique contributions and insight. Again, the "Handbook" is offered in a spirit of cooperation in hopes that it will make your transition smoother and more effective.

Again, congratulations. The people of Florida look forward to working with you to achieve unparalleled progress for our great state.

Respectfully,



J. Allison DeFoor II
Chairman
Steering Committee



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Dominic M. Calabro
President and CEO
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GOVERNOR'S TRANSITION DECISION HANDBOOK

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Introduction

One of the great enduring symbols of American democracy is the smooth and orderly transition from one elected official to the next. The two-month time frame between Election Day and the inauguration will be one of the most exhilarating and challenging periods for our newest Governor.

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

Governor Reubin Askew ¹

During those 62 days, an inauguration will be planned and executed and an entire administration must be assembled; agency secretaries appointed; executive staff hired; budget recommended; legislative agenda presented; and relationships built with the Legislature, the media, and, most important, the people of Florida. The Herculean efforts will be shifted from a candidate garnering votes, to a Governor-Elect assuming the myriad duties and responsibilities of governing the State of Florida.

The Governor-Elect and his transition team will receive volumes of information outlining government program specifics, including manuals compiled by the Governor’s Office and the agencies. National, state, private, and public organizations will also weigh in to provide information and assistance in managing the transition and developing policies.

The 2006 *Governor’s Transition Decision Handbook* is a unique cooperative effort and recognizes the overwhelming demands placed upon the Governor-Elect and his transition team. Florida TaxWatch hopes this *Handbook* will be useful to the Governor-Elect and his transition team, but it is not meant to be a duplication of other information or a comprehensive overview of the transition process for the incoming administration.

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 Bush and Lieutenant Governor-Elect Brogan. Likewise, TaxWatch generated this second edition of the *Handbook* in great cooperation with Governor Jeb Bush, Lieutenant Governor Toni Jennings, the Governor’s Chief of Staff Mark Kaplan, and the administration. Not only is the *Handbook* a collection of topical considerations, but it also has become a depository of historical knowledge from former governors and government officials.

This *Handbook* is designed to assist the Governor-Elect and transition team by identifying important considerations when making difficult transition decisions, and providing “lessons learned” and suggested strategies from those who have been involved in gubernatorial transitions. Key challenges considered include: making appointments; constructing a first budget and legislative agenda; addressing technological and emergency management plans; understanding ethics laws; and the growing powers of the governorship of our state. Former Governors, along with former Lieutenant Governors, legislative leaders, Chiefs of Staff, transition chairmen, state agency secretaries, communications directors, and budget directors have all generously shared their experiences, advice, and good counsel for an effective transition.

“...the real key to gubernatorial leadership is found in...character.”

Governor Jeb Bush

During the 1986 transition, the Center for Productivity Improvement at Florida State University and Charles Bingham identified the advantages of an effective gubernatorial transition. Twenty years later those advantages remain:

- Public commitment to an effective transition reassures the public and demonstrates the Governor-Elect’s desire for effective government.

Introduction (cont.)

- A transition coordinator and transition organization produce better mechanisms for dealing with the public, the Legislature, and the executive agencies.
- The Governor-Elect is able to expedite and coordinate the development of a comprehensive set of policies for his/her new administration.
- Early liaison with the Legislature pays off in better preparation for vital legislation and key confirmations.
- The media and the public get greater visibility and understanding during the transition period, avoiding apparent delay and confusion.
- Transitions promote teamwork and coordination within the new political leadership team.
- The career establishment gets early guidance and helps respond sooner.
- Clientele and interest groups have an assured and orderly point of access to the new administration.
- Transitions are an opportunity to fine-tune certain policies or “test fly” new policy ideas.
- Good current programs, policies, and management reform and improvement activities can be reviewed and continued when warranted. The “slump” in government productivity and effectiveness can be avoided.
- Much stress and uncertainty is avoided for everyone.²

“History has proven that great Governors (and leaders generally) must possess the times in which they lead—or else they will find the times possessing them.”

Governor Jeb Bush

==== **The Goal of a Smooth Transition** =====

The transition is both a reflection of the time and the Governor-Elect's priorities and vision. Transitions of power present many demands and challenges. Perhaps the greatest challenge faced by the Governor-Elect and his developing team is in the reality of the short period of time (62 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.

“This time is what the Governor chooses to make it.”

Governor Bob Graham ³

The major goal of any transition is the proper and smooth transfer of power to the new Governor. 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:

- The campaign is over. Make sure that your staff understands that fact. The tone needs to be less partisan and more gubernatorial.
- Assemble and review all information from reputable sources, including the official Florida transition manuals, the National Governors Association, and the Florida TaxWatch *Governor's Transition Decision Handbook*. Listen to those “who have been there”, because they can provide valuable advice and act as a sounding board.
- Review the roles of the Governor and how they lend to the promotion of your vision for “Building a better Florida”.
- 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 formulation, agency and senior staff appointments, Executive Office structure and procedures, and inauguration festivities.
- Appoint a transition team comprised of competent, knowledgeable, and credible persons who can review government, interview potential personnel, and help establish the administration.
- 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 the State of Florida.
- 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.
- Make sure the transition budget is enough to do the job, but be mindful that it is the people's hard-earned tax dollars.
- Use technology and communication advances to allow everyone to participate in the transition, and operate an efficient and effective transition.
- Avoid confusion by providing transition team members and Governor's Office receptionist(s) with updated lists of key transition positions/people with their contact information. If need be, provide a map and pictures of state agency buildings for transition team members unfamiliar with Tallahassee and such landmarks as the “Wedding Cake Building”, known formally as the Claude Pepper Building.

The Goal of a Smooth Transition (cont.)

The National Governors Association (NGA) provides Governors-Elect with professional advice and manuals on gubernatorial transitions. Their expertise, developed through years of first-hand transition knowledge, is a valuable tool in the administration of a transition. The NGA compiled a list of actions to facilitate a smooth transition.

National Governors Association: Prescriptions for New Governors

Setting Up a Successful Transition

Appoint a transition coordinator
Take a few days' vacation
Attend the NGA Seminar for New Governors
Review personal management style

“Be bold, but make sure people understand what you are trying to do.”

Governor Jeb Bush

Transition in the Office of Governor

Choose management style
Develop internal office procedures
Designate staff positions
Establish external office relations

Developing the Team

Review executive branch appointments
Develop a recruitment and screening system
Focus on making executive appointments
Build the team

Taking Over the Policy Process

Review existing policy tools and available personnel
Test all parts of the system
Manage agencies

Taking Control of the Budget

Arrange for Governor-Elect's involvement in the incumbent governor's budget process
Determine the extent of personal attention to the budget decision-making process
Order review of all budget proposals
Make decisions on budget or budget revision

Withstanding the Assault or Enjoying the Honeymoon

Develop state of the state message
Build relationships with legislators, interest groups, party leadership, media, and agency officials.
Manage legislative program

“Advice about advice: you must make the final decisions.”⁵

Taking another Breath

Evaluate first six months
Set the course⁴

≡ Growing Powers of the Governor of Florida ≡

Scholars have suggested that Florida's governor is less powerful than governors of states such as Michigan and New York when measured by statutory powers, political attributes, and the current political climate. Others have argued that power varies by how the governor chooses to use or interpret power that is expressed or implied.⁶

No matter what choices are made by the new governor, Florida's 44th governor will assume a stronger position in state government than previous Florida governors, because of structural changes in Florida government since the 1998 election of Governor Bush, which strengthened institutional powers of the governor.

CABINET STRUCTURE

The Governor and Florida Cabinet serve as the collective decision and rule-making entity for the executive branch. In 1998, the voters of Florida approved a constitutional amendment, which took effect January 2003, following the 2002 general election, that reduced the Cabinet from six elected officials (Attorney General, Commissioner of Agriculture, Commissioner of Education, Comptroller, Secretary of State, and Treasurer and Insurance Commissioner) to the current Cabinet composed of three elected officials: the Attorney General, Commissioner of Agriculture, and Chief Financial Officer. Each of the three administers their own departments independently.

As a result of this restructuring, the Governor accumulated power by two critical means. While each Cabinet member has an equal vote, in the event of a tie vote, the side on which the Governor votes prevails, thus the Governor has a double-weighted vote for all policy matters before the Governor and Cabinet. This is the case broadly in Cabinet matters, unless there is specific statutory or constitutional scenario or circumstances on selected matters that alter this authority.

The Governor and Cabinet collectively oversee the following agencies:

- State Board of Executive Clemency
- State Board of Administration
- Division of Bond Finance
- Department of Veterans' Affairs
- Department of Highway Safety and Motor Vehicles
- Department of Law Enforcement
- Department of Revenue
- Administration Commission
- Florida Land and Water Adjudicatory Commission
- Electrical Power Plant and Transmission Line Siting Board
- The Board of Trustees Internal Improvement Trust Fund
- Financial Services Commission

All other executive branch agencies are administered under the jurisdiction of the Governor.

APPOINTMENT POWER

The Governor of Florida has gained significant appointment power since the 1998 election. Appointments in both education and the judiciary have been restructured, which has extended greater power to the Governor. Two formerly elected statewide positions are now appointed, either directly by the Governor or a Governor-appointed board. The Secretary of State is appointed directly by the Governor.

Growing Powers of the Governor of Florida (cont.)

The voters of Florida amended the constitution in 1998 and 2002 to change the manner in which Florida administers its education system. Included in these changes was the power to appoint the members of the ruling boards. The state Board of Education is composed of seven members – all now appointed by the Governor and confirmed by the Senate. The State Board of Education appoints the Commissioner of Education. The Board of Governors coordinates the State University System and supports the eleven University Boards of Trustees. Of the seventeen members on the Board of Governors, the Governor appoints fourteen members. Each University Board of Trustees has thirteen trustees, of which the Governor appoints six members, while the Board of Governors appoints five members.

Florida uses 26 judicial nominating commissions to recommend 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 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.

BUDGETARY POWERS/VETO POWERS

The budgetary power of the Governor has not been dramatically altered in the constitution and statutes, but by the interpretation and presentation of the executive budget recommendation to the Legislature and the use of the line item veto.

The format of the budget was altered in 2000 from a line item to a programmatic presentation. Special projects or “turkeys” are now more visible. The new manner of submitting the executive budget recommendations electronically also added transparency to the addition of these projects. Decisions to veto numerous special projects and the lack of legislative overrides strengthened the Governor’s budgetary powers.

The actions of the new Governor and Legislature will determine if the Executive Office of the Governor will retain these gains in budgetary power.

LEGISLATIVE TERM LIMITS

In 1992, Florida voters amended the constitution to impose a limit of eight consecutive years in a legislative office. The Florida Supreme Court upheld the state legislative term limits, which affirmed the mandatory assured rate of turnover in the Legislature. Since the 2000 implementation of the amendment, the Legislature has seen 95 representatives and 28 senators term limited.

Scholars and practitioners argue that the Governor has gained power at the expense of the Legislature, because the term limits curtailed legislative institutional experience, policy, and budgetary expertise. Coupled with the Governor’s authority to sign or veto legislation, the Governor’s power has seen an increase over the Legislature.

==== The Many Duties of the Governor ====

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, or 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, because of the state's relatively high population, the Governor provides political leadership as its highest state 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.

==== Vision for the Future of Florida =====

Florida faces a multitude of issues and the citizens have placed their trust in you, the Governor, to resolve its challenges and promote its successes.

During the campaign, candidates identified and discussed many important issues. The people on the campaign trail expressed their concerns and hopes on specific issues. Campaign communications focus on selected issues and create attractive sound bites to garner votes. Now the campaign is over and the governing begins. Governing requires a different kind of communication and must address all issues facing the people, not just those issues that were campaign commitments.

The citizens of Florida are looking to you as Governor to present a comprehensive vision for the future of Florida and lead the state to that future. Always keeping in mind the impact on the people of Florida, present a clear picture of the vision's objectives and how the state's abundant resources are used. Don't let complacency of stakeholders, short-term thinkers, or fear of change deter your vision. As you engage in planning, don't dwell too deeply on the minute details of implementation – that is why you have appointed quality people in the agencies.

The citizens of Florida are looking to you as Governor to present a comprehensive vision for the future of Florida and lead the state to that future.

Reputable, non-partisan, and non-profit organizations, such as Florida TaxWatch, the Florida Council of 100, the LeRoy Collins Institute, thought leaders from industry, including the IBM Center for The Business of Government, and scholars at Florida's universities are consistently researching a multitude of issues and all stand ready to assist the new Governor. The Legislature's staff organizations, such as the Auditor General and Office of Program Policy and Government Accountability (OPPAGA), provide a wide variety of fiscal audits, management reviews, and program evaluations. These organizations have conducted excellent research on most of the major issues facing Florida that the citizens expect to be addressed. It might be a wise and opportune time to explore bringing some of these groups together to develop a report card on Florida government performance and productivity.

As Governor, these resources are readily available for your consultation as you develop your vision for the future of Florida. These sources have assembled issue areas for your consideration, along with issues you and the citizens of Florida have promoted.

Some of the recent reports addressing issues facing Florida include:

Florida TaxWatch (www.FloridaTaxWatch.org)

- *How Florida Compares: State and Local Taxes in Florida and the Nation*
- *The Impact of Tourism on Florida's Economy: Telling a More Complete Story*
- *Increasing the Safety of All Floridians Through Data Integration in the State's Justice System*
- *Continuous Quality Improvement Enhances Florida Taxpayer Services, Cuts Costs, and Targets Government Accountability*

The LeRoy Collins Institute (www.fsu.edu/~collins)

- *Tough Choices: Shaping Florida's Future*

Vision for the Future of Florida (cont.)

IBM Center for The Business of Government (www.businessofgovernment.org)

- *Six Trends Transforming Government*

The Florida Council of 100 (www.fc100.org)

- *Preparing for the Future: A Brief Review of the Major Drivers of Florida's Future in the First Decades of the 21st Century*

“Ideas have unbelievable power and resonance.”

Governor Jeb Bush



== Prominent Trends and Issues Affecting == Florida's Government

Political, social, and economic trends can have a large effect on the creation and implementation of governmental policies. These can bring to light issues for consideration and alter funding and the manner of implementation of approved policies.

As the Governor creates and promotes his vision for Florida, distinguished university scholars from across Florida have come together and identified general, nonexclusive governmental trends that are prominent in Florida and the United States.

Stronger Public/Private Expectations of Performance

- Taxpayers are demanding better government program services results/outcomes and lower product costs with more customization.
- Public concern for lower taxes, coupled with demands for increased value and effective services, causes a difficult policy quandary.
- Employers need analytical, technological, and creative work skills from the workforce that will be turned out largely by public schools, community colleges, and universities.

Government Services

- Governments continue the use of market-based approaches, such as competition, choice, and incentives, to increase effectiveness and lower product costs. Critical to this is a balanced understanding of the difference between business and government. The primary objective of business is efficiency; the primary objective of government is effectiveness.
- Privatization continues to serve as an alternative to government service, increasing the importance and challenge of achieving governmental accountability.
- Services are delivered increasingly through networks and partnerships of providers that include all three sectors: public, non-profit, and private.
- Issues of immigration and racial diversity are manifest in many states, which must consider the fiscal, cultural, and political impacts on service delivery and representation.
- Government is using fee-based financing and earmarked revenues for services to a larger degree.

Government Accountability

- Performance measures are being required of both agencies that contract with government to deliver services and core government agencies.
- Governments are being required to develop performance measures of their outcomes and operational processes to report to decision makers and to improve program performance.

Technological Advances

- Rapid technology/communication advances are improving services and lowering costs.
- Technology provides taxpayers with more information related to service value and government decision-making.

Prominent Trends and Issues Affecting Florida's Government (cont.)

Federal/Intrastate Interaction

- Conflicts and litigation over natural resources (water, mineral rights, and oil) is intensifying between governments.
- Increasing federal mandates and involvement in areas once primarily the domains of state government are affecting intergovernmental relationships, state fiscal priorities, and accountability to citizens.
- Devolution of government responsibilities will continue from federal to state to local levels and require state and local governments to continue to assume more responsibility for financing, specifying service levels, and policy content.

Political Implications

- Elected leaders may be so attached to specific ideas that ideology will trump policy and management analysis.
- Continued decline in trust and confidence in governments at all levels poses special problems for state governance.

In light of the identified trends, Florida TaxWatch has identified central issues of concern for our new Governor. These issues require thoughtful consideration on potential solutions, as well as their funding and manner of implementation.

Growth Management

Immigration and population growth continue to fuel a strong and expanding Florida economy that is adding jobs and increasing personal income. Growth has necessitated infrastructure enhancements to contend with the pressure new residents place upon transportation, water, and communications systems as well as public services, such as education, health, criminal justice, and environmental protection. The deleterious side effects of unmanaged growth consist of a sticky web of compounding and interrelated maladies:

- Florida experiences typical growth management problems of urban blight, pollution, and encroachment on wetlands and wildlife habitats. Water shortages and traffic congestion are well known and not unique to Florida.
- Overlapping special purpose taxing districts set up to finance infrastructure and services have made regional growth management solutions almost impossible to implement.
- Coastline housing density, non-conforming pre-existing construction, and lax building codes or lax enforcement of codes have exacerbated disaster damage in our low-lying, hurricane-prone state.

Increasing Public Spending and Tax Burdens: Growing Concern about Disparate Impact of Local Property Taxes and Fees for Services

While still lower than national averages, Florida's tax burden rankings are rising. As the states started recovering from the last recession, tax collections and tax burdens have been rising nationwide. Some of this is from increased taxes, some from economic growth. In Florida, this is happening despite the fact that there have been no state tax increases and even some tax cuts. A stronger economy has produced robust tax growth. According to

Prominent Trends and Issues Affecting Florida's Government (cont.)

Florida TaxWatch's most recent report on state and local tax burdens:

- Florida's combined per capita state and local tax burden of \$2,784 is rising. The state's ranking climbed three spots to 32nd in 2003 (latest available data).
- Florida's per capita state tax burden of \$1,769 rose five spots in state rankings to 35th in FY 2004, the state's highest ranking since 1988.
- Florida's per capita local tax burden of \$1,166.05 in 2002 (latest available data) rose three spots in state rankings to 21.
- Businesses pay nearly half (48%) of all state and local taxes in Florida. This is the 13th highest percentage in the nation and higher than the national average of 43%.⁷

Local taxes in Florida have been historically higher in state-by-state rankings than state taxes. Local property taxes collected have skyrocketed in recent years as real estate values have gone up. However, homestead property owners, who are protected by the Homestead Exemption and the constitutional Save Our Homes provisions, which cap annual increases in valuation, have not seen their property tax bills increase as much as owners of vacation homes, rental property, and businesses.

Benefiting from new construction and increased valuation, many local governments have been able to spend at double digit rates without increasing tax rates (millage) and, in some instances, have actually reduced tax rates (millage). The brunt of this increased spending has been paid for by the increased tax bills of property owners who are not protected by Save Our Homes. Meanwhile, homesteaders, who far outnumber those most affected by soaring property taxes, have been effectively "inoculated" from escalating local taxation by Save Our Homes and have not been a political force opposing local spending and taxing.

More vocal and intense protests about escalating spending and property taxes have come from non-homesteaders, who have seen their tax bills soar because their properties have increased in market value during a sellers market. Some homesteaders, however, have been seriously affected as well. A homesteader who moves from one Florida home to another will experience property tax shock, even if buying a smaller house, because the second house will be assessed at current market value, not at the reduced percentage of value of the former house that had been protected by years of cumulative Save Our Homes capping. Many Florida neighborhoods with high ownership turnover will consist of numerous houses at nearly identical market values paying highly varying property tax bills simply because some are reduced by Save Our Homes, while others pay at market valuation rates.

Another issue is the variety and complexity of local taxes and fees. Local governments have availed themselves of creative ways to finance spending increases by shifting costs paid by county-wide ad valorem taxes to a growing variety of user fees, impact fees, and special assessments. Historically, a local taxpayer's tax bill would be largely determined by the mills levied on homes and business property to pay for county government as a whole. Currently, however, local governments have shifted costs formerly paid by general county government into special categories (e.g., fire and emergency services) and levied separate millage for these activities. While this increases the visibility of costs and corresponding taxes for these services, it also makes increasing taxes for such important services easier to justify to the public, sometimes without a corresponding decrease in the general tax that previously had supported the activity. The variety of special assessments and fees, however, also diffuses accountability by making each tax piece appear inconsequential, while the collective tax burden may actually go up.

Prominent Trends and Issues Affecting Florida's Government (cont.)

Affordable Workforce Housing

The Florida Agency for Workforce Innovation forecasts that employment will increase at an average annual rate of 1.85% or from 8.3 million in 2005 to 9.6 million in 2013. This growth in employment continues to feed demand for housing in both the rental and ownership categories. Affordable workforce housing is a problem in high cost areas in Florida's coastal zones, aggravating recruiting and retention of service workers, such as teachers, nurses, and police officers, as well as skilled trade workers needed for business expansion and startup. Workers have coped by living in less expensive inner counties and commuting longer distances.⁸

- As a rule of thumb, mortgage lenders suggest that a household should not spend more than 30% of household income on housing. Many Floridians spend this percentage and more.
- In 2004, 50.5% of Florida renters, the highest percentage in the United States, spent 30% or more of household income on rent and utilities. The National Low Income Housing Coalition estimates that in 2005, 53% of renters in Florida were unable to afford the median price for a two-bedroom rental.
- Homeowners with mortgages are fairing a little better than renters, but 37.9% of Florida mortgaged homeowners spent 30% or more of household income on housing related costs in 2004.⁹

Hurricanes and Lack of Affordable Property Insurance

Property insurance is becoming increasingly more expensive and difficult to find in Florida, particularly for Floridians living in coastal counties or "wind zones". A task force created by Governor Jeb Bush worked in the fall of 2006 to develop recommendations to address the problems.

An unprecedented series of eight catastrophic storms over a 15-month period in 2004 and 2005 caused insured damages in Florida of over \$35 billion—an all time high for the state—second only to Hurricane Andrew damage in 1992.

A number of factors helped Florida recover from these storms:

- **A "battle-hardened" Emergency Management System.** This has improved over time with each succeeding disaster.
- **More effective enforcement of updated building codes.** Effective enforcement of building codes is essential. After Hurricane Andrew, the State of Florida wisely updated building codes, which proved very efficacious in strengthening home construction so that newer and retrofitted properties could withstand more intense or prolonged exposure to storms.
- **State-sponsored insurance structures.** The state has three insurance programs to augment private reinsurance and assure, as well as broaden, availability and affordability of property insurance:
 - **The Florida Hurricane Catastrophe Fund (CAT Fund)** - a source of low-cost reinsurance for residential property insurers.

Prominent Trends and Issues Affecting Florida's Government (cont.)

o **The Citizens Property Insurance Corporation (Citizens)** - a state corporation created in 2002 that provides property coverage for homeowners in high-risk (wind) areas and others unable to obtain private property coverage.

o **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.

Property insurance availability and affordability problems stem from a complex set of inter-related factors:

- Florida is a peninsula located in hurricane prone latitudes.
- Hurricanes have been increasing in number and severity. Four of the strongest (category 5) storms recorded since 1935 have occurred in the last two years (Katrina, Ivan, Wilma, and Rita). Hurricanes have been damaging more expensive properties concentrated in Florida's beach counties and heretofore unaffected areas further inland.
- As hurricane forecasting models become more sophisticated and sensitive, as a result of more timely and accurate data, the increasing frequency and cost severity of storms affecting Florida have resulted in grim predictions for the state. Reinsurers rely heavily on these models for assessing risk and determining prices.
- As hurricane models predict risks of loss above those which companies had previously planned for, and as rating agencies demand that insurance companies provide additional capital to cover this increased risk in Florida or face a potentially lowered financial rating, the companies are placed in a quandary. Because there is little or no capital to commit to a market that has produced nothing but net losses in recent years, the solution can only be to lay off risk. Thus Florida has an availability problem.

A task force created by Governor Jeb Bush worked in the fall of 2006 to develop recommendations to address the problems. Suggestions under consideration include increasing coverage under the CAT re-insurance fund; strengthening incentives for property owners to harden homes against potential storm damage; creating an insurance pool consisting of coastline states; and traditional regulatory interventions.¹⁰

Privatization of Government Services

Privatization continues to serve as an alternative to government service, increasing the importance and challenge of achieving governmental accountability. While privatization has operated well for decades in highway construction and repetitive, relatively uniform labor-intensive activities, such as janitorial or food services, its use is more recent in corrections, juvenile justice, education, public health, and human services.

Privatization works best when public contracting authorities encourage private competition and have sound contract management systems and managers who are trained in contract procurement and performance monitoring. Contracting entities need activity-based costing and quality standards to serve as criteria for evaluating proposals or bids and for negotiating prices.

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

Governor Jeb Bush

==== The Challenge of the Calendar ====

As Governor of the State of Florida, there are too many decisions to count that must be made on every day of your term. Different events demand your attention throughout the year.

Managing your time and recognizing the importance of specific dates and events will facilitate a smoother transition and administration. During your transition and first months in office, several dates and events are critically important.

INAUGURATION DAY

One date circled on every transition calendar is Inauguration Day, **January 2, 2007**. From Election Day to Inauguration Day, the transition team has 62 days to complete a multitude of tasks for a smooth assumption of power.

LEGISLATIVE SESSION

The Legislative Session is one of the commanding events on every governor's calendar.

On the fourteenth day following each general election the legislature shall convene for the exclusive purpose of organization and selection of officers. Florida Constitution, Article 3, Section 3

The Legislature will convene its Organizational Session **November 21, 2006**.

A regular session of the legislature shall convene on the first Tuesday after the first Monday in March of each odd-numbered year, and on the first Tuesday after the first Monday in March, or such other date as may be fixed by law, of each even-numbered year. Florida Constitution, Article 3, Section 3

The Legislature will convene its Regular Session **March 6, 2007**.

During the Legislative Sessions, the Governor must perform two constitutional duties—deliver the State of the State address and sign or veto approved legislation. The daily challenge is the subtle work of guiding legislation to fruition. The Governor and his staff work to promote his legislative agenda and budget recommendations.

A non-governmental event normally occurs during the Legislative Session that can be important to the Governor's public image—"Sometimes-Annual Capitol Press Corps Skits". Former press secretaries acknowledged that the "skits" come during a challenging time, but they recommend a Governor's participation in the annual event to have the confidence to poke fun at themselves. Thoughtful and clever participation in this event can foster good media relations—or halt the "brief honeymoon" with the press.

EXECUTIVE BUDGET RECOMMENDATION

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 recommendation is an opportunity to make complete changes, which are much more challenging and require much more time and effort, or simply adjust accordingly.

The new Administration may want to be sensitive to the fact that Amendment 1 passed on the November 7, 2006 ballot and the Amendment calls for the creation of a Government Efficiency Task Force. The establishment of a Government Efficiency Task Force could help formalize a much-needed process of looking for ways to save money without reducing necessary services.

The Challenge of the Calendar (cont.)

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

The Governor's Executive Budget Recommendation is due **February 5, 2007**.

Shortly after the passage of the budget, the budget process begins anew. A time table outlining the general deadlines in the budget process has been included (*see below*).¹¹

Two important dates for the members of the Executive Branch are:

State Agency Long Term Plans are to be submitted by **August 1, 2007**.

State Agency Budget Requests are to be submitted by **September 15, 2007**.

State Budget Process Time Table

Governor/ Office of Policy and Budget and the Legislature	State Agencies	Governor/ Office of Policy and Budget	Legislature	Governor/ Office of Policy and Budget
<ul style="list-style-type: none"> • Provide Instructions to Departments for: <ul style="list-style-type: none"> ◦ Long-Range Program Plan ◦ Legislative Budget Request ◦ Capital Improvements Program Plan ◦ Information Technology Plan 	<ul style="list-style-type: none"> • Prepare Long-Range Program Plan • Prepare Legislative Budget Request • Prepare Capital Improvements Program Plan • Prepare Information Technology Plan • Prepare Internal Operating Budget 	<ul style="list-style-type: none"> • Review/Analyze: <ul style="list-style-type: none"> ◦ Long-Range Program Plans ◦ Legislative Budget Requests ◦ Capital Improvements Program Plans ◦ Information Technology Plans • Hold Public Hearing • Develop Recommendations Based on Governor's Priorities and Available Revenues 	<ul style="list-style-type: none"> • Prepare Appropriations Act • Review Governor's Recommendations • Review/Analyze/Revise Budget • Appropriations Act Passed by Both Houses 	<ul style="list-style-type: none"> • Governor may Line Item Veto Specific Appropriations • Governor Signs Budget into Law • Create Agency Operating Budgets from General Appropriations Act
May - July	May - October	September - January	December - May	May - July

EXECUTIVE FUNCTIONS

The functions of government are a continuing process that stops for no man or event. Beginning the day after Election Day, a process begins that does not cease until the Governor leaves office – appointments. Early appointments to agency heads and senior executive staff garner a great deal of attention, but the process continues with the Governor making approximately 6,000 appointments to executive agencies, courts, departments, boards, commissions, and vacant elected offices.

The day-to-day administration of Florida becomes the responsibility of the Governor on Inauguration Day and continues until his last moment in office. Events, meetings, conferences, and engagements must be weighed appropriately to be included on the Governor's calendar.

Critical Challenge: Making Key Strategic Appointments

Over the next four years, the Governor will make approximately 6,000 appointments to executive agencies, courts, departments, boards, commissions, and vacant elected offices. It can be a challenge to find people who want to serve government, have the experience necessary, display loyalty, and share the vision of the Governor.

“An ideal appointment is a person eminently qualified by objective standards who will give his total efforts to his job. If a friend fits this pattern his appointment will measure out very high in the public interest.”

Governor LeRoy Collins ¹²

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 also 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.

It is important to keep in mind that some appointments require 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.

While appointments are unique to each Governor, former Governors and staff members have presented advice for the process:

- Create an employment questionnaire, an efficient method for people to submit applications (website), and an objective application review process.
- Obtain a legal opinion regarding the Sunshine Law specific to the application and interview process to establish, for instance, whether background checks are accessible by the public.
- Appoint a team to search for, assess, and interview qualified candidates for agency heads and executive staff.
- Talk with the Cabinet about the assessment and appointment of joint appointments.
- Determine immediately if key positions will be asked for their resignations to allow the new Governor to appoint his personnel.
- Assess current agency structure. Learn what performance and institutional knowledge may be lost before terminating anyone. Communicate decisions quickly with current employees.
- Review the qualifications and requirements for each appointment and confirm the time-frame during which certain appointments must be made.

“Public leadership is about how to tap Florida’s potential.”

Governor Jeb Bush

Critical Challenge: Making Key Strategic Appointments (cont.)

- Conduct a background review on all potential candidates. Confirm that the candidate understands fully the expectations of this visibility and laws pertaining to public review, including a background review and potential public scrutiny.

- Consider selecting the most qualified, competent, and respected candidates, regardless of political affiliation.

- Require each gubernatorial appointee to review and understand Florida's Code of Ethics and Sunshine Law.

- Provide each gubernatorial appointee with a "Governor's Charge" that includes his vision for Florida.

- Extend key leaders a political courtesy and call them before a major appointment is announced.

- Create an Appointments Office composed of professional, very well-organized staff and provide them with the support to continue the established appointment process.

"Don't throw out talent just because you have the right to do so."

Governor Reubin Askew ¹³



== Florida's Public Sunshine: Ethics Laws ==

Florida is nationally recognized for its strong leadership regarding the promotion of ethical standards for public officials, access to governmental meetings/records, and the protection of the public trust against abuse. For the administration to embrace openness, it is essential to have a clear understanding of Florida's ethics laws.

Florida's Code of Ethics for Public Officers and Employees

"A rule of thumb is if you are asked to do something you'd be embarrassed about doing or writing, don't do it."¹⁴

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 your public position or property.
- Do not benefit from the use or disclose information not available to the public.

Florida's Government-in-the-Sunshine Law

The Sunshine Law guarantees the public's constitutional right-of-access to practically all governmental meetings and public records. Nearly all state public bodies, elected or appointed, are covered by the open meetings requirements, with the exception of the judiciary and the Legislature. It also applies to a meeting of two or more members of the same board.

The Sunshine Law requires that boards and commission must:

- Publish a reasonable notice of the meeting.
- Open the meeting to the public.
- Take minutes of the meeting.

Any person can request to review public records - physical or electronic. These documents can include "all documents, papers, letters, maps, books, tapes, photographs, films, sound recordings, data processing software". **Telephone conversations and emails are not exempt from request.**¹⁵

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.

==Preparing for the 2007 Legislative Session==

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”. 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.

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 2, 2007, you have a short nine weeks, specifically 63 days, until the beginning of the Legislative Session.

“It’s too easy to dismiss one or two legislators because there are so many. You do so at your own peril.”¹⁶

THE 2007 LEGISLATIVE SESSION BEGINS MARCH 6, 2007

During the transition, you should 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, the traditions, staff, and organization of the Legislature. Each member of the administration should clearly understand Florida’s ethics and Sunshine Laws while working with the Legislature.

“Keep your agenda short. You’ll only have time to build the necessary coalitions around three or four major priorities.”¹⁷

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

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.

Identify and present all appointments that are subject to Senate confirmation.

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.



Creating the Governor's Recommended Budget

Florida's performance-based program budget process (PB2) has been described by the National Conference of State Legislatures as one of the "most fully developed systems of performance reporting and budgeting of any state." This budget process couples agency outcomes and performance to their funding. Along with their funding requests, Florida's agencies, commissions, bureaus, and departments must present outputs, outcomes, and performance measurements for each program.

"Look carefully at the budget figures given you at the transition; do they have any relationship to reality?"¹⁸

The Office of Planning 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's Budget Recommendation embodies the Governor's recommendations for programs, their projected outcomes, and measurements. Thirty days prior to the beginning of the Legislative Session, the budget recommendation is presented

to the Legislature. The General Appropriations Act consolidates the Legislature's approval of agencies' programs outputs, outcomes, performance measures, and funding. The budget is passed annually by the Legislature and forwarded to the Governor for his signature or veto.

THE GOVERNOR MUST SUBMIT HIS FIRST BUDGET BY FEBRUARY 5, 2007, 30 DAYS PRIOR TO THE BEGINNING OF THE 2007 LEGISLATIVE SESSION.

A critical and important accommodation to consider: *"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

"Don't make budget decisions without knowing the views of the players. In other words, don't get into ex parte decision making."¹⁹

During the transition, educate key transition decision-makers on basic state budgeting, including key budget categories, federal requirements, areas of flexibility, and revenues.

Your staff should analyze the previous fiscal year General Appropriations Act for any unseen impacts and recently passed legislation that will require newly budgeted services.

Evaluate the previous 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 your vision.

If proposing substantial budget alterations, thoroughly recognize the impacts on Floridians of your justified budgetary changes. Particularly during an administration's first Legislative Session, 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.

Prepare your executive, legislative, and budgetary leadership team to present your 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 Government Accountability (OPPAGA), and private, non-profit, non-partisan research institutes such as Florida TaxWatch.

=====Evaluating Proposed Legislation=====

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.

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.

“Avoid threatening to veto a bill. You just relieve the legislature of responsibility for sound legislation.”²⁰

- 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:

- Assess whether appropriations are consistent with the Governor's Budget Recommendation.
- Determine if non-recurring (one-time) revenues will be used for recurring purposes as this creates a budget “hole” in the next budget cycle.
- Check to see if any appropriation items are parochial and properly weighed from a public interest perspective.
- 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”.

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”:

1. 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.
2. Appropriations that were inserted in the budget during conference committee deliberations, meaning they did not appear in either the Senate or House final budget.
3. Subsidies to private organizations, councils, or committees that can and should obtain funding from private sources.

Evaluating Proposed Legislation (cont.)

4. Local government projects benefiting local area residents, but lacking significant local funding support and/or overall benefit to the state as a whole.
5. Appropriations that circumvent competition and mandate that a specific vendor or project receive funding.
6. Projects or programs added late in the process that bypass legitimate review and proper evaluation because they were not in an agency budget request or the governor's recommended budget, or were not on the agenda for legislative committee hearings.
7. Other turkeys may include: appropriations from inappropriate trust funds, duplicative appropriations, and appropriations contingent on legislation that did not pass.



Florida's Taxation and Budget Reform Commission

In 2007, Florida will have an important opportunity to comprehensively review Florida's state and local governments' budgeting and taxing procedures and policies. That is when the Florida Taxation and Budget Reform Commission (TBRC) is scheduled to be re-established. This Commission, made up of 25 private citizens, will examine our tax and spend laws and, if it deems necessary, make recommendations for change. It can offer recommendations to the Legislature, but it also has the rare ability of being able to take its proposals directly to the voters in the form of proposed constitutional amendments.

This Commission, made up of 25 private citizens, will examine our tax and spend laws...

Eleven members of the panel will be appointed by the Governor, and seven each will be appointed by the Senate President and House Speaker. No appointee can be a member of the Legislature. However, four legislators will serve as additional non-voting Commission members. Two must be Democrats and two Republicans. A Chair will be selected by the membership of the Commission.

There is no constitutional provision as to when the TBRC must begin its work, and its schedule of public hearings will be set by the Chair. A two-thirds vote of the membership is required for the Commission to propose a revision to the Constitution.

The Constitution says the Commission must file any proposed constitutional revisions no later than one hundred eighty days prior to the general election in the second year following the year in which the Commission is established. However, since the Commission is established in 2007, and there are only general elections in even-numbered years, there is no general election "in the second year following the year in which the Commission is established". That was the language from the original amendment that established the Commission in 1990. However, the amendment was changed in 1998 to adopt a different timetable and established the Commission in 2007. The language about the "second year" was not changed. This creates some confusion, but it may mean the voters will have to consider the TBRC's proposals in November 2008.

The Commission has in its purview: the state budgetary process; the revenue needs and expenditure processes of the state; the appropriateness of the tax structure; governmental productivity and efficiency; the ability of state and local government to tax and adequately fund governmental operations and capital facilities; determine methods favored by the citizens of the state to fund the needs of the state, including alternative methods for raising sufficient revenues for the needs of the state; ways to maximize collections from existing tax sources; examine constitutional limitations on taxation and expenditures at the state and local level; and review the state's comprehensive planning, budgeting, and needs assessment processes.²¹



==== **Florida's Technology Challenge** =====

There is much room for strategic foresight and a thoughtful leadership approach to the implementation of technology throughout state government to benefit Florida's taxpayers. Technology, and Florida's effective implementation and innovation of it, has a tremendous impact on the people of Florida and how their government is responsive to their needs.

Florida, along with governments around the globe, has acknowledged the need for technological innovation, increased collaboration, and adaptation in a rapidly changing landscape toward the delivery of public services—all of which must occur in a climate of fiscal competitiveness and amid the realities of budgeting with the people's money.

Officials must recognize the importance of government's dependency on technology when crafting any successful agenda.

While these challenges remain constant, what has changed is that technology is no longer an “add-on” for government, but rather technology is at the heart of effective, efficient, and meaningful services to a population increasingly more dependent on change. Just as we have a common set of laws to ensure the accountability, security, and effectiveness of our government, so must

we have a common set of technology standards, policies, and procedures to govern the creation, distribution, and accessibility of information and services provided through and by technology across Florida government. Officials must recognize the importance of government's dependency on technology when crafting any successful agenda.

As the new administration contemplates the leadership it will provide on technology policy, a panel of experts from both inside and outside of Florida government offers the following recommendations for consideration.

Technology Governance

Technology innovation and implementation extends across all government and agency jurisdictions. Conflicts in processes should be resolved and minimum principles should be developed in partnership. Areas to investigate include:

- Appointment and designation of a centralized leader/lead agency or board charged with developing Florida's statewide technology strategy and resolving conflicts.
- Adoption of technology best practices, policies, and procedures in partnership with front line implementers.

Budget and Financing

Florida must make difficult decisions regarding where to allocate public revenues. Recognizing the critical role technology plays in government's core practices, the continued funding and investment in technology needs to be carefully considered. Areas to investigate include:

- Approval of a baseline funding formula for technology that is consistent across Florida government, taking into account hardware, software development, staffing, and necessary refreshing of the technology.
- Creation of a process in which Florida can begin to benefit from its large technology buying power, while still addressing flexibility for specific needs.

Florida's Technology Challenge (cont.)

Security and Privacy/Safety

Governments are expanding online access in order to provide greater citizen-centered services. As the quantity of citizen and governmental information grows, unfortunately so do the risks of exposure and dangers of unauthorized access. Technology security and privacy issues should be addressed. Areas to investigate include:

- Implementation of a policy for a uniform and established minimum level of security for Florida's technology.
- Adoption of policy to address management of citizen's data, including authorization and regulations for sharing data.

Delivery of Public Services

Citizens' expectation for improved government services continues to rise. In this age of information, Florida must continue to expand the use of innovative technology to fulfill these expectations. Areas to investigate include:

- Examination and planning for the use of new enterprise solutions for Florida, including infrastructure consolidation, thus reducing costly duplication.
- Evaluation of the extension and development of public services and information through the MyFlorida.com portal.

Collaboration

Governments and agencies can no longer operate autonomously. To optimize the value, the need for integration of data for efficiency, effectiveness, and security becomes increasingly critical. Authentic and secure data exchanges require standard policies and equipment. Areas to investigate include:

- Enactment of uniform processes and storage for data and its exchange, recognizing the requirement for some agency specific processes and responsibilities.
- Promotion of communication, consolidation, and collaboration to support new service delivery methods, and to reduce costly duplication and redundancy.

For further information concerning technology challenges and solutions:

State of Florida Chief Information Officers Council – www.myflorida.com/cio

National Association of State Chief Information Officers – www.nascio.org

Ramsey, Todd. *On Demand Government: Continuing the e-government Journey*. Lewisville, Texas: IBM Press, September 2004.

Abramson, Mark A., Jonathan D. Breul, and John M. Kamensky. *Six Trends Transforming Government*, IBM Center for The Business of Government, Summer 2006.

Lee, Yu Kit. *Service Oriented Architecture: A Platform for Service Delivery in Social Services and Social Security Organizations*. White Plains, New York: IBM Corporation, 2006.

The Harvard Policy Group on Network-Enabled Services in Government, John F. Kennedy School of Government. *Eight Imperatives for Leaders in a Networked World: Guidelines for the 2000 Election and Beyond*. Cambridge, Massachusetts, Harvard University, March 2000.

Emergency Management: Preparation is the Key

Every year, Florida's citizens, visitors, communities, businesses, and the environment face the possibility of numerous disasters—a hurricane, act of terrorism, tornado, hazardous spill, flood, fire, or medical epidemic.

Florida's governor needs to provide strong leadership to successfully mitigate against, prepare for, respond to, and recover from emergencies and disasters.

Four Areas that are Critical for High Performance in All Emergencies:

- A well-established emergency network.
- 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 (boundary-spanning) and have high levels of interagency trust.²²

Preparations for the Governor to Consider

- Review the current Florida Comprehensive Emergency Management Plan.



"The Florida Comprehensive Emergency Management Plan establishes a framework through which the State of Florida prepares for, responds to, recovers from, and mitigates the impacts of a wide variety of disasters that could adversely affect the health, safety and/or general welfare of the residents of the State.

The Plan provides guidance to State and local officials on procedures, organization, and responsibilities, as well as provides for an integrated and coordinated local, State and federal response."²³

- Update, if needed, the Florida Comprehensive Emergency Management Plan.

Ensure that the plan combines the best practices and current procedures from all areas of emergency management – first responders, medical, homeland security, public works, non-profit, and private sector.

- 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.

State Comprehensive Plan: A Vision for Florida's Future

Florida's State Comprehensive Plan was first adopted in 1986 and places into law a vision for the state, with specific goals and policies. Originating with the Governor, the Plan is adopted by the Legislature. The Plan offers an opportunity to have thoughtful discussions about Florida's future and, through maximizing citizen involvement, build effective citizen/government bridges.

As the Chief Planning Officer of the state, the Governor can examine the current Plan and ascertain whether the current issues of importance and the Administration's philosophies and policy priorities are represented. By organizing public discussions, the Governor can use the creation of the Plan to speak to Florida's citizens about his vision for the future of the state.

...the Governor can use the creation of the Plan to speak to Florida's citizens about his vision for the future of the state.

2006 Plan Implementation Policies

- Establish strong and flexible agency and regional planning functions, at all levels of government, capable of responding to changing state policies and goals.
- Ensure that every level of government has the appropriate operational authority to implement the policy directives established in the plan.
- Establish effective monitoring, incentive, and enforcement capabilities to see that the requirements established by regulatory programs are met.
- Simplify, streamline, and make more predictable the existing permitting procedures.
- Ensure that each agency's functional plan and management process is designed to achieve the policies and goals of the state plan consistent with state law.
- Encourage citizen participation at all levels of policy development, planning, and operations.
- Ensure the development of strategic regional policy plans and local plans that implement and accurately reflect state goals and policies and address problems, issues, and conditions that are of particular concern in a region.
- Encourage continual cooperation among communities that have a unique natural area, irrespective of political boundaries, to bring the private and public sectors together for establishing an orderly, environmentally, and economically sound plan for future needs and growth.²⁴

Governor to Governor: **Advice from Those Who Have Been There**



34th Governor Farris Bryant: 1961-65

“...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.

36th Governor Claude Kirk: 1967-71

“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 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, you should first note that this book is just like the “bad” government systems the people elected you to toss out...namely, someone started a “pet” (but useless) idea and no one has had the guts to say “No”...“Stop.”

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.

Governor Claude Kirk (cont.)

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!

37th Governor Reubin Askew: 1971-79

"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.

Remember to get sufficient rest for the duration of your term.

Set your own agenda to agree with your philosophy and to maximize use of your time to advance your own priorities and public policies.

Do not hire your campaign manager as your chief of staff.

Leave the termination of the campaign to the campaign staff so that you can devote precious time to set priorities for assuming the governorship. Don't let other people's priorities dictate your time.

Get off the campaign trail to thank people and make commitments to attend limited functions. Prepare for the transition to serve as Governor and Chief Executive Officer.

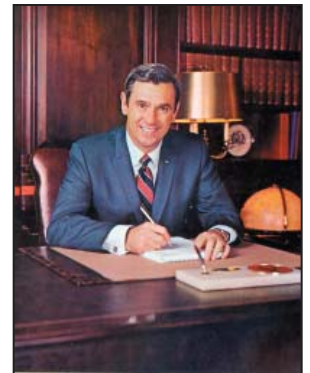
Appointments

Make sure your appointments are men and women of high integrity.

Your most important appointment is your Chief of Staff because he/she is pivotal to the administration of the government.

While friendship and loyalty are valuable, select the most able, competent and respected administrators/managers for the right job at the right time.

Integrity in the Director of Governor's Communication (Press Secretary) is vital.



Governor Reubin Askew (cont.)

You need a balance of young, as well as experienced and candid advisors. Integrity and diversity are essential. You do not need “yes” people.

The governor must insist that the Chief of Staff realize that he/she is subordinate to the Lieutenant Governor as well as the Governor. The Governor may appoint the Lieutenant Governor to a key state agency for which he has a real talent and interest.

Remember to go slow on replacing all of your key appointments. Learn what performance and knowledge you will lose before firing anyone. You will have plenty of time to make appointment. Don't try to do it all at once.



38th Governor Bob Graham: 1979-87

“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.

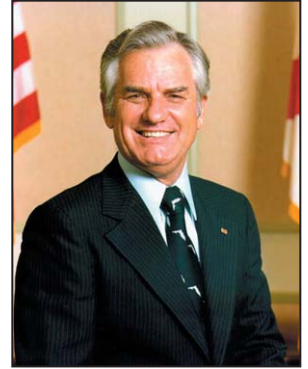
First and foremost, select no more than six (6) priority issue areas for your first term in office. Hundreds of issues may have drawn your interest during the campaign. Unfortunately, spreading yourself too thin detracts from being successful in the highest priority areas. Focus quickly on your first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

39th Governor Wayne Mixson: January, 1987

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



1. Make full use of your Lt. 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.



40th Governor Bob Martinez: 1987-91

“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.

Governor Bob Martinez (cont.)

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.

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.

41st Governor Lawton Chiles: 1991-98

“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.



42nd Governor Buddy MacKay: 1998-99

“You'll be surprised at the pressure of other people's priorities.”

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.

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.

Governor Buddy MacKay (cont.)

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.

Advice from Lieutenant Governors

Lieutenant Governor Frank Brogan: 1999-2003

“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. Quietly put together your team and your transition approach. If you win, they are ready to go and if you lose, thank them for their short service.

“Transition is like ‘painting an airplane in flight.’ ”

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 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 agencies 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.”

“This is the people's transition, not just the Governor's.”

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. Truth is, they're never going to be your friend, but the press can be your worst enemy or they will be good providers of information to the public. People want to hear announcement and who is a member of the transition team.

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 the toughest sunshine laws in the country and have an attorney on board assigned completely to the transition team.

Lieutenant Governor Frank Brogan (cont.)

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.

Lieutenant Governor Toni Jennings: 1996-2003 Senate President

The new Governor should designate as his legislative liaison an individual who has extensive knowledge of and recent experience with the Florida Legislature.

The Senate is required to confirm appointments made by the Governor to lead executive agencies, as well as to serve on numerous boards and commissions. In order to expedite the confirmation process, it would be helpful to have all high priority executive appointments completed before the Session begins.

Advice from Legislative Leaders

Senator Philip D. Lewis: 1978-80 Senate President

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.

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

Senator Buddy Dyer: 1998 Minority Leader

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.

"Regardless of party affiliation, all the branches of government need to remember the importance of working as a team."

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.

Senator Les Miller: 2002-2004 Minority Leader

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.

“Everyone has a role in solving the problems of government...”

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.

Representative James Harold Thompson: 1984-86 Speaker of the House

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.

“Get to know all members, not just those presently in leadership or those in the majority party.”

Try to accommodate known legislative goals in your budget and other proposals. A little co-operation 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.

Representative John Thrasher: 1998-2000 Speaker of the House

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."

There are no mandates. The only reason Floridians have sent us here is to make sure government intrudes in their lives as little as possible.

"The only reason Floridians have sent us here is to make sure government intrudes in their lives as little as possible."

Representative Allan Bense: 2004-2006 Speaker of the House

"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."

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.

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.

Advice from Transition Officials

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.

“You only have ‘fresh eyes’ for a short period of time.”

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.

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

Dr. Adam Herbert (cont.)

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 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

Dr. Adam Herbert (cont.)

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.

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

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.

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

"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.

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."

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

David Rancourt (cont.)

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!

Advice from Former Chiefs of Staff

Sally Bradshaw Executive Director of Governor Bush’s First Transition and Chief of Staff

There is an assumption that campaigns and governing are two different animals; and that a campaign person cannot govern. But, a campaign perspective can be effective in promoting the Governor’s agenda. The people of Florida have elected the Governor for four years; this time is limited, and believes the Governor should fulfill his campaign promises.

During Governor Bush’s transition, the approach was taken to make a real effort to reach out to people from different sectors, and from different places. The Governor felt strongly that talent comes from different places and from different sectors (private sector, business, health care, etc.), and would lead to new ideas.

Florida is a dynamic state. It is a mistake to continuously assume that if it was done in the past, it should be done in the future. Do not assume that old methods should be applied to the transition. Take the things that worked in the past and add new ideas.

Different governors have different approaches to governing and the transition should also reflect the person who was elected. As in this case, the transition strongly reflected the Governor’s principles.

The most important element of any transition is that the transfer of power must be smooth and handled professionally. The existing administration needs to be a part of the team and welcome the new governor. Smooth transitions are one of the strengths of the democratic system. During transitions, issues can transcend politics.

“Different governors have different approaches to governing and the transition should also reflect the person who was elected. As in this case, the transition strongly reflected the Governor’s principles.”

The Governor must immediately move to appointing the agency heads. Also remember for the transition that the agency head is not the only person who makes and implements policy in agencies. In cases, the Chief of Staff, General Counsel and Communications Director each exert pressure on policy formulation and implementation, and should be reviewed during transition as well. The agency head should be able to appoint their team, who will promote the Governor’s agenda. Also, be mindful that some agencies (for example, the Division of Emergency Management) have a very specific niche and a specialized professional team in place, which might leave the state in a precarious position with disruption. It’s

Sally Bradshaw (cont.)

important to identify these agencies very quickly to avoid harm.

The role of the Chief of Staff depends on the Governor. The Chief of Staff “makes the trains run on time”, manages the staff and the schedule, and provides information that the Governor needs to make accurate decisions. Additionally, the Chief of Staff ensures everyone who needs access to the Governor gains access.

The entire staff needs to be focused on helping the Governor succeed. The staff members need to have a specific role and have that role specifically defined. The Chief of Staff needs to recognize the leadership style of the Governor and build the team based on that style.

“Be flexible, but keep your eye on the ball.”

A new Chief of Staff should meet with previous Chiefs of Staff. Jim Smith, Chief of Staff to Governor Bob Martinez offered the following advice to me, “Do not let the newspaper clips drive your day.” The Chief of Staff should have, know and stick to a plan to promote the Governor’s agenda. Be flexible, but keep your eye on the ball.

The Chief of Staff needs to have a clear idea of the governor’s agenda, the implementation time frame, and the people who need to be involved in presenting the agenda and not be distracted.

Kathleen Shanahan Chief of Staff for 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.

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

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.

Linda Shelley Chief of Staff for 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. 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.

"It's your name on the yard sign. They elected you."

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

Linda Shelley (cont.)

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 for Governor Chiles

“All organizational activities must be prioritized.”

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.

Mac Stipanovich Chief of Staff for 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 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, underexperienced 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.

“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 for 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.

“There will be tremendous pressure from external sources to celebrate his victory completely through the transition phase.”

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.

James W. Apthorp Chief of Staff for 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. No more than one of the three key staff should be from the campaign, maybe none.

“Governing is quite different from campaigning...”

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.

Advice from Former State Agency Secretaries

Thomas G. Pelham Department of Community Affairs: Governor Martinez

Pre-Inauguration: After the election is over, the emphasis must shift quickly from running a political campaign to running state government. The new Governor will need the assistance of key office staff and state agency heads that have the ability to make state government work on a day-to-day basis in a manner that brings credit to the new Administration. The most important task of the Governor-Elect's transition team is the identification and recommendation of qualified candidates to fill these demanding positions. This task should be accomplished expeditiously so that these appointments can be made as quickly as possible after Inauguration.

“If there is any doubt about the wisdom of the proposals, pull them for further study and review during the coming year.”

Inauguration through the Legislative Session: The new Governor will take office only a few weeks before the Legislative Session convenes, but the legislative proposals of the Governor's agencies will already have been prepared and discussed with legislators. The Governor's office and all state agency heads should immediately review these legislative proposals to insure that they are acceptable to the new Administration. If there is any doubt about the wisdom of the proposals, pull them for further study and review during the coming year.

Ben Watts Department of Transportation: Governor Chiles

1. As soon as possible, let the agencies know who will be in charge of them. Uncertainty leads to paralysis, even of the good programs that the Governor-elect will wish to continue. Once stopped, initiatives are much harder to get started again than making mid-course corrections. This uncertainty does not impact just the top of the agency; it filters all the way down through the ranks as people try not to be perceived as winding up on the “wrong side of the fence.” Simply announcing a timetable for making agency head decisions will help steady the employees and keep business moving forward. “Bad news” can be dealt with but “no news” is certainly not “good news” for the public as service takes second place to a distracted agency.

“Uncertainty leads to paralysis, even of the good programs that the Governor-elect will wish to continue.”

2. Before making major policy-related decisions about on-going initiatives, the Governor-elect needs to hear the facts about them from the agency professionals. Candidates, by the nature of the situation they find themselves in, have to stake out fairly definitive positions during the campaign without having the benefit of all the facts, or the time with which to weigh them. Programs and issues are rarely as simple as we want them to be and the State of Florida has probably made a significant investment in getting to a particular point. Once given a hearing by the new Governor on an issue, the agency will invariably not only accept whatever decision is reached, but will usually support it.

Victoria J. Tschinkel Department of Environmental Regulation: Governor Graham

A Secretary should be selected for her judgment and philosophical compatibility with her Governor. The Governor and the Secretary should work together to build the best team for the agency. Governor Graham suggested “mutual veto power” over appointees, and that worked very well for us. From that point on, after regular discussions about key policy issues with the Governor, it will be the Secretary’s duty to run the agency, make legal determinations for the agency, and take the blame for any unpopular but necessary decisions.

It is hard to overestimate the anxiety and tension that permeates agencies, especially powerful ones, during the gubernatorial transition. If not worried about their own futures, employees are worried about their friends’, and the future of the agency’s mission. This is a time for generous listening, for compliments when due, and for expressing respect for all the hard work the employees have done for the citizens of the state. Remember that positive reward training is most effective, and employees with good morale will try to adapt with enthusiasm.

“It is hard to overestimate the anxiety and tension that permeates agencies, especially powerful ones, during the gubernatorial transition.”

Advice from Former Budget Directors

Glenn W. 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.

“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.”

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.

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.

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.

“Nothing trumps the well being of our citizens. Get on top of every disaster quickly.”

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.

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.

Advice from Former Communications Directors

Cory Tilley Communications Director and Deputy Chief of Staff for Governor Bush

Transition is a name only. In all essence, you have moved in.

During the transition, coordination is the key. There needs to be a communications director in the transition team who should have assistants to cover all of the meetings including preparing the budget, legislative agenda and writing the state of the state. Do not leave the press office in the dark on policy issues. Understand also that there is planning for the inauguration and planning to govern. Guard against making the inauguration events too large. The inaugural ball will not help you on your first day of office. Have a strong team for the inaugural and the transition to governing. Each is a challenge that needs to be done well. Make sure you have enough people to do the job. Expect the unexpected. Do not anticipate that you'll have two months between November and January to plan for the inauguration. Issues will surprise you and the Governor-Elect will be asked to weigh-in on them.

“Transition is a name only. In all essence, you have moved in.”

Prepare to govern from Election Day on. It only gets busier after you win the election. Be prepared to act as if you are already in office; the press will treat you like you are.

Take advantage of the weeks between November and January. It is an excellent opportunity to learn from the outgoing administration. The incoming communications director should meet regularly with the current communications director, and can learn what to expect, including everything from the daily tasks to the logistics to how many bodies the press office will need.

Don't make any holiday travel plans, but the team should be encouraged to take the weekend off after the election to come in fresh on Monday. Work will begin immediately—inaugural speech, budget, session, state of state—and will not slow down for many months.

Act fast on personnel transition. It is easier to do this quickly. Key positions should be asked for their resignations immediately to allow the Governor to appoint his personnel. Likewise, if you are going to keep someone, communicate that quickly with them. You do not want to get rid of everyone; some institutional knowledge will be helpful. Find the right people to keep. Look for diversity, experience and loyalty.

“The press is not your friend, but also not your enemy.”

The relationship with the press is important. The press is not your friend, but also not your enemy. The press pays more attention during the transition and the first 100 days. They are waiting to pounce on mistakes and take advantage of a new Governor and his staff. You can be defined in your first 100 days, and if there is going to be a “honeymoon period”, this is it. A good relationship with the press will help get your message out to the public. Events such as the press skits, the holiday press corps party at the mansion, etc., are important to build relationships. Keep the traditions for the press, such as press availability before the Cabinet meetings, and allow access. Know the Sunshine Laws and which meetings are open to the press.

Remember you are not in a campaign anymore, do not be partisan, and be more gubernatorial.

April Herrle

Communications Director for Governor Chiles

Feed the beast or the beast will feed itself.

“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.

Structure:

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

The Press Office:

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.

April Herrle (cont.)

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."

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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Florida Governor's Oath of Office

"I do solemnly swear that I will support, protect, and defend the Constitution and Government of the United States and of the State of Florida; that I am duly qualified to hold office under the Constitution of the State, and that I will well and faithfully perform the duties of Governor on which I am now about to enter. So help me God."