

REPORT CARDS

ON PRODUCTIVITY IN FLORIDA GOVERNMENT

**PROGRESS REPORT ON IMPLEMENTATION
OF PARTNERS IN PRODUCTIVITY
TASK FORCE RECOMMENDATIONS**

PARTNERS **in** **PRODUCTIVITY**



PARTNERS in PRODUCTIVITY



Working for enhanced government performance on behalf of Florida taxpayers

"Partners in Productivity" is a unique public and private cooperative effort spearheaded by Florida TaxWatch and The Florida Council of 100. Its purpose is to identify, implement, measure and reward major cost savings and performance enhancements in Florida state government. This initiative operates under a Governor's Executive Order, a Cabinet resolution and support of the Senate President and House Speaker.

"Partners" is a three-tiered initiative to increase efficiency and accountability in Florida government. It consists of special task force reports recommending significant improvements in the four major spending areas of state government; development of a first-in-the-nation comprehensive performance and productivity measurement system; and the Davis Productivity Awards program to annually recognize significant performance improvements and innovation by state workers.

Productivity Task Force. In 1988-89, a group of the state's top business leaders proposed 274 cost saving ideas and management improvements for implementation in state government. The key areas of concern were education, transportation, health and rehabilitative services and corrections, which together spend almost three-fourths of the state's current \$27 billion budget.

The material in the following report cards evaluates the success of implementing the 274 recommendations and pinpoints where additional effort is needed to complete the job in 1991.

Productivity Measurement. Florida TaxWatch, The Florida Council of 100 and our government leaders are developing

a first-in-the-nation government performance and productivity measurement system to help institutionalize productivity improvement in Florida government. This measurement system will produce an annual scorecard ("proxy profit and loss statement") assessing progress toward achieving major state goals. Partners is also advocating development and implementation of Total Quality Management programs in all state agencies.

Productivity Rewards and Recognition. The Davis Productivity Awards program recognizes and rewards the "unsung heroes in the trenches" of Florida state government. The awards spotlight measurable, documented and verified productivity increases, cost savings, unusual innovation and other performance which exceeds established standards.

The program is made possible through the vision and generosity of Florida TaxWatch founding members J.E. Davis and his brother A.D. Davis, both co-founders of Winn-Dixie Stores, Inc.

Awards are presented annually to deserving state employees at ceremonies with top state officials and business executives. In 1990, a total of \$50,000 in cash, plaques and other recognition was provided to 185 individuals and work units who collectively added \$110 million worth of value for Florida taxpayers.

In future years, the Davis Awards program will use the performance and productivity measurement system as a basis for evaluating and rewarding enhanced delivery of quality services to help meet the needs of the nation's fastest growing major state.

January 1991

REPORT CARDS ON PRODUCTIVITY IN FLORIDA GOVERNMENT

A Progress Report to the Governor, Cabinet, Florida Legislature and Florida Taxpayers on Implementation of Cost Saving and Management Improvement Recommendations in the Following Task Force Reports:

THE FUTURE OF FLORIDA'S PRISONS *(September 1988)*

FLORIDA TRANSPORTATION: A System At Risk *(December 1988)*

MEETING FLORIDA'S HUMAN SERVICES CHALLENGES *(April 1989)*

NEW DIRECTIONS FOR FLORIDA EDUCATION *(May 1989)*

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Executive Director
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The Haskell Company
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Health and Rehabilitative Services Subcommittee

Chairman
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Partners in Productivity is a cooperative effort of Florida TaxWatch, Inc., The Florida Council of 100, Inc. and the State of Florida.

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IMPROVING FLORIDA GOVERNMENT PRODUCTIVITY

The Task Force shall conduct a study of cost and service effectiveness in the management of the four major areas of state government that expend approximately three-fourths of the state government budget: Transportation, Corrections, Health and Rehabilitative Services, and Education.

The Task Force shall provide a report to the Governor, Cabinet, and Legislature stating recommendations for promoting efficiency, productivity and spending reform in the areas designated by this executive order.

A subsequent report outlining the actual implementation of the Productivity Task Force recommendations shall be provided by Florida TaxWatch, Inc., in conjunction with The Florida Council of 100, Inc.

*Governor's Executive Order creating the
Partners in Productivity Task Force
November 24, 1987*

WHEREAS, the need for greater government performance and improved productivity are major concerns of taxpayers and their elected representatives; and

WHEREAS, it is vital to the economic well-being of the State of Florida that its governmental services be managed on a sound financial basis and that the people of the State be assured of efficient expenditure of their tax dollars; and

WHEREAS, "Partners in Productivity" is a comprehensive public/private initiative to identify, implement and reward major cost savings and performance enhancements in Florida State government; and

WHEREAS, the Partners in Productivity Task Force of Florida TaxWatch, Inc., The Florida Council of 100, Inc., and its members of the business community will work with State agencies to identify major cost saving recommendations; and

WHEREAS, the Task Force shall provide a report to the Governor, Cabinet, and Legislature stating recommendations for promoting efficiency, productivity, and spending reform in the areas mentioned.

NOW, THEREFORE, BE IT RESOLVED that the Governor and Cabinet of the State of Florida hereby fully endorse and support the Partners in Productivity initiative on behalf of Florida taxpayers.

*Governor and Cabinet Resolution
December 15, 1987*

FROM THE TASK FORCE CHAIRMEN

Three years ago, when the Partners in Productivity initiative was first introduced, we viewed the tasks confronting us with considerable awe. Our mission was clear: to identify major government cost savings and management improvements, develop objective measures of performance and enhanced productivity, and reward innovation and productivity increases in government service delivery.

Facing our Task Force of 39 business and civic leaders was the formidable challenge of sifting through the practices and procedures of the state's four largest agencies: Transportation, Education, Corrections and Health and Rehabilitative Services. Working with top state officials and agency managers, the Task Force developed four cost saving and management improvement reports. September of 1988 saw the release of *The Future of Florida's Prisons*, followed in December by *Florida Transportation: A System at Risk*. In April and May of 1989, the Task Force issued *Meeting Florida's Human Services Challenges* and *New Directions for Florida Education*.

The Task Force subcommittees focused their attention on 24 major issues in these four spending areas, which consume nearly three quarters of the state's current \$27 billion budget. Each of these areas was grappling with the impact of Florida's explosive growth: More prison inmates, more students, more welfare claims and more automobiles. Our reports' recommendations were intended to help the state agencies stretch resources to deal more cost effectively and efficiently with this growth.

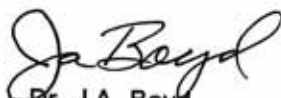
The material that follows summarizes the agencies' progress in implementing the Partners in Productivity Task Force's 274 cost saving and management improvement recommendations. It highlights successes and targets areas where additional effort is needed. We are pleased that over 60 percent of our recommendations have been fully or substantially implemented, and another 19 percent have been partially implemented. A final report twelve to eighteen months from now will evaluate the total cost savings and management improvements realized by the implementation of all recommendations.

We have appreciated the opportunity to chair the Partners in Productivity Task Force. This endeavor has enabled us to better understand the scope and dynamics of the government we all support with our tax dollars. We are deeply grateful for the support of the Governor and Cabinet. We salute the Legislature for acting affirmatively on 78 percent of the recommendations requiring changes to state law or appropriations. And we thank the agency heads and their staffs for their continuing cooperation and diligence in implementing the Task Force recommendations.

We extend our sincere appreciation to the Task Force subcommittee chairmen: Bill Flaherty, Preston Haskell, Bob Morris and Whit Palmer, whose expertise and high professional standards were invaluable assets in the development and implementation of the recommendations. Our thanks as well to the subcommittee members for their commitment, dedication and willingness to share their time. We particularly acknowledge the contributions of Charles Lykes and Scott Linder, who passed away in 1989 and 1990, respectively.

We also recognize the essential work performed by the staffs of Florida TaxWatch and The Florida Council of 100. A special thank you goes to Dave Davis, Partners in Productivity executive director, who served as principal staff to the Task Force on development of the subcommittee reports and the report cards that follow.

Sincerely,



Dr. J.A. Boyd
Chairman
Partners in Productivity



H.L. Culbreath
Vice-Chairman
Partners in Productivity

FORWARD

The purpose of this report is to communicate the extent to which the state's four largest agencies have implemented 274 cost saving and management improvement recommendations -- and what remains to be done to complete the job in 1991. The recommendations were made in four reports issued by the Partners in Productivity Task Force in 1988 and 89. Copies of these reports are available upon request to Florida TaxWatch, Inc.

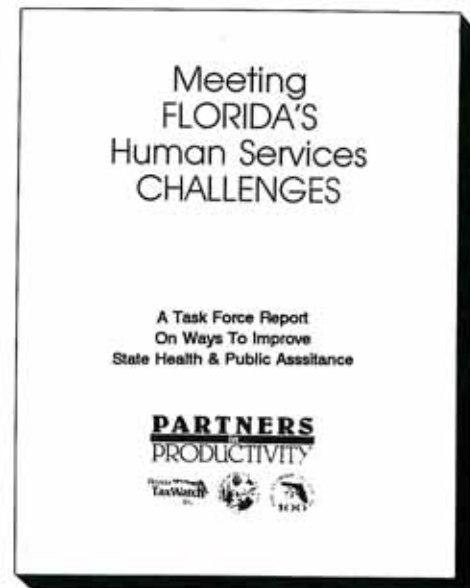
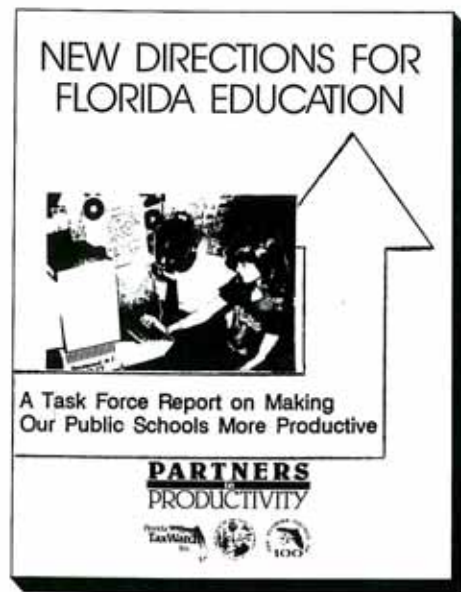
As of December 15, 1990 the Departments of Corrections, Transportation, Education and Health and Rehabilitative Services had fully or substantially implemented 172 (63%) of the recommendations. Fifty-one (19%) had been partially implemented. Seven (3%) had not been implemented and 44 (16%) relating to state government as a whole or to local school districts were not evaluated for these report cards.

This report is divided into three sections: Major Cost Savings and Revenue Increases; Management Improvements; and Legislative Actions. Each section is further divided into summaries of action taken on recommendations and recommendations which have not yet been implemented. This is to facilitate the reader's understanding of both accomplishments to date and remaining work to be done in 1991.

The material that follows relates to the state agencies' implementation of the Partners in Productivity Task Force recommendations. It should not be construed as a comprehensive evaluation of the performance of the Departments of Corrections, Transportation, Health and Rehabilitative Services or Education, or of state government as a whole.

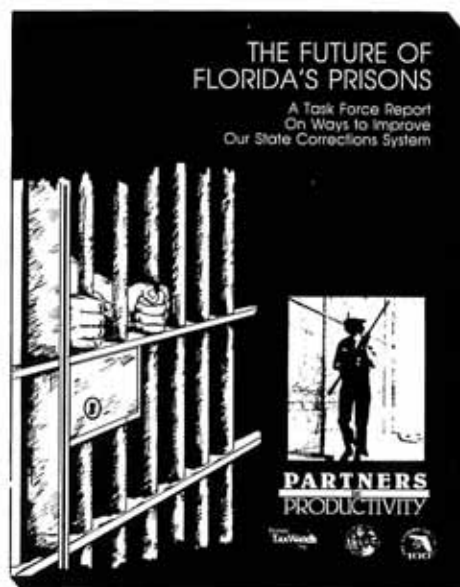
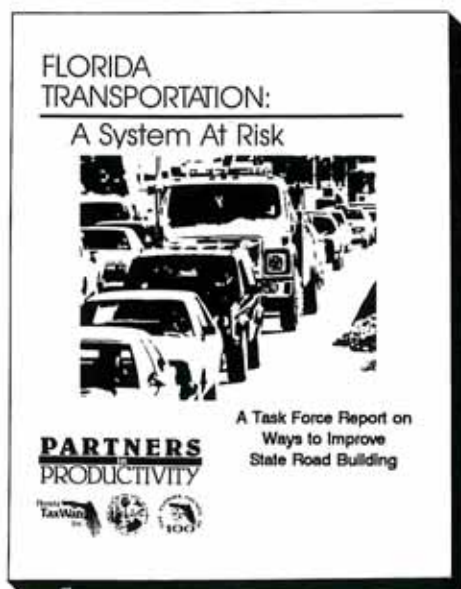
Partners in Productivity will continue to monitor the four state agencies' efforts to implement the remaining recommendations and to document more than \$600 million worth of cost saving and management improvement opportunities. A final performance report will be issued in 12 to 18 months.

The four agencies examined by Partners in Productivity are the largest and most complex organizations in Florida's state government system. Their willingness to better serve taxpayers is reflected by their receptiveness to the Task Force's recommendations and their efforts to implement them.



REPORTS ISSUED BY THE TASK FORCE

(September 1988 - May 1989)



ISSUES EXAMINED BY THE TASK FORCE

CORRECTIONS

I. CAPACITY ENHANCEMENT

Construction of new prison facilities is one strategy for getting Florida out of the prison overcrowding crisis. Others are community-based corrections and electronic control (house arrest). The 1990 Legislature appropriated \$122 million to build 9,476 more prison beds, for a total of 29,829 additional beds during the past five years. But these will not eliminate an overcrowding crisis that results in several thousand prisoners being released each month after serving just one-third of their sentences.

The Partners in Productivity Task Force Subcommittee on Corrections recommended a number of ways that the Department of Corrections can build and operate prisons more cost effectively.

II. REVENUE ENHANCEMENT

Operating Florida's corrections system is costing \$879 million in 1990-91. The Corrections Subcommittee recommended several ways to increase offenders' contribution toward helping offset incarceration costs.

III. RECIDIVISM REDUCTION

The recommitment rate of ex-offenders to Florida's prisons is approximately 40 percent. While all agree this rate is too high and extremely costly, there is disagreement regarding causes and strategies for lowering recommitments. No one really knows what works. The Corrections Subcommittee recommended improved collection and analysis of information on the effectiveness of various rehabilitative programs.

IV. PRISON MEDICAL CARE

Between 1981 and 1987, Florida's prison medical care price tag rose by 500 percent (\$13 million to \$76 million). Reports by Florida TaxWatch and the Correctional Medical Authority in 1987 pointed to serious management and procedural flaws in the prison medical system. The Secretary of Corrections stated at a Partners in Productivity hearing that the system was adequately funded, but was not managed wisely.

While some administrative improvements have been made, the prison medical budget increased from \$76 million in 1987-88 to \$128 million in 1990-91. The Corrections Subcommittee strongly urges the Department of Corrections to get control over this major spending area.

V. OPERATIONAL EFFICIENCIES

Working with Florida TaxWatch staff, the Department identified numerous cost saving measures to reduce prison operational costs. They include a wide variety of opportunities such as retrofitting facilities with more energy efficient windows; using alternate energy sources for heating facilities and water; contracting for services such as electronic security systems, food service and sprinkler and fire alarm systems; and purchasing less costly shoes for inmates.

TRANSPORTATION

I. CUTTING ROAD BUILDING TIME IN HALF

A Department of Transportation goal has been to cut in half the time it takes to complete road building projects. Doing this necessitates changes such as consolidating engineering tasks, tightening contract time requirements and streamlining approval, work order and inspection processes. The Partners in Productivity Subcommittee on Transportation recommended numerous ways that the Department can increase road building productivity without significantly increasing production costs.

II. DESIGN/BUILD

Design/build integrates the planning and construction phases of road and bridge projects into a single contract, reducing redundancy and promoting innovation, increased productivity and cost savings. When the Transportation Subcommittee report was being developed in 1988, the Department of Transportation was preparing to implement ten design/build pilot projects. The Subcommittee made recommendations for evaluating procedures and alternatives to improve this innovative initiative.

III. RIGHT-OF-WAY

The Transportation Subcommittee examined a right-of-way acquisition process whose cost was out of control. Time delays, attorney fees, local and state disagreements with land owners and publicity attendant to an announced road project all worked to drive up the price tag. The Subcommittee identified several strategies to reduce unnecessary conflict and red tape, and save money.

IV. UTILITIES RELOCATION

The Transportation Subcommittee identified ways to reduce costly, frustrating delays resulting from inefficiencies in relocating utilities for road and bridge projects. Some of these recommendations involve mere common sense; others require improved accountability provisions and better timing of notification and compliance requirements.

V. UTILIZATION OF FEDERAL FUNDS

The Transportation Subcommittee identified at least four areas where the Department of Transportation could more expediently use federal funds. Smarter application of federal funds to less complex projects can lead to fewer compliance headaches and increase cost-efficiencies.

VI. PRIVATIZATION

Using private firms on state road building projects may save both time and money. The Department of Transportation should strike an appropriate balance between healthy cost saving competition in the private sector versus maintenance of necessary in-house expertise to monitor and exert reasonable control over the road building process. This is an area where the Department needs to do significantly more cost/benefit evaluation.

VII. PROCUREMENT

The Transportation Subcommittee found that the Department of Transportation could improve its \$1.4 billion annual procurement of design, construction and maintenance services by consolidating contract advertisements, eliminating lengthy technical proposals for non-complex projects, reducing bid protest delays, providing computer data bases for access to historical cost data, and using express mail to speed up the contract award process.

VIII. POLICY AND PROCEDURES REVIEW

With over 855 policies and procedures, and 1620 official forms in place at the end of 1988, the Department's internal bureaucracy was too complex to be efficiently managed. During the Transportation Subcommittee's review, the Department committed itself to eliminating obsolete documents and combining redundant forms.

IX. ENGINEERING AUTOMATION/OFFICE AUTOMATION

Automation has created many opportunities for improved productivity and efficiency in transportation engineering. Costs associated with such automation can be offset by increased production of both consultant and in-house design plans.

Office automation has moved beyond mere word processing. Money, messages, memos, computer generated files and calendars for scheduling of work can now be sent electronically. The Transportation Subcommittee recommended advances to help the Department of Transportation increase the efficiency of its inter-office communications statewide.

X. BETTER MANAGEMENT OF STATE PERSONNEL

The Department of Transportation is not the only state agency which should provide more incentives and rewards to its employees. At the same time, the very Career Service system which was put in place to protect employees from capricious, politically motivated decisions, encourages indifference and low performance levels in some employees. The Transportation Subcommittee concluded that better incentives for productive employees and more effective procedures for dealing with incorrigible ones should be a top priority for our state leaders.

HEALTH AND REHABILITATIVE SERVICES

I. INDIGENT HEALTH CARE

With Florida's Medicaid costs soaring and a continuing migration of transients, it is critical to identify and implement strategies that more efficiently deal with our medical care crisis. The Partners in Productivity Subcommittee on Health and Rehabilitative Services worked with the Department of Health and Rehabilitative Services in several key areas.

II. PREVENTIVE HEALTH CARE

Much of what can be accomplished in this area depends on creation of incentives, cooperative efforts among the various levels of government, and ongoing dissemination of clear, non-technical information. The Health and Rehabilitative Services Subcommittee made recommendations for promoting good health practices on the front end to reduce public medical expenditures later on.

III. PROMOTING SELF SUFFICIENCY OF PUBLIC ASSISTANCE CLIENTS

Providing training to increase the self-sufficiency of public assistance clients can save millions and avoid higher costs in the future. Working with the Department in several key areas, the HRS Subcommittee identified where redirection, education and alternative service delivery can be more effective and less costly than conventional methods of administering public assistance.

IV. UPGRADING MANAGEMENT INFORMATION SYSTEMS

When the HRS Subcommittee's report was published in April 1989, the Department of Health and Rehabilitative Services was in the process of designing several management systems to cut costs and improve client services. It was also on the threshold of implementing cost saving initiatives such as consolidation of data centers, purchasing new computer software to improve productivity and implementation of advanced telecommunications networks which were projected to save millions of dollars annually. The Subcommittee made numerous recommendations to promote cost effective implementation and timely evaluation of these improvements.

V. IMPROVING CONTRACTING AND MANAGEMENT OPERATIONS

Streamlining. Cost cutting. Consolidation. The need to implement these measures is critical at the Department of Health and Rehabilitative Services, which currently administers \$1.2 billion worth of annual contracts. The HRS Subcommittee made several recommendations for improving contract procedures.

VI. PRODUCTIVITY IMPROVEMENTS FOR ALL STATE AGENCIES

The HRS Subcommittee found that state agencies and the taxpayers who support them could benefit from stricter rules regarding vendor contracts and purchasing procedures. The Subcommittee also made recommendations to save time and materials costs by eliminating reports which are redundant or have little administrative value.

EDUCATION

I. MEETING K-12 CAPITAL FACILITIES NEEDS

The Partners in Productivity Subcommittee on Education examined public school facilities needs in the 1990s. First, it reviewed a Department of Education projection that approximately \$20 billion may be needed over the next ten years to build nearly 800 schools to house Florida's burgeoning K-12 student enrollment. Subcommittee members then examined current methods of building schools, and recommended ways to better utilize existing and future facilities to cut costs and improve the potential for learning.

II. PRODUCTIVITY OF HUMAN RESOURCES

The Education Subcommittee began its examination of K-12 education's human resources challenges knowing that about 85 percent of Florida's \$7 billion K-12 operating budget is spent on personnel. The Subcommittee's study underscored the overwhelming need to provide more flexibility and educational options, and to promote increased use of instructional technology. The Subcommittee also recommended several initiatives to prompt increased productivity of teaching professionals.

III. THE DROPOUT CHALLENGE

Florida's dropout rate is the nation's highest, although the Florida Department of Education contends it is not as high as U.S. Department of Education data asserts.

The Education Subcommittee's recommendations include strategies for better targeting kids at-risk of dropping out and finding better ways to more effectively intervene. The recommendations also identify approaches to better tailor the process of education to benefit different types of learning styles and interest levels.

SUMMARY OF ACCOMPLISHMENTS AND REMAINING WORK TO BE DONE

**THE PARTNERS IN PRODUCTIVITY TASK FORCE MADE 274
RECOMMENDATIONS IN ITS 1988-89 REPORTS ON STATE CORRECTIONS,
TRANSPORTATION, EDUCATION AND HEALTH AND REHABILITATIVE
SERVICES**

ACCOMPLISHMENTS TO DECEMBER 15, 1990

115 (42%) of the recommendations have been fully implemented

57 (21%) of the recommendations have been substantially implemented

51 (19%) of the recommendations have been partially implemented

7 (3%) of the recommendations have not been implemented

**44 (16%) of the recommendations relating to state government as a whole
or to local school districts have not been evaluated for these report
cards**

**THE FLORIDA LEGISLATURE TOOK POSITIVE ACTION ON 78% (36 OF 46
RECOMMENDATIONS) REQUIRING STATUTORY CHANGES OR
APPROPRIATIONS.**

**COST SAVINGS, COST AVOIDANCES AND INCREASED REVENUE
DOCUMENTED THROUGH DECEMBER 15, 1990:**

\$727 million identified

\$ 99 million achieved

\$628 million to go

INTERIM GRADE FOR EACH STATE AGENCY: "B"

MAJOR COST SAVINGS AND REVENUE INCREASES FROM IMPLEMENTATION OF TASK FORCE RECOMMENDATIONS

DEPARTMENT OF CORRECTIONS

ACTUAL SAVINGS

Recommendation 7: *The Department of Corrections should expand the use of inmate labor for prison construction.*

\$ Impact: Close custody inmates are being used to build "combo" prisons that combine single cells and dormitories. The \$14.1 million savings from using inmate labor compared to contract construction is included in the savings for recommendation 26 below.

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**Recommendation 12:** *The Department should develop a long-term plan for acquiring prison sites.*

**\$ Impact:** The Department developed a prison facility siting brochure for all County Commissions, Chambers of Commerce and interested citizens. The brochure includes general site criteria used, the economic impact of a facility, and other benefits to a community of having a new correctional facility. Donated sites totaling 3200 acres have saved **\$3.1 million**.

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Recommendation 18: *The Department should strengthen staff in the areas of site selection and acquisition, and construction administration.*

Action Taken: As a result of increasing staff and expertise, appropriations for new prison construction now go directly to the Department of Corrections in lieu of being managed by the Department of General Services. Cost savings: **\$375,000** in 1989-90.

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**Recommendation 26:** *The Department should develop a plan for more inmates to help pay the cost of their imprisonment.*

**\$ Impact:** The Department estimates 1989-90 cost savings/cost avoidance of approximately **\$24 million** from six million hours of inmate labor used to construct new prisons and provide labor to cities, counties and other state agencies.

**Recommendation 33:** *The Department should curb prison medical care spending.*

**\$ Impact:** The Department negotiated reduced hospital rates that yielded estimated savings of more than \$700,000 in 1989-90. It is in the second year of a statewide laboratory contract under which costs are discounted on a "special price list" by procedure. Savings in 1989-90 amounted to nearly \$600,000. Also, reconfiguration of security at community hospitals reduced staffing by the equivalent of eight full time employees for a cost avoidance of \$178,433.

## PROSPECTIVE SAVINGS

**Recommendation 2:** The Department should determine the need for another type of close custody facility.

**\$ Impact:** The Department has developed a new prison design which combines five open bay dormitories with two single cell units. This provides the flexibility of housing inmates who need more protective confinement or more security than in dormitory housing, at a cost of \$19 million for 938 beds, versus \$38 million for an 1152 single cell prototype. Prospective savings: **\$48 million** for four new prisons.

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Recommendation 18: Strengthen staff in the areas of site selection and acquisition, and construction administration.

Action Taken: As result of increasing staff and expertise, appropriations for new construction of six new prisons is going directly to the Department of Corrections in lieu of being managed by the Department of General Services for prospective savings of **\$1.1 million**.

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**Recommendation 33:** Take all necessary steps to hold down the cost of prison care, including negotiating less costly contracts with private providers and making sure that inmates really need all the care they were getting prior to resolution of the Costello lawsuit.

## DEPARTMENT OF TRANSPORTATION

### ACTUAL SAVINGS

**Recommendation 1B:** *The Department of Transportation should issue construction bids more evenly throughout the year, not just during a two to three month period.*

**\$ Impact:** The Department initiated a uniform contract letting plan in July 1989. Cost savings: approximately **\$4 million annually** resulting from increased competition and balanced letting volumes.

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Recommendation 3: *The Department should determine the authority of its District Secretaries to execute road and bridge project agreements.*

\$ Impact: Authority to execute project agreements and condemnation resolutions has been delegated to each District Secretary, reducing the Tallahassee central office's involvement in district production decisions for an annual cost avoidance of up to **\$500,000**.

Recommendation 7: *Shorten the right-of-way acquisition process by accomplishing certain tasks concurrently.*

\$ Impact: Concurrently performing multiple activities relating to acquisition of right-of-way now yields time and cost savings of about **\$1 million annually.**

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**Recommendation 18:** *Require contractor suggested changes to be billed at cost plus a fixed administrative fee.*

**\$ Impact:** Value Engineering change proposals in 1989 saved **\$795,000.**

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Recommendation 22: *Develop procedures to produce bridge components without shop drawings.*

\$ Impact: Savings on projects where the contractor elects to build the structure without making changes to the Department's design amount to approximately **\$100,000 annually.**

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**Recommendation 48:** *Highway contractors, rather than utility companies, should perform utility relocation work where feasible.*

**\$ Impact:** A new Department procedure now provides incentives for voluntary utility company participation in joint projects and requires documented reasons where such projects are not undertaken. As of October 1990, there were 102 joint projects statewide. Total days granted to contractors due to utility delays was reduced from 709 days in 1987 to 279 days in 1989 for a **\$2.1 million** cost avoidance.

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Recommendation 54: *Fully implement a right-of-way action plan to lift a federal funding limitation.*

\$ Impact: Full implementation of this recommendation is yielding significant improvements in appraisal quality and procedures for handling administrative and legal settlements. It is also increasing federal funds to pay for right-of-way acquisition costs by **\$16 million annually.**

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**Recommendation 64:** *Determine the cost effectiveness of contracting out microfilming of data and records.*

**\$ Impact:** A departmental study determined that continuing the practice of in-house microfilming of records whose long-term storage is legally required saves a minimum of **\$4,400 annually** vs. contracting out.

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Recommendation 69: *Eliminate lengthy written proposals for routine, non-complex transportation projects.*

\$ Impact: An Acquisition of Professional Services procedure now permits oral technical proposals in lieu of written proposals. Twenty-one such presentations and agreements have been completed statewide for estimated savings of approximately **\$120,000.**

Recommendation 72: *Replace manual procedures with computerized purchasing wherever possible.*

\$ Impact: Automating the Department's purchasing function has decreased the turnaround time for processing requisitions from as much as two weeks to as little as one day. Eliminating two clerical staff positions from the purchasing office saved **\$32,140**.

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**Recommendation 76:** *Better control the number of forms used within the Department.*

**\$ Impact:** A new procedure requiring an annual inventory resulted in eliminating 453 out of 1620 forms from the system and improving central warehouse stocking practices. Discontinuing the printing of these forms provided a one-time savings of approximately **\$11,810**.

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Recommendation 79: *Develop consultant plans using Computer Aided Design and Drafting (CADD) equipment.*

\$ Impact: In 1989, development of consultant plans on computer aided design and drafting equipment saved 30,899 man hours worth at least **\$295,703**.

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**Recommendation 85:** *Complete updating and initiate training for users of engineering software programs.*

**\$ Impact:** Computer programs used by the Department's engineers and technicians, other governmental entities and consultants have been updated. Reduced training and program maintenance costs, and a faster design review process resulted in an estimated **\$1.4 million** worth of production time savings in 1989.

## PROSPECTIVE SAVINGS

**Recommendation 14:** *Impose more meaningful penalties when a contractor is late in completing a project.*

**\$ Impact:** The 1990 Legislature increased liquidated damages for each dollar range of road and bridge contracts. For example, the penalty for contracts under \$50,000 was increased from \$200 to \$385 per day, while for contracts over \$20 million it was increased from \$1250 to \$2020 per day. Projected cost recovery will be approximately **\$819,000** per year, or double the amount previously collected.

**Comment:** It is the Department's hope that the increased liquidated damages will cause contractors to complete all construction projects on time. The Department notes that most projects are already completed within the allowed time.

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Recommendation 41: *Implement bonding for right-of-way acquisition.*

\$ Impact: The 1990 Legislature authorized the sale of up to \$500 million worth of bonds for advance right-of-way land acquisition. The Department estimates savings of **\$20 million**.

Recommendation 43: Amend state law to tighten restrictions on payments to property owners' attorneys.

\$ Impact: The 1990 Legislature authorized incentives to property owners to settle on the value of their property without litigation. This long sought improvement will result in right-of-way acquisition cost savings of approximately **\$5 million annually**.

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**Recommendation 44:** The Department should propose legislation requiring protection of transportation corridors and rights-of-way.

**\$ Impact:** The Department estimates that annual savings could amount to **\$15 million**.

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Recommendation 46: Metropolitan Planning Organizations should not alter established road project schedules except under extraordinary circumstances.

\$ Impact: The 1989 Legislature expanded restrictions on removing or rescheduling state road projects that are included in Metropolitan Planning Organization plans. Savings from reducing/eliminating duplicate appraisals alone should amount to **\$500,000 annually**.

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**Recommendation 66:** Delete a requirement to advertise road building jobs in the Florida Administrative Weekly.

**\$ Impact:** The 1990 Legislature deleted a duplicative advertising requirement for contracts over \$250,000 for prospective annual savings of **\$36,000**.

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Recommendation 70: Develop a contractual services data base design for on-line access to historical cost data.

\$ Impact: This recommendation has been incorporated into a departmental initiative to redesign all computer systems that support the contracting process. Purpose: To insure integration of budgeting, contract tracking, cost estimating and cash forecasting. These improvements will save an estimated **\$100,000** in annual staff resources required to maintain the current system.

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**Recommendation 71:** Require vendors to post a bond when contesting major bids let by state agencies.

**\$ Impact:** The 1990 Legislature authorized posting of bonds to reduce delays associated with frivolous or improper protests. The Department estimates that avoiding an average 90 day protest delay on five contracts worth \$5 million each will save legal, administrative and inflationary costs of **\$650,000 annually**.

**Recommendation 86:** The Department should complete and implement its long-range plan for standardizing word processing capabilities, conversion of existing text documents and training in each district.

**\$ Impact:** Implementing this plan could reduce training and operating costs by an estimated \$2 million annually.

## DEPARTMENT OF HEALTH AND REHABILITATIVE SERVICES

### ACTUAL SAVINGS

#### Initiative #9

**Recommendation 26:** *The Department should maximize federal resources available under the Family Support Act of 1988.*

**\$ Impact:** The Department recoded staff salaries, benefits and expenses for 463 Project Independence staff to a new matching rate of 60% federal and 40% state funding, resulting in a one-time state General Revenue savings of **\$866,489**.

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Initiative #10

Recommendation 32: *The Department should promote state legislation to implement selected provisions of the federal Family Support Act.*

\$ Impact: The 1989 Legislature brought Florida's Child Support Enforcement Program into compliance with the Federal Family Support Act of 1988. All Florida judges are now required to use child support guidelines to determine support amounts. Result: Between July 1988 and June 1990, increased court ordered support yielded state General Revenue savings of **\$24.6 million**.

~~~~~

**Recommendation 34:** *The Department should increase the use of effective child support enforcement tools.*

**\$ Impact:** Total child support collections increased 115% (from \$98 million to \$211 million) between FY 1986-87 and FY 1989-90. Last year, an estimated 6,000 Florida families got off AFDC through the recovery of child support payments, resulting in an estimated welfare cost avoidance of **\$10.2 million**.

Federal regulations allow states to retain part of the support payments collected on behalf of families receiving AFDC. Florida's share of these collections is used as a match for federal AFDC funds, which avoided the need for appropriation of **\$17.2 million** of state General Revenue in 1989-90, a 74% increase over FY 1986-87.

~~~~~

Initiative #11

Recommendation 39: *Develop cost saving incentives and disincentives to discourage amending vendor contracts during development of the FLORIDA computer system.*

\$ Impact: The Department attempted to include specific cost saving incentives in its vendor contracts, but they were disapproved by the federal funding agency. However, during development of the FLORIDA system, a deliverable worth over \$900,000 was assessed a **\$36,000 penalty** for late delivery of services.

Initiative #12

Recommendation 43: *Require high level approval for exceptions to consolidated purchases of microcomputers.*

\$ Impact: All information systems-related purchases are now approved by the Deputy Secretary for Management Systems. In 1989-90, less than 1% (10 out of 1,400) of the microcomputer purchases were made under a waiver of standards. Cost savings: Approximately **\$866,000**, based on comparison of purchases made before and after implementation of the purchasing standards.

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**Initiative #13**

**Recommendation 47:** *Move the Jacksonville Data Center to Tallahassee to consolidate it with other systems by July 1, 1989.*

**\$ Impact:** The net cost savings from this consolidation is estimated to be at least **\$3 million**. It results from reduced line costs; reductions in equipment requirements; less costly facilities; reductions in communications via mail, courier services and SUNCOM telephone calls; reduced travel; improved availability of systems; and better utilization of staff.

~~~~~

Initiative #14

Recommendation 49: *Establish a computer assistance desk to provide a single point of contact for computer users.*

\$ Impact: A statewide computer assistance center has been established as part of the consolidation of the HRS data centers noted in recommendation 47. The center is a single point of contact for all HRS employees throughout the state using computer systems. Approximately 4,000 calls are handled monthly. This service resulted in reduced system downtime and employee time savings worth approximately **\$123,000** in 1989-90.

~~~~~

**Initiative #15**

**Recommendation 52:** *Reconfigure the Department's data communications network while consolidating the data centers.*

**\$ Impact:** HRS reconfigured its data network from analog to digital, tying into the state's high speed lines to handle voice and data. Both response time and down time have been reduced by 50%. An annual cost avoidance of **\$2.2 million** is based on the projected costs of maintaining the old network versus the new fiber optic lines – plus avoidance of monthly line charge increases.

~~~~~

Initiative #21

Recommendation 68: *Amend state law to allow HRS to approve sole source purchases of Project Independence training services.*

\$ Impact: In 1989, the Department of General Services delegated authority to the Department of Health and Rehabilitative Services to approve selected training and support services required by Project Independence. In addition to estimated annual cost savings of about **\$5,000**, operational improvements include a reduced time lag in executing contracts, reduced paperwork and a more streamlined process for these contracts because of fewer administrative steps.

Initiative #25

Recommendation 79: *Eliminate duplicate reporting of membership dues and out-of-state travel.*

\$ Impact: The 1989 Legislature repealed a requirement to report out-of-state travel. Estimated annual cost avoidance to the Department of Health and Rehabilitative Services is **\$2417**.

PROSPECTIVE SAVINGS

Initiative #1

Recommendation 1: The Department should increase enrollees in Medicaid managed health care systems by at least 10 percent annually.

\$ Impact: In June 1990, a total of 59,026 Medicaid recipients were enrolled in managed health care. This was a 20% increase over the 49,201 enrolled in June 1989, which is projected to increase to 90,000 by June 1991. Implementing this recommendation is helping Florida's Medicaid population get improved care while saving an estimated **\$7.5 million** over three years. The savings results from paying health maintenance organizations a fixed rate per client rather than a fee for services.

~~~~~

**Initiative #2**

**Recommendations 3 & 4:** The Department should request a federal waiver for a primary care case management program for Medicaid clients, and implement a Medicaid Physician Access System (MediPass) in at least two HRS districts to improve access to physicians and other health care services, and to reduce inappropriate or duplicative services.

**\$ Impact:** The ongoing implementation of a federal waiver program will save an estimated **\$8.2 million** between 1991 and 1993, based on a comparison of the number of units of service provided under MediPass versus the number that would have been provided without the waiver. When fully implemented, 90,000 Medicaid recipients will be served under MediPass in two HRS districts in the Tampa Bay area.

**Comment:** The Department will apply to the federal government to incrementally implement this initiative statewide if it proves to be cost effective.

~~~~~

Initiative #3

Recommendation 6: Establish a managed health care system for non-institutionalized Medicaid persons.

\$ Impact: Placing Medicaid recipients in "managed care" will provide greater access to care, greater continuity of care and more cost effective utilization of services. Estimated savings are at least **\$7 million annually**.

~~~~~

**Initiative #7**

**Recommendations 16 & 18:** Increase medical foster care and home care services to medically complex indigent children by at least 10% annually over the next three years. Recruit foster parents experienced in caring for children with complex medical problems to increase the number of medical foster care homes by at least 10% annually over the next five years.

**\$ Impact:** The 1990 Legislature appropriated \$29 million to fund a continuum of services for medically complex children, versus \$5 million for 1989-90. Estimated annual cost savings for the Department's goal of placing children in medical foster care is **\$45 million**.



**Recommendation 17:** Pursue maximum federal participation for Medicaid eligible children with complex problems.

**\$ Impact:** The state appropriation cited in recommendations 16 and 18 will attract an estimated \$20 million annually. Federal participation for these services was not previously available.

~~~~~

Initiative #11

Recommendation 38: Involve non-technical staff in development and implementation of the FLORIDA computer system.

\$ Impact: The FLORIDA system will integrate several existing stand-alone computer systems. Projected cost savings from its implementation are **\$105 million** during the first two years of operation. This is based on estimates of benefit error rate reduction for the AFDC, Food Stamp and Medicaid programs; staff cost avoidance; increased child support collections; improved audit trails; and consolidation of costly stand-alone computer systems.

~~~~~

**Initiative #25**

**Recommendation 80:** Utilize the statewide treasury demand account network to reduce the need for filing reports on cash balances in clearing accounts.

**\$ Impact:** The State Treasurer's demand account earns a higher interest rate than previously earned by the Department of Health and Rehabilitative Services. Funds are now available for investment from the day of deposit. The estimated revenue increase for just HRS funds is **\$75,000**.

## DEPARTMENT OF EDUCATION

### ACTUAL SAVINGS

**Recommendation 57:** *Increase support of initiatives to guarantee jobs to potential dropouts who stay in school.*

**\$ Impact:** Just six percent (52 of 926) of the at-risk students participating in the Department's Florida Compact program dropped out of school in 1989-90. Business contributions to the Florida Compact program in 15 school districts amounted to approximately **\$1.5 million** in 1989-90 versus \$600,000 in 1988-89.

### PROSPECTIVE SAVINGS

**Recommendation 2:** Determine how much of each school district's facilities needs can be met through year-round schooling.

**\$ Impact:** The Department of Education estimates that 15 percent of Florida's elementary school students realistically could attend year round schools during the next five years for a cost avoidance of **\$287 million**. If 30% attended year round schools, the cost avoidance would increase to \$574 million. One hundred percent participation would yield a \$1.9 billion five year cost avoidance.

**Recommendation 11:** Reuse architectural plans for intra-district and inter-district construction of new schools.

**\$ Impact:** A two year approval process required under Chapter 235, Florida Statutes, encourages reuse of architectural plans. The Department of Education distributes construction and cost data on popular school designs. Using prototype elementary school designs saves approximately 10% of the cost of a new facility (architectural fees, earlier construction start and purchase of equipment.) Dade County estimates savings of **\$1.5 million** and Broward County estimates savings of **\$900,000** on facilities currently under construction.

~~~~~

Recommendation 14: Determine the feasibility of teaching classes in facilities made available by the private sector.

\$ Impact: Currently, there are at least 375 public school students being taught in facilities provided by the business sector in Dade, Pinellas and Orange Counties. Based on the Department of Education's estimate that the cost of each new student station is approximately \$11,000 (including additional related space for media centers, cafeterias, administration, etc.) capital outlay savings at the present level of participation is approximately **\$4.1 million**.

The Department estimates there is a potential that within five years, 5000 students could receive educational instruction in business facilities for five year savings of \$55 million.

~~~~~

**Recommendation 49:** Change state law to use net lottery proceeds to double assistance to disadvantaged students.

**Action Taken:** The 1989 Legislature increased pre-kindergarten intervention funding from \$25 million to \$49 million, using Florida Lottery dollars.

**Comment:** The Perry Preschool Study, a longitudinal study conducted between 1965 and 1984, documented that cost savings from pre-kindergarten intervention programs are double expenditures. Based on this finding, a \$49 million expenditure could result in long-term savings of up to **\$98 million**.



## SUMMARY OF COST SAVINGS AND REVENUE INCREASES (\$ in millions)

### DEPARTMENT OF CORRECTIONS

#### Actual Savings

|                |                                                                                                                                                            |
|----------------|------------------------------------------------------------------------------------------------------------------------------------------------------------|
| \$ 3.1         | Donated prison sites (Recommendation #12)                                                                                                                  |
| \$ .4          | Department of Corrections, rather than Department of General Services, managed funds appropriated for construction of two new prisons (Recommendation #18) |
| \$ 24.0        | Value of inmate labor used to construct new prisons and perform work for local governments and other state agencies (Recommendation #26)                   |
| \$ 1.5         | Prison medical care savings (Recommendation #33)                                                                                                           |
| <u>\$ 29.0</u> |                                                                                                                                                            |

#### Prospective Savings

|                |                                                                                                                                                                |
|----------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------|
| \$ 48.0        | Prison re-design will reduce the cost per bed. (Recommendation #2)                                                                                             |
| \$ 1.1         | Department of Corrections, rather than Department of General Services, will manage funds appropriated for construction of six new prisons (Recommendation #18) |
| <u>\$ 49.1</u> |                                                                                                                                                                |

### DEPARTMENT OF TRANSPORTATION

#### Actual Savings

|         |                                                                          |
|---------|--------------------------------------------------------------------------|
| \$ 4.0  | Level issuance of construction bids (Recommendation #1B)                 |
| \$ .5   | Decentralization of road and bridge project approval (Recommendation #3) |
| \$ 1.0  | Right-of-way acquisition (Recommendation #7)                             |
| \$ .8   | Value engineering (Recommendation #18)                                   |
| \$ .1   | Bridge project savings (Recommendation #22)                              |
| \$ 2.1  | Utility relocation improvements (Recommendation #48)                     |
| \$ 16.0 | Federal funds for right-of-way acquisition (Recommendation #54)          |
| \$ .004 | In-house microfilming (Recommendation #64)                               |
| \$ .1   | Acquisition of professional services (Recommendation #69)                |
| \$ .03  | Computerized purchasing (Recommendation #72)                             |

(Continued on next page.)

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## PARTNERS in PRODUCTIVITY

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|         |                                                                 |
|---------|-----------------------------------------------------------------|
| \$ .01  | Forms reduction (Recommendation #76)                            |
| \$ .3   | Computer Aided Design and Drafting (Recommendation #79)         |
| \$ 1.4  | Engineering software programs and training (Recommendation #85) |
| <hr/>   |                                                                 |
| \$ 26.3 |                                                                 |

### Prospective Savings

|         |                                                              |
|---------|--------------------------------------------------------------|
| \$ .8   | Increased contractor penalties (Recommendation #14)          |
| \$ 20.0 | Bonding for right-of-way acquisition (Recommendation #41)    |
| \$ 5.0  | Changes in right-of-way acquisition law (Recommendation #43) |
| \$ 15.0 | Protection of transportation corridors (Recommendation #44)  |
| \$ .5   | Reduction of duplicate appraisals (Recommendation #46)       |
| \$ .04  | Contract advertising savings (Recommendation #66)            |
| \$ .1   | Contractual services data base (Recommendation #70)          |
| \$ .7   | Vendor protests (Recommendation #71)                         |
| \$ 2.0  | Standardized word processing (Recommendation #86)            |
| <hr/>   |                                                              |
| \$ 44.1 |                                                              |

## DEPARTMENT OF HEALTH AND REHABILITATIVE SERVICES

### Actual Savings

|         |                                                                                                 |
|---------|-------------------------------------------------------------------------------------------------|
| \$ .9   | Maximize federal funds for Project Independence (Recommendation #26)                            |
| \$ 34.8 | Increased child support payments (Recommendations #32 and #34)                                  |
| \$ .04  | Vendor non-performance penalty (Recommendation #39)                                             |
| \$ .9   | Consolidated purchase of microcomputers (Recommendation #43)                                    |
| \$ 3.0  | Consolidation of data centers (Recommendation #47)                                              |
| \$ .1   | Computer assistance center (Recommendation #49)                                                 |
| \$ 2.2  | Reconfiguration of data communications network (Recommendation #52)                             |
| \$ .005 | Delegation of authority to purchase Project Independence training services (Recommendation #68) |
| \$ .002 | Elimination of duplicate reporting (Recommendation #79)                                         |
| <hr/>   |                                                                                                 |
| \$ 41.9 |                                                                                                 |



**Prospective Savings**

|         |                                                                                                           |
|---------|-----------------------------------------------------------------------------------------------------------|
| \$ 7.5  | Medicaid managed health care systems (Recommendation #1)                                                  |
| \$ 8.2  | Primary care case management program for medicaid clients (Recommendations #3 and #4)                     |
| \$ 7.0  | Managed health care system for non-institutionalized medicaid clients (Recommendation #6)                 |
| \$ 45.0 | Foster care for medically complex children (Recommendations #16 and #18)                                  |
| \$ 20.0 | Increased federal participation for medicaid eligible children with complex problems (Recommendation #17) |
| \$105.0 | FLORIDA computer system (Recommendation #38)                                                              |
| \$ .08  | Statewide treasury demand network (Recommendation #80)                                                    |
| <hr/>   |                                                                                                           |
| \$192.8 |                                                                                                           |

**DEPARTMENT OF EDUCATION**

**Actual Savings**

|        |                                                                                                   |
|--------|---------------------------------------------------------------------------------------------------|
| \$ 1.5 | Increased business community participation in dropout prevention initiatives (Recommendation #57) |
| <hr/>  |                                                                                                   |
| \$ 1.5 |                                                                                                   |

**Prospective Savings**

|         |                                                                                          |
|---------|------------------------------------------------------------------------------------------|
| \$287.0 | Year round schools (Recommendation #2)                                                   |
| \$ 2.4  | Reuse of architectural plans (Dade and Broward Counties) (Recommendation #11)            |
| \$ 4.1  | Teaching classes in facilities made available by the private sector (Recommendation #14) |
| \$ 49.0 | Early intervention to assist disadvantaged students (Recommendation #49)                 |
| <hr/>   |                                                                                          |
| \$342.5 |                                                                                          |

**\$ 99 MILLION ACTUAL SAVINGS AND  
REVENUE INCREASES**

**\$628 MILLION PROSPECTIVE SAVINGS AND  
REVENUE INCREASES\*\***

\*\* This total does not include prospective savings from:

1. Expanded use of Community Control
2. Settlement of the Costello lawsuit relating to prison medical care
3. Teen pregnancy prevention program
4. Bulk purchase of pharmaceuticals for state corrections and HRS institutions
5. Statewide reuse of school architectural plans
6. Increased use of private sector facilities as classrooms

# MANAGEMENT IMPROVEMENTS FROM IMPLEMENTATION OF TASK FORCE RECOMMENDATIONS

## DEPARTMENT OF CORRECTIONS

### ACTUAL IMPROVEMENTS

**Recommendation 18:** *The Department of Corrections should strengthen staff in the areas of site selection and acquisition, and construction administration.*

**Action Taken:** As a result of increasing staff and expertise, appropriations for new prison construction now go directly to the Department of Corrections in lieu of being managed by the Department of General Services.

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Recommendation 32: *The Department should determine which types of inmates and persons on community control recidivate more and thus need more intense supervision.*

Action Taken: A client management classification system to identify community control cases that present the greatest supervisory problems and risks has been developed for implementation on July 1, 1991.

PROSPECTIVE IMPROVEMENTS

Recommendation 3: The Department should complete its new inmate classification system.

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**Recommendation 30:** The Department should collect data to analyze the comparative success of various correctional education, training and rehabilitative programs in reducing recommitments to the state prison system.

~~~~~

Recommendation 33: The Department should assume responsibility and accountability for prioritizing inmate medical care without compromising access. Guidelines should be observed for the determination of necessary versus elective treatment and procedures.

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**Recommendation 34:** The Department should assure that construction of 6000 new beds annually is done in the most energy efficient manner possible. Additionally, it should organize efficiency teams at each correctional institution to continuously identify specific actions that can be taken to hold down operating costs.



## DEPARTMENT OF TRANSPORTATION

### ACTUAL IMPROVEMENTS

**Recommendation 1A:** *The Department should ensure that incentives to road builders do not exceed the benefits of completing projects sooner.*

**Action Taken:** A new Department procedure requires a cost/benefit analysis before an incentive can be included in a construction contract. The analysis must show that the state will gain more than will be expended from including such a clause.

~~~~~

Recommendation 2: *The Department should determine the dollar amount of contracts to be issued by the seven districts vs. by the central office in Tallahassee.*

Action Taken: The limit on contracts issued by the Department's seven districts has been increased from \$250,000 to \$1 million. This change will help make selected road improvements available to the traveling public sooner. Approximately 17 contracts can now be let by each district an average of four months earlier than if they were let through the Tallahassee central office.

~~~~~

**Recommendation 4:** *Determine the appropriate degree of centralization of complex bridge design.*

**Action Taken:** The Department determined it best to keep complex bridge designs centralized, but to decentralize the others. In 1988, prior to decentralization, 63 out of 70 bridge designs were completed in the Tallahassee Central Office. In the first 15 months following the change recommended by Partners in Productivity, nearly half were completed in the districts.

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Recommendation 5: *Determine an optimum balance between centralized economies of scale vs. greater field management flexibility.*

Action Taken: A memorandum from Secretary Watts accompanying a departmental policy on decentralization effective July 1, 1990 states that:

- Managers will discontinue unjustified centralized functions;
- Central Office managers will become very skilled at managing in a decentralized organization; and
- Organization manuals, position descriptions, performance evaluations and the general manner in which the Central Office conducts business will reflect the above direction.

~~~~~

**Recommendation 6:** *Stress early starts and concurrent activities in road and bridge construction/maintenance.*

**Action Taken:** Performing various activities concurrently has reduced the time required to develop major road and bridge projects by 25% (from 60 months to 45 months). This resulted in savings of 56 project months on 15 major projects in 1989-90.

**Recommendation 8:** *Continue working on road and bridge designs during the federal review process.*

**Action Taken:** Implementation of this recommendation for all projects now **saves up to 30% of design time**. Plans are completed sooner and consultants are used more efficiently.

~~~~~

Recommendation 9: *Negotiate with the Federal Highway Administration for certification acceptance.*

Action Taken: Certification acceptance of approximately 150 road and bridge projects in 1990-91 will avoid the need for time consuming federal review, for a total DOT review time **savings of 300 weeks**, which can be used to review other projects.

~~~~~

**Recommendation 13:** *Include early completion incentives in contracts whose main purpose is to enhance road capacity.*

**Action Taken:** A Department procedure approved in January 1990 provides for a cost/benefit analysis to be performed before any incentive or disincentive provision is included in a contract.

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Recommendation 16: *Reduce supplemental agreements by at least 10 percent annually.*

Action Taken: Fourteen design and construction engineers have been assigned to perform Quality Assurance Reviews to identify recurring problems that necessitate supplemental agreements. Time savings will result from better plans, specifications and field practices that reduce the Department's liability through earlier resolution of problems.

Comment: A sufficient amount of time has not passed to measure the effects of these changes.

~~~~~

**Recommendation 17:** *Prohibit most supplemental work orders or changes.*

**Action Taken:** The Department's field employees now have written procedures on supplemental agreements, and -- as noted in the previous recommendation -- a Quality Assurance Review process has been put in place to assure that procedures are followed.

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Recommendation 19: *Compare the time to execute supplemental agreements before and after decentralization of the Department of Transportation.*

Action Taken: The time for processing supplemental agreements has been **reduced 13%** (from 121 days to 107 days). The Department is continuing to explore other ways to shorten the process. One possibility is a computerized construction system that would provide for electronic document processing and electronic signatures.

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**Recommendation 21:** *Determine which road and bridge building decisions regarding shop drawings can be better handled in the districts.*

**Action Taken:** The Department has decentralized all shop drawings to the seven districts.



**Recommendation 25:** *Initiate state road projects before requesting local governments or utility companies to move utility lines.*

**Action Taken:** A new Department policy assures that road projects will be undertaken as planned because all projects in the previous year's work program are now required to be incorporated into the current year's work program. Additionally, the current work program, including letting dates for individual projects -- is presented semi-annually to local utilities in each district.

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Recommendation 42: *Implement an advance right-of-way acquisition program and clarify authority to condemn right-of-way based upon preliminary engineering studies and documented need.*

Action Taken: An advanced acquisition program has been developed for implementation in 1991.

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**Recommendation 49:** *Implement penalties for utility companies' failure to relocate utilities to meet agreed upon work schedules.*

**Action Taken:** New enforcement provisions have been added to utility permits to improve compliance with time frames for utility relocation. Utility companies must now defend the Department of Transportation against claims resulting from their failure to adhere to an agreed upon schedule.

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Recommendation 61: *Expedite laboratory testing of road building materials and increase the use of private firms.*

Action Taken: The Department now contracts with commercial testing labs in six of its seven districts. It is awarding seven contracts for materials testing worth \$2.8 million in 1990-91.

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**Recommendation 75:** *Train department personnel in forms design.*

**Action Taken:** Training in forms analysis, creation, printing and handling has been completed. Since up to 90% of forms costs are personnel costs related to completing, processing, distributing, using and filing forms, this training should yield substantial efficiencies.

~~~~~

Recommendation 77: *Review the adequacy and efficiency of procedures and forms of operational units.*

Action Taken: The Department has implemented a "Standard Operating System for Procedures, Directives, Policy Statements, Standards and Guidelines" which includes continuing review, streamlining and deletion of procedures. This has reduced the number of procedures from 855 to 700.

PROSPECTIVE IMPROVEMENTS

Recommendation 10: The Department should propose needed state and federal legislation to make mitigation land banking an effective tool for expediting permitting of road building projects.

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**Recommendation 15:** The Department should propose legislation allowing it to award contracts based on a combination of contract price and contract time.

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Recommendation 19: The Department should continue to work on reducing the time required to execute supplemental agreements from the current 107 days to as few as 45 days.

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**Recommendation 20:** The Department should implement procedures to reduce contract letting time.

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Recommendations 26 & 47: The Department should conduct a pilot project to evaluate alternative mechanisms for advance right-of-way clearing for utility relocation.

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**Recommendation 45:** The Department should propose legislation to require better coordination between state transportation plans and local government comprehensive plans, and between Metropolitan Planning Organizations' long range plans and local government comprehensive plans.

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Recommendation 52: The Department should continue to work with the Governor's Office and the Senate and House Appropriations Committees to reduce the number of state budget appropriations categories for highway construction from 73 to a more manageable level.

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**Recommendation 62:** The Department should refine its methodology for comparing public and private costs.

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Recommendation 63: The Department should prepare a feasibility study on privatizing toll collection.

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**Recommendation 70:** The Department should complete the development of a contractual services data base for on-line access to historical cost data.

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Recommendation 74: The Department should complete its Business Information Systems Plan and request any funding needed to implement improved employee and consultant access to -- and reduction of costs associated with -- generating, maintaining and transmitting departmental rules, procedures, policies, directives and forms.

DEPARTMENT OF HEALTH AND REHABILITATIVE SERVICES

ACTUAL IMPROVEMENTS

Initiative #3

Recommendation 8: *The Department should include incentives for improved performance of case management "gatekeepers".*

Action Taken: The Department is doing this except where federal regulations prohibit case managers from being gatekeepers.

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#### Initiative #5

**Recommendation 14:** *The Department should make all Children's Medical Services offices Early and Periodic Treatment (EPSDT) providers.*

**Action Taken:** As of October 1990, all CMS clinics are required to provide EPSDT screening.

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Initiative #8

Recommendation 19: *Double a five year goal to move clients from day training programs to supported employment.*

Action Taken: The Department's goal was to move 5% of its clients annually. The Partners in Productivity HRS Subcommittee recommended doubling this goal. In 1989-90, about 7% of the clients were moved from day training to supported employment.

~~~~~

**Recommendation 22:** *Modify up to 10% of the Department's adult day training contracts annually during the next five years to emphasize supported employment.*

**Action Taken:** Eighty-five percent of all provider agencies now offer community-based employment training versus 75% in 1988-89, 50% in 1987-88 and 10% in 1986-87.

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Recommendation 24: *Give technical assistance to vendors providing competitive employment outcomes.*

Action Taken: About 58% (50 out of 85) of the vendors providing competitive employment outcomes have received training since 1987. The Department is working toward training all vendors who provide supported employment.

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#### Initiative #9

**Recommendation 28:** *Require unemployed parents of children receiving AFDC to get job training and employment.*

**Action Taken:** Pilot projects conducted by the Department of HRS in Duval, Hillsborough and Leon Counties required 410 unemployed absent parents of children receiving AFDC to participate in Project Independence job training and placement.

**Comment:** As a national leader in this area, the Department anticipates being selected as one of five social services agencies in the nation to participate in a demonstration project on how Project Independence improves the employability of non-custodial parents to reduce their children's dependence on welfare.

**Recommendation 31:** *Increase efforts to demonstrate Project Independence benefits to businesses and citizens by at least 15% annually during the next three years.*

**Action Taken:** Increased marketing of Project Independence has resulted in new employer agreements. For example, K-Mart stores has committed to fill at least four full time positions at each store in Florida with Project Independence participants.

~~~~~

Initiative #12

Recommendation 44: *Structure microcomputer bids to avoid limiting procurement to a single vendor.*

Action Taken: The Department now purchases its microcomputers from multiple vendors with state contracts.

~~~~~

**Initiative #19**

**Recommendation 62:** *By December 1, 1989 negotiate a prime vendor contract to supply pharmaceuticals to HRS facilities.*

**Action Taken:** In April 1990, the Department of General Services executed a Pharmaceutical Prime Vendor contract for the Departments of Health of Rehabilitative Services and Corrections.

**Comment:** The prime vendor will reduce inventories at HRS facilities by providing three-day delivery service; using a single source provider will reduce HRS's administrative workload; and the prime vendor will provide pharmaceutical services to small HRS units that would otherwise not receive the services because of a customary \$5,000 monthly minimum purchasing requirement.

## **PROSPECTIVE IMPROVEMENTS**

**Initiative #3**

**Recommendation 5:** The Department should request the federal government to amend Florida's Medicaid Plan to allow targeted case management for substance abusing pregnant women and drug exposed children.

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Initiative #4

Recommendation 10: The Department should provide incentives to focus health promotion and disease prevention services on individual lifestyle changes, and to encourage incorporation of health education into patient care.

~~~~~

**Initiative #5**

**Recommendation 12:** The Department should complete necessary planning and request an appropriation to make screening of high-risk children for substance abuse and mental health problems part of the standard regimen.

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Recommendation 13: The Department should complete development of effectiveness measures for intervention provided to at-risk children.

~~~~~

**Initiative #6**

**Recommendation 15:** The Department should develop a methodology to determine the cost savings resulting from its teen pregnancy prevention program.



**Initiative #7**

**Recommendations 16 & 18:** The Department should obtain a federal Medicaid waiver to provide medical foster care and home care to medically complex indigent children.

~~~~~

Initiative #8

Recommendation 21: The Department should increase its efforts to use Job Training Partnership Act funds to train and place clients with developmental disabilities.

Comment: In 1989-90, federal funds were available to serve 180 people, but just 67 people were identified who were qualified to participate under stringent federal rules.

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**Recommendation 31:** The Department should improve its ability to demonstrate Project Independence benefits to businesses and citizens.

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Initiative #10

Recommendation 33: The Department should improve the working relationship between Aid to Families with Dependent Children and Child Support Enforcement programs.

Action Taken: After December 1991, the Department's new FLORIDA computer system will facilitate co-locating Aid to Families with Dependent Children staff and Child Support Enforcement intake staff so that AFDC eligible clients who meet child support criteria can receive their benefits more quickly and with less paperwork.

~~~~~

**Recommendation 35:** The Department should automate the Child Support Enforcement program through the FLORIDA computer system not later than December 31, 1991.

**Action Taken:** Full implementation of the FLORIDA system in December 1991 will make HRS's child support enforcement system the first in the nation to have computerized processing of all federal requirements.

**Comment:** The FLORIDA computer system will improve client services by increasing collections through expediting enforcement processing; improving medical support and third party liability recovery; better informing custodial parents of actions being taken on their cases; and ensuring compliance with new federal program standards.

~~~~~

Initiative #11

Recommendation 36: The Department should use the FLORIDA computer system to improve coordination among HRS program offices.

Action Taken: The FLORIDA system is expected to improve communication among the Department's program offices. Based on worker time studies and experience in other states, Aid to Families with Dependent Children and Food Stamp applications will be processed 30% and 22% faster, respectively, and paperwork for these programs will be reduced by 85%.

~~~~~

**Recommendation 41:** Building on recently completed mainframe capacity studies, the Department should develop a plan to assure the optimal use and cost effectiveness of existing computer systems after the FLORIDA computer system becomes operational in December 1991.

**Initiative #12**

**Recommendation 42:** The Department should reassess its overall computer needs. A December 1986 office automation study concluded that 22,280 work stations were needed. HRS currently has approximately 7,000 work stations, and an additional 8,000 will be added by the FLORIDA computer system in 1991. The Department should carefully evaluate whether an additional 7,280 work stations will still be needed.

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Initiative #16

Recommendation 53: The Department should decentralize, to the eleven districts, printing of reports containing time sensitive data that can affect the receipt of federal benefits.

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**Initiative #17**

**Recommendation 54:** The Department should complete the development and implementation of a performance-based contract system, with outcome measures for each contract.

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Recommendation 55: The Department should develop and implement procedures for gathering and analyzing costs and performance levels based on units of service, and a uniform method to compute smaller defined elements with an associated cost per unit.

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**Initiative #18**

**Recommendation 57:** The Department should develop a system to standardize service definitions across program lines in order to provide a uniform basis for setting residential care rates.

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Recommendation 58: The Department should complete the implementation of a system for uniform collection and analysis of contract cost information in order to have a data base for determining whether these costs are reasonable.

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**Recommendation 59:** The Department should use minimum standards for specific client care expenditures as an aid in setting equitable rates across HRS program lines.

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Recommendation 61: The Department should include regional cost differentials in its uniform rate system to reflect differences in labor and other costs.

DEPARTMENT OF EDUCATION

ACTUAL IMPROVEMENTS

Recommendation 16: *School districts should use lease/purchase to procure selected educational facilities and equipment.*

Action Taken: Twelve school districts (which constitute most of those for whom this recommendation is appropriate) have used a newly authorized lease-purchase alternative to finance \$194 million worth of educational facilities and equipment.

Recommendation 20: *The Department of Education should conduct annual training sessions on school-based management.*

Action Taken: Almost all of Florida's 1304 elementary school principals attended a Department sponsored leadership seminar in July 1990 that included training in school-based management. Additionally, 300 school-based teams consisting of a principal and four teachers, have attended the Department's summer seminars on participatory decision-making during the past three years.

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**Recommendation 26:** *Collect data on the use of computers in classrooms for regular academic subjects.*

**Action Taken:** The Department's annual survey was revised in 1989 to collect data on the number of schools and students who are using microcomputers in 13 curriculum areas.

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Recommendation 29: *Develop policies to increase teachers' authority, productivity and accountability.*

Action Taken: The Department has provided training in collaborative decision making to approximately 1500 elementary school principals and teachers representing 200 schools in 48 of the 67 districts.

Additionally, at least \$3 million of the \$27 million appropriated by the 1990 Legislature for educational technology will be used for teacher training. The Department's goal is to assist teachers in 1,200 elementary schools and 432 middle schools by the middle of 1991.

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**Recommendation 37:** *Provide all districts with access to the Department's certification database.*

**Action Taken:** The teacher certification process has been overhauled and now accomplishes in one month what formerly took up to eight months. All districts, teachers' unions and some private schools have access to the Department's certification database.

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Recommendation 50: *Expand project SAVE (Solutions for Academic and Vocational Excellence) to strengthen basic competencies of vocational students.*

Action Taken: Project SAVE has been incorporated into the Department's Blueprint for Career Preparation. Its goal: To better integrate academic and vocational education by providing students with job skills while strengthening their math, science and communication competencies. Blueprint programs now operate in 156 schools vs. just four in 1988-89.

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**Recommendation 62:** *Develop a statewide program to encourage parent involvement in education.*

**Action Taken:** The Department's "Red Carpet Schools" program seeks to communicate to parents that they are welcome in their children's schools. As of September 30, 1990, the Department had designated 603 of the state's 2200 schools as Red Carpet Schools.

A second departmental initiative -- "Home Is A School Zone Too" -- is focusing on involving family members to create a home environment that supports their children's school success.

**Recommendation 63:** *Encourage employers to give parents time off to attend dropout counseling sessions.*

**Action Taken:** A March 1990 publication by the Department of Education and the Florida Chamber of Commerce challenges Florida employers to develop policies and programs that put families first. Major corporations including NCNB and CITICORP now provide time off for employees to attend parent/teacher conferences.

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Recommendation 64: *Make additional social services more accessible for potential dropouts and their families.*

Action Taken: A cooperative agreement signed by the Commissioner of Education and Secretary of Health and Rehabilitative Services has increased the two agencies' collaborative efforts to make social services more accessible to potential dropouts and their families. Family Service Planning Teams have been established in most school districts to provide a single point of contact for parents and students at risk of dropping out primarily due to unmet mental health needs. School districts in Escambia, Santa Rosa, Alachua and Hillsborough Counties have entered into agreements with HRS to make needed services available at the school site.

The Department's 1991-93 budget will request funding for complimentary initiatives with HRS to target high risk students and their families.

PROSPECTIVE IMPROVEMENTS

Recommendation 4: The Department should develop a ten year comprehensive plan that integrates requirements and guidelines for cost-effective design, siting and construction of new schools.

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**Recommendation 8:** The Department should develop a tracking system to accurately determine each school's annual maintenance needs.

**Action Taken:** The Department is developing a system which will be operational statewide by January 1992.

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Recommendation 13: School districts should collect and report data on the total annual use of each school facility and the Department of Education should prepare a statewide report.

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**Recommendation 14:** School districts should expand the use of available facilities in large businesses, plants and factories for selected K-12 academic and vocational classes.

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Recommendation 18: The Department should continue working to expand school choice.

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**Recommendation 22:** The Department should continue to identify and modify or delete state process mandates on school districts in order to boost teacher and student productivity.



**Recommendation 23:** School districts should establish productivity improvement programs for their administrative and instructional staff.

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**Recommendation 27:** The Department should collect and publish data on the types and number of technology-based pilot projects successfully replicated throughout the state.

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**Recommendation 29:** The Department and school districts should create several teaching levels (senior teachers, teaching assistants, paraprofessionals, retirees, interns and student teachers) for greater system flexibility and management accountability.

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**Recommendation 31:** The Department should continue to improve accountability by requiring school district performance reports required under Section 229.575, Florida Statutes, to include data on remedial instruction needs, college placements and teacher productivity improvement resulting from training and enhanced use of education technology.

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**Recommendation 38:** The Department should measurably improve its statistics and analysis on the level of qualifications of Florida teachers.

**Action Taken:** In February 1991, the Department will begin collecting data on all 225,000 instructional and non-instructional staff in the 67 school districts. This will include areas in which teachers are certified, college degrees earned, years of experience, in-service training completed and beginning teacher program participation. This data will be used to qualify districts for state funding. It will also be matched against teacher certification files and student data files to verify that teachers are qualified to teach courses assigned to them.

**Comment:** The Department and school districts should re-evaluate procedures for removing educators from the classroom. During the past three years, a total of just 25 out of more than 100,000 teachers' certificates have been suspended or revoked for inadequate classroom performance.

~ ~ ~ ~

**Recommendation 40:** School districts should exercise authority granted in Section 231.001, Florida Statutes, to tie roughly half of principals' salary increases to measurable increases in student performance and their willingness to stay in school. Similar provisions for classroom teachers should be negotiated through the collective bargaining process.

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**Recommendation 41:** School districts should develop a plan to credit prior experience in setting salaries of professionals entering the teaching field.

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**Recommendations 42 & 43:** All school districts should place additional emphasis on annually measuring their performance and informing the public of positive improvements.

**Recommendation 44:** The Department should develop a tracking system to measure dropout rates at individual schools.

**Action Taken:** The Department will field test its newly developed dropout methodology in 1990-91 and implement a statewide system in 1991-92.

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Recommendation 44: The Department should continue working on a tracking system to measure dropout rates at individual school and district levels.

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**Recommendation 47:** School districts should make greater use of educational technology to enable at-risk students to master academic subjects at their own level and pace.

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Recommendation 48: School districts should incorporate dropout improvement provisions in principals' and teachers' performance evaluations.

Action Taken: To encourage school districts to focus on school performance, the Department of Education has developed an accountability system for student performance which includes reduction of the dropout rate at each school site. The Department's 1991-93 budget request will reflect adjustments in district grants and allocations based on adoption of this system.

Comment: Performance evaluation is a responsibility of each local school district. The Department's role is to provide incentives and assistance to improve it.

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**Recommendation 49:** The Department should request increased funding for school-based social workers.

~~~~~

Recommendation 56: Use individualized computer instruction to help students learn at their own pace.

Action Taken: The Department of Education has several initiatives underway:

- It is funding Project CHILD (Computers Helping Instruction and Learning Development) to assist elementary school teachers in using computers as learning and teaching tools;
- It operates the Florida Software Acquisition Project which provides school districts with information on instructional computer software products; and
- It distributes funds to school districts to purchase computer hardware and software, and for staff training on their use as instructional tools.

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**Recommendation 57:** The Department should improve the Florida Compact program by encouraging business participation with public schools on a matching basis.



## LEGISLATIVE ACTIONS ON TASK FORCE RECOMMENDATIONS

### CORRECTIONS

#### ACTION TAKEN

**Recommendation 1:** *Develop a five year Corrections Master Plan.*

**Action Taken:** The 1989 Legislature mandated that the Department of Corrections develop and annually update a Master Plan.

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Recommendation 19: *Conduct pilot project(s) using the turnkey lease approach.*

Action Taken: The 1989 Legislature appropriated funds for three privately constructed and operated prisons.

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**Recommendation 23:** *Expand advanced forms of electronic surveillance for Community Control.*

**Action Taken:** The 1990 Legislature appropriated \$796,000 for the Department to upgrade 415 community control electronic monitoring units with tamper alert features, and to purchase new equipment.

#### ACTION NEEDED

Recommendations 20, 21 and 22: The 1991 Legislature, in conjunction with the state courts system, should review current sentencing policies and practices to determine whether expanded use can be made of community control, consistent with public safety.

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Recommendation 33: The Legislature should not increase the current \$128 million budget for prison medical care until cost saving management improvements have been put in place and given time to work.

TRANSPORTATION

ACTION TAKEN

Recommendation 14: *Impose more meaningful penalties when a contractor is late in completing a road or bridge project.*

Action Taken: The 1990 Legislature increased liquidated damages for each dollar range of contracts.

Recommendation 37: *Develop a re-bidding procedure for cases where all road or bridge project designs are rejected.*

Action Taken: The 1989 Legislature authorized the Department of Transportation to negotiate with the previously selected design/build team to bring a rejected proposal into compliance.

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**Recommendation 41:** *Implement bonding for right-of-way acquisition.*

**Action Taken:** The 1990 Legislature authorized the sale of up to \$500 million worth of bonds for advance right-of-way land acquisition.

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Recommendation 42: *Clarify the authority of state and local governments to condemn right-of-way.*

Action Taken: The 1990 Legislature enacted corrective legislation following a Supreme Court ruling on the corridor protection statute.

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**Recommendation 43:** *Amend state law to tighten restrictions on payments to property owners' attorneys.*

**Action Taken:** The 1990 Legislature authorized incentives to property owners to settle on the value of their property without litigation.

~~~~~

Recommendation 46: *Metropolitan Planning Organizations should not alter established road project schedules except under extraordinary circumstances.*

Action Taken: The 1989 Legislature expanded restrictions on removing or rescheduling state road projects in Metropolitan Planning Organization plans.

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**Recommendation 66:** *Delete a requirement to advertise road building jobs in the Florida Administrative Weekly.*

**Action Taken:** The 1990 Legislature deleted a duplicative advertising requirement for contracts over \$250,000.

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Recommendation 67: *Permit overnight mail services to be used for notification of contract decisions.*

Action Taken: The 1990 Legislature authorized greater flexibility in notifying bidders regarding the Department's road and bridge contract decisions, including the use of express mail.

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**Recommendation 71:** *Require vendors to post a bond when contesting major bids let by state agencies.*

**Action Taken:** The 1990 Legislature authorized posting of bonds to reduce delays associated with frivolous or improper protests.



## ACTION NEEDED

Recommendation 15: The 1991 Legislature should authorize the Department of Transportation to award contracts based on a combination of contract price and contract time.

~~~~~

Recommendation 44: The 1991 Legislature should propose legislation requiring protection of transportation corridors and right-of-way.

HEALTH AND REHABILITATIVE SERVICES

ACTION TAKEN

Initiative #6

Recommendation 15: *Increase the effectiveness of teenage pregnancy programs.*

Action Taken: The 1990 Legislature acted to reduce teenage pregnancy by requiring age-appropriate sexuality education in all grades and by funding improved health services in public schools.

~~~~~

#### Initiative #7

**Recommendations 16 & 18:** *Increase medical foster care and home care services to medically complex indigent children by at least 10% annually over the next three years. Recruit foster parents experienced in caring for children with complex medical problems to increase the number of medical foster care homes by at least 10% annually over the next five years.*

**Action Taken:** The 1990 Legislature appropriated \$29 million to fund a continuum of services for medically complex children, versus \$5 million for 1989-90.

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Initiative #9

Recommendation 30: *Strengthen linkages between Project Independence and the Department of Education's pre-kindergarten day care program for the economically disadvantaged.*

Action Taken: The 1989 Legislature mandated the Departments of Education and Health and Rehabilitative Services to coordinate services to young children and their families.

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#### Initiative #10

**Recommendation 32:** *Promote state legislation to implement selected provisions of the federal Family Support Act.*

**Action Taken:** The 1989 Legislature brought Florida's Child Support Enforcement Program into compliance with the Federal Family Support Act of 1988.

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Initiative #20

Recommendation 67: *Amend state law to release additional General Revenue to agencies employing Project Independence clients.*

Action Taken: The 1989 Legislature authorized the Governor's Office to release additional General Revenue funds to state agencies employing Project Independence participants in order to provide an incentive to hire these people.

Initiative #22

Recommendation 71: *Increase the authorized period for use of office space without a lease from 21 to 120 days.*

Action Taken: The 1990 Legislature authorized a streamlined approval process for short term, non-emergency bidding for office space by state agencies.

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**Recommendation 72:** *Permit negotiated leases in emergencies.*

**Action Taken:** The 1990 Legislature authorized state agencies to negotiate emergency leases when office space is rendered uninhabitable by an act of God or by lessor neglect.

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Initiative #23

Recommendation 75: *Require vendors protesting solicitations or contract awards to post a bond.*

Action Taken: The 1990 Legislature acted to reduce frivolous protests which halt the competitive bid process by requiring protestors to post a bond.

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**Initiative #25**

**Recommendation 79:** *Eliminate duplicate reporting of membership dues and out-of-state travel.*

**Action Taken:** The 1989 Legislature repealed a requirement to report out-of-state travel.

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Initiative #26

Recommendation 82: *Allow agencies to purchase surplus property under \$500 with expense funds.*

Action Taken: The 1989 Legislature increased the purchasing threshold for Operating Capital Outlay (OCO) items to \$500.

ACTION NEEDED

Initiative #9

Recommendation 27: The 1991 Legislature should appropriate approximately \$4 million in order to require 6,000 additional teenage parents to participate in a Project Independence job training and placement program, to help them get off welfare.

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**Initiative #17**

**Recommendation 56:** The 1991 Legislature should appropriate funds to complete implementation of the Department's Model Uniform Contract Management System, which is designed to improve HRS service provider accountability and streamline the contracting process.

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Initiative #22

Recommendation 70: The 1991 Legislature should authorize turnkey lease construction to compete with existing lease space to house state workers.

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**Initiative #25**

**Recommendation 79:** The 1991 Legislature should act to eliminate duplicate reporting of professional and organization membership dues expenditures.



## EDUCATION

### ACTION TAKEN

**Recommendation 1:** *Provide incentives for school districts to maximize the use of existing facilities.*

**Action Taken:** The 1990 Legislature authorized incentives for school districts which increase their utilization of school facilities by at least 20% over design capacity.

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Recommendation 6: *Reduce the projected ten year facilities need by better using current schools.*

Action Taken: The 1990 Legislature authorized incentives for school districts to use relocatable facilities, so that current facilities can accommodate growth.

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**Recommendation 17:** *Analyze the most cost-effective ways to finance new school facilities.*

**Action Taken:** The 1990 Legislature increased the gross receipts tax on utilities by one-half percent in 1990 and an additional one-fourth percent in 1991 and 1992.

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Recommendation 21: *Adopt meaningful school-based management in selected schools in each district.*

Action Taken: The 1989 Legislature created the District School Site Restructuring Incentive Program. It appropriated \$1 million to assist school districts which develop restructuring plans that increase the use of educational technology and assure the participation of principals, teachers and parents in school decisions.

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**Recommendation 22:** *Compile a list of state mandates which can be modified/eliminated to boost productivity.*

**Action Taken:** The 1989 and 1990 Legislatures and the State Board of Education revised or repealed 35 laws and rules identified by Commissioner Castor's Efficiency Committee on Rules as inhibiting productivity and cost savings.

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Recommendation 25: *Increase classroom use of instructional technology by at least ten percent annually.*

Action Taken: The 1990 Legislature increased its appropriation for purchasing instructional technology and training teachers to use it by 93% to \$27 million.

~~~~~

**Recommendation 32:** *Increase by ten percent annually the number of retired professionals in other fields that are hired to teach in public schools.*

**Action Taken:** The 1990 Legislature established a "Second Career in Teaching" program to attract professionals from other fields.

**Recommendation 33:** *Remove barriers preventing persons in other occupations from becoming teachers.*

**Action Taken:** The 1990 Legislature authorized school districts to develop alternative certification programs. It appropriated \$360,000 to operate six centers to help prospective teachers become certified.

~~~~~

Recommendation 42: *Implement performance and productivity measurement systems in each district.*

Action Taken: The 1989 Legislature passed the High School Accountability Act, which establishes program goals and requires reporting on promotion, graduation and dropout rates; completion of upper level science and math courses; and use of post-secondary feedback reports on former students.

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**Recommendation 47:** *Develop a curriculum for each at-risk student to progress at his/her own level and pace.*

**Action Taken:** The 1990 Legislature appropriated \$3.7 million to fund "Teachers As Advisors" programs in 200 of the state's 500 middle schools, and up to 20 model school advisement training sites where successful dropout programs are shared with other schools.

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Recommendation 49: *Change state law to use net lottery proceeds to double assistance to disadvantaged students.*

Action Taken: The 1989 Legislature increased pre-kindergarten intervention funding from \$25 million to \$49 million, using Florida Lottery dollars.

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**Recommendation 51:** *Extend school hours to help keep students from dropping out.*

**Action Taken:** The 1989 Legislature appropriated \$1.5 million to expand before and after school child care -- with a focus on at-risk children.

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Recommendation 53: *Initiate alternative education programs to correct negative behavior of at-risk middle schoolers.*

Action Taken: The 1989 Legislature amended the Florida Progress in Middle Childhood Education (PRIME) Act to require schools to regularly schedule time for small group guidance activities that focus on the social and emotional growth of students.

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**Recommendation 54:** *The Department and school districts should determine how dropout is affected by the way students move through the K-12 education system.*

**Action Taken:** The 1990 Legislature enacted several provisions which speak to this issue. For example, school districts are now required to review their student progression policies, and they must award partial credit for a full-year course in which a student passed one semester.



## **ACTION NEEDED**

Recommendation 5: The 1991 Legislature should mandate that new schools be designed to substantially increase the use of instructional technology in classrooms.

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Recommendation 11: The 1991 Legislature should provide incentives to encourage school boards to reuse construction plans to reduce design time and construction costs.

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Recommendations 34 & 35: The 1991 Legislature should amend Section 231.29, Florida Statutes, to require teacher career development plans and to require teacher involvement in developing such plans.

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Recommendation 39: The 1991 Legislature should require sixth grade teachers to be certified in an academic subject.

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Recommendation 58: The 1991 Legislature should appropriate state funds to match private sector challenge grants to improve educational programs and reduce dropout. The current level of state funds permits matching fewer than half of 90 available challenge grants.

## **EVALUATION OF TASK FORCE RECOMMENDATIONS**

### **GRADING STANDARDS**

The following standards were used to measure implementation of 274 cost saving and management improvement recommendations in the Task Force's reports on Florida Corrections, Transportation, Education, and Health and Rehabilitative Services:

1. Results and impact of implementation of each recommendation.
2. Percent of each recommendation that has been implemented. If less than 100%, a description of action to be taken to complete implementation, and by what date.
3. Cost savings or cost avoidance (actual or estimated) or increased federal funding resulting from implementation of each recommendation.
4. Methodology used to calculate the cost savings/cost avoidance.
5. Management/operational improvement(s) resulting from implementation of each recommendation.
6. Implementation of an alternative similar to the Task Force's recommendation.
7. Receptiveness of the state agency to the recommendation, including willingness to change past practices and to innovate.
8. Effort demonstrated to implement the recommendation, as indicated by amount of follow-up -- including development of needed legislation and cooperation with other government agencies.
9. Assessment of the quality of implementation of the recommendation.
10. Ongoing efforts to institutionalize the recommendation or a similar cost-saving improvement.

### **METHODOLOGY**

The Partners in Productivity Task Force's 274 recommendations were each assigned a priority ("higher than average", "average" or "lower than average"). A range of six points to zero points was awarded for documented evidence that a recommendation has been implemented fully, substantially, partially or not at all. The total number of recommendations in each Task Force report that were implemented fully, substantially, partially or not at all was tallied. An implementation percentage (total points earned divided by maximum points attainable) was also calculated for the four agencies. A copy of this material is available upon request to Florida TaxWatch, Inc.



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