

# **IMPROVING FLORIDA GOVERNMENT'S PERFORMANCE**

## **EXECUTIVE SUMMARY**

# **PARTNERS** in **PRODUCTIVITY**





## **PARTNERS** *in* **PRODUCTIVITY**

*Chairman*  
**James L. Broadhead**  
*Chairman and CEO*  
*FPL Group, Inc.*  
*Juno Beach*

*Vice Chairman*  
**Willard D. Dover**  
*Attorney at Law*  
*Fleming, O'Bryan & Fleming, PA*  
*Ft. Lauderdale*

*Executive Director*  
**David M. Davis**  
*Florida TaxWatch, Inc.*  
*Tallahassee*

Partners in Productivity is a public and private cooperative effort established in 1987 by The Florida Council of 100, Florida TaxWatch and the State of Florida. 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 legislative leadership.

**Productivity Measurement and Quality Improvement.** A Task Force of business and civic leaders was appointed in December 1991 to conduct a six month examination of the operations, performance targets and improvement strategies of state agencies. The following Executive Summary to the Task Force's full report is the culmination of that effort.

**Cost Savings Reports.** In 1988-89, a previous task force of business and civic leaders examined 24 key issue areas in education, transportation, health and rehabilitative services and corrections, which together account for almost three-fourths of the state's current \$31.8 billion budget. The task force recommended 274 cost saving ideas and management improvements worth an estimated \$727 million for implementation in state government. Initial report cards released in December 1990 documented \$99 million worth of improvements and pinpointed where additional effort is needed to complete the job. A final accounting of all cost savings and management improvements will be issued early in 1993 by Partners in Productivity.

**Employee Rewards and Recognition.** The Davis Productivity Awards program annually recognizes and rewards the "unsung heroes in the trenches" of Florida state government. It 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. The awards spotlight measurable, documented and verified productivity increases, cost savings, unusual innovation and other performance which exceed established standards. Since 1989, a total of \$175,000 in cash, plaques and other recognition has been provided to more than 700 individuals and work units who collectively added \$375 million worth of value for Florida taxpayers.

*Partners in Productivity is the recipient of a 1989 Certificate of Merit for Distinguished Research from the Governmental Research Association, and a 1991 award for state government innovation from the National Center for Public Productivity.*

---

Published by Florida TaxWatch, Inc., Dominic M. Calabro, President.

Copyright 1992 by Florida TaxWatch, Inc. Duplication or reproduction to enhance the productivity of Florida Government is encouraged.

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

Partners in Productivity • 1114 Thomasville Road • Tallahassee, FL 32303 • (904) 222-5052

**IMPROVING FLORIDA GOVERNMENT'S PERFORMANCE**  
A Progress Report to Florida's Governor, Cabinet, Legislature and Taxpayers

July 1992

**EXECUTIVE SUMMARY**

(Copies of the Task Force's full report are available by contacting Partners in Productivity)

**Partners in Productivity Task Force**

**STEERING COMMITTEE**

**Chairman**  
**James L. Broadhead**  
Chairman and CEO  
FPL Group, Inc.  
Juno Beach

**Vice Chairman**  
**Willard D. Dover**  
Attorney at Law  
Fleming, O'Bryan and Fleming PA  
Ft. Lauderdale

**Whitfield M. Palmer, Jr.**  
Chairman  
The Florida Council of 100  
Chairman  
MFM Industries, Inc.  
Ocala

**Michael Zagorac, Jr.**  
Chairman, Florida TaxWatch, Inc.  
Vice President  
Jack Eckerd Corporation  
Clearwater

**Jack B. Critchfield**  
Vice Chairman  
The Florida Council of 100  
Chairman and CEO  
Florida Progress Corporation  
St. Petersburg

**SUBCOMMITTEES**

**Governmental Service Delivery**  
**Chairman, William E. Flaherty**  
President, Blue Cross and  
Blue Shield of Florida, Inc.  
Jacksonville

**Environment and Development**  
**Chairman, Charles E. Rice**  
Chairman and CEO  
Barnett Banks, Inc.  
Jacksonville

**Law Enforcement**  
**Chairman, Joseph P. Lacher**  
President and CEO  
Florida Southern Bell  
Miami

**Promotion**  
**Chairman, Paul T. Nolan**  
South Area President  
GTE Telephone Operations  
Tampa

**Regulation**  
**Chairman, John T. Hartley**  
Chairman, President and CEO  
Harris Corporation  
Melbourne

**Support to Government Agencies**  
**Chairman, R. Travis Storey**  
Managing Partner  
Arthur Andersen and Co.  
Jacksonville

**Education, Revenue, State and Legal Affairs**  
**Chairman, Robert A. Morris, Jr.**  
Chairman, Ramar Group Companies  
Sarasota

**FROM THE CHAIRMEN**



James L. Broadhead, Chairman  
Partners in Productivity



Willard D. Dover, Vice Chairman  
Partners in Productivity

This Executive Summary contains the findings of a 46 member Partners in Productivity Task Force announced in December 1991 to conduct a six month review of state agencies' operations, performance targets, and improvement strategies.

The Task Force recognized that the establishment of an effective system for setting appropriate agency targets, measuring performance against these targets, and improving performance was an on-going task that would take several years to approach the desired level of effectiveness. Nevertheless, it was felt that a six-month effort to examine state operations, performance targets, and improvement strategies would be an appropriate first step. It is recommended that this step be followed by a continuous and institutionalized effort.

This Executive Summary is divided into two parts: a Summary & Conclusions, and a summary of the work of each of the Task Force's seven subcommittees. The Summary & Conclusions sets forth the need for improved government performance, the background and implementation of the Task Force assignment, the general findings and observations of the subcommittees, the requirements for future success, and the recommendations of the Task Force. Each of the subcommittee summaries includes a chairman's overview, key findings, and recommendations relating to the state agencies examined.

The Task Force's full report (available upon request to Partners in Productivity) includes all of the material in this Executive Summary plus the full reports of the subcommittees. These reports contain information on the size, budget, mission and functions of each state agency, observations and comments on selected agency operations, and a listing of preliminary performance and productivity measures for each agency.

The Task Force is indebted to the state agencies for their assistance to the subcommittees. Most state agencies were very receptive and offered enthusiastic support. In many instances we found a desire in the agency heads and employees to be more productive and to improve their operations. Their support was essential to the successful completion of this report.

We are also indebted to the staffs of Florida TaxWatch, The Florida Council of 100, and Dave Davis, Executive Director of Partners in Productivity, for their support and commitment to helping improve Florida Government's Performance.

---

## SUMMARY AND CONCLUSIONS

### Need for Improved Governmental Performance

Government in Florida is ineffective, inefficient, and increasingly expensive, and it suffers from a lack of citizen confidence. Over the past decade, growth in the size and spending of Florida government has outstripped growth in the state's population and economic base. During the 1980s, Florida's population grew by 31% while the state budget increased by 224%. As stated in the report of the Governor's Commission for Government by the People:

*Even after adjusting for inflation and population growth, state government spent 55 percent more in 1990 than it had in 1980. Yet as spending accelerated, our problems intensified. Florida still has the nation's highest crime rate, a below average graduation rate and one of its highest illiteracy rates. There are more functional illiterates among Florida's 13 million than among Japan's 120 million.*

In a recent survey of registered voters conducted by Mason-Dixon Opinion Research, 71% of the respondents asserted that Florida's state government is not making adequate use of state money. Further, 77% of those polled rated government services either only "fair" or "poor." Fifty percent of those polled stated that if state programs' performance and productivity were evaluated each year, they would be more likely to support higher taxes.

If the credibility of state government is to be restored, it must be demonstrated that the state has clear priorities and is held accountable for achieving these priorities in a cost-effective manner.

### Task Force Assignment

Following his election as Governor in November 1990, Lawton Chiles described his election as "a clear election mandate to make government function more efficiently and effectively" for the people. Accordingly, he made an inaugural day pledge to establish a vehicle to explore and provide the roadmap for "right sizing" state government, and shortly thereafter he announced the formation of the Governor's Commission For Government by the People. The Commission, chaired by Mayor Bill Frederick of Orlando, released a report in October, 1991, which proposed, among other things, "establishing outcome measures for all government programs and issuing reports for their performance to the people of Florida."

One month later Governor Chiles requested Partners in Productivity to conduct a review of the operations, performance targets, and improvement strategies of state agencies. The objective of this effort was the improvement of the effectiveness (doing the correct things) and efficiency (doing things in a cost effective manner) of state government by initiating the development of a comprehensive performance and productivity measurement system.

Partners responded to the Governor's request by appointing a Task Force consisting of 46 members of The Florida Council of 100 and Florida TaxWatch. The Task Force was organized into seven subcommittees to work with state agencies along functional lines. Each subcommittee met with the respective agency heads and their staffs to review their missions, goals and objectives, perceived obstacles to improved performance, and preliminary performance and productivity measures. Because of time and resource constraints, most of the subcommittees focused their efforts on one or two agencies.

### General Findings and Observations

During the course of the Task Force's work, the subcommittees made a number of findings and observations:

- Most state agencies were very receptive to assistance offered by the subcommittees. In many instances, we found a high degree of enthusiasm and desire on the part of agency heads and employees to be productive and improve their operations.
- Most state agencies operate under a maze of rules and regulations that create major roadblocks, severely restricting the ability of managers to manage and employees to effectively perform their jobs.
- Flexible productivity programs are being piloted in the Departments of Revenue and Labor and Employment Security to change rigid job classifications, pay, and bumping rights. These programs appear to have been successful.
- In many agencies, there is no clear vision, set of objectives, or focus of activities and accountability. Agency Strategic Plans are in various states of completion, effectiveness, and usefulness. Linkage between agency mission, goals, objectives, and the measurements used are tenuous and indirect. *There are too many measurements of process and not enough measures of results.*
- Embedded in the system are incentives not to perform, reduce needs, cut or contain costs. There is an inherent lack of an underlying economic value system to control state budget expenditures. State agency heads are motivated primarily to accomplish the agency's mission as prescribed by law and regulation and to spend their budgets. Cost is not a major consideration.
- There are no means or commitment to ensure that fundamental reforms remain in place when elections cause changes in the Executive and Legislative branches.
- There is insufficient buy-in to the change process. Agencies are still reluctant to give up some of their independence for the success of state government as a whole. This is a common issue within a business organization but seems especially prevalent in government.
- There is insufficient customer focus. The internal and external "customers" of each agency need to be explicitly identified, and the actions required to satisfy these customers' needs must be included in Agency Strategic Plans.

### Requirements for Future Success

The foregoing general findings and observations highlight the many barriers to success and the difficulty of implementing programs to improve the effectiveness and efficiency of government agencies. There are many concepts and commissions around our country dedicated to the improvement of government operations, but too little to show for the time and effort involved. We believe that these shortfalls relate in large part to the failure of government to adhere to certain principles of management that have been proven in a wide variety of public and private organizations. The Partners in Productivity Task Force suggests that the following principles must be applied if the essential components of an improvement program are to be achieved.

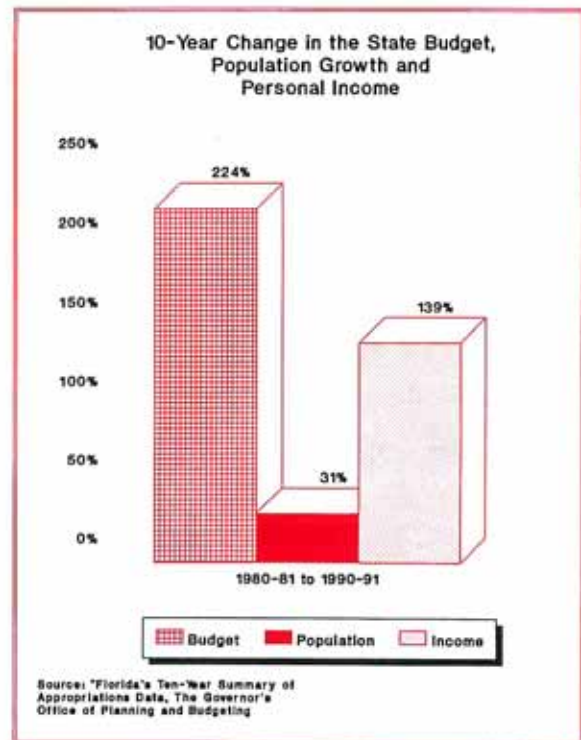
#### Leadership

Most major organizational changes begin at the top. They require not only a vision of the future organization but consistency and hard work in trying to bring about that vision. It is essential that the Governor, Cabinet, and Legislative leadership view a more effective and efficient state government as a top priority on which they are willing to focus a significant amount of attention (and some needed resources) over an extended period of time.

#### Spending Limitation

Dramatic organizational changes in the private sector are rarely made in the absence of a crisis - usually a threat to financial viability. As demonstrated by the growth in state spending during the past decade, state government has not felt itself subject to the financial constraints and competitive forces that individuals and businesses in Florida face every day. Indeed, *state agencies requested a 53% one-year increase for fiscal year 1992-93*. As a consequence of this lack of fiscal discipline, the culture in government often ignores both effectiveness (doing the correct things) and efficiency (doing things in a cost effective manner).

For long term reforms to take root, it is essential to have a spending/revenue limitation that will act as an incentive for government to prioritize and economize. Such a limitation should be tied to an index easily understood by the people (such as growth in personal income), an adequate "rainy day" or working capital fund. Spending/revenue limitations have been suggested several times in the past but never enacted. Spending/revenue limits are currently in place in 22 states, and it is time that such a mechanism be adopted in Florida, preferably by Constitutional amendment.



### Total Quality Management (TQM)

TQM is a process to increase customer satisfaction by enabling employees at all levels to improve the operating processes and procedures through which work is performed. Its successful implementation is not easy and requires: a clear vision of the organization's mission; a mission for each part of the organization that is consistent with the mission of the organization as a whole; objectives or targets consistent with the achievement of these missions; measurement of performance against these targets on a regular basis; constant reassessment of targets and the means of achieving them; and ongoing education and training in the basic tools and techniques of analyzing and improving processes.

Significant achievements have been realized in government and in business organizations through adoption of Total Quality Management. The Task Force strongly urges that a program of TQM be embraced by all state agencies. An excellent start has already been made by the Florida Department of Administration, which is undertaking the long-term task of employee education and training in appropriate tools and techniques - the core of the TQM process. This work needs to be broadened and adopted by all agencies.

### Career Service Reform

Although there have been some recent improvements in career service reform in the Departments of Revenue and Labor and Employment Security, much more needs to be done. Every state agency must have the flexibility to adopt more efficient structures, choose and reward the best performers and terminate agency functions and positions that are unnecessary or do not perform well.

### Recommendations

On the basis of its work for the past six months, the Partners in Productivity Task Force makes the following recommendations:

1. State spending/revenue limitations must be institutionalized by constitutional amendment or legislation, preferably the former.
2. The Governor, Cabinet, and Legislature should affirmatively and publicly adopt effective and efficient state government as a top priority. We recommend that this commitment be manifested by significant acts, including the following:
  - (a) Rewrite the State Comprehensive Plan to focus on a limited number of key goals. Consensus and buy-in to these goals should be obtained from all of the stakeholders (i.e., the public and the leadership of the legislative and executive branches of state government).
  - (b) Rewrite each Agency Functional (or Strategic) Plan to clearly state the agency's mission, to establish its goals or targets, and to establish performance/productivity measures.
  - (c) Progress in achieving the State's and agencies' goals should be measured and reported at least semi-annually.
3. The Governor's office, Cabinet, Legislature, and each agency head must support and lead the implementation of a Total Quality Management process throughout state government.

4. The state budget law (Chapter 216, Florida Statutes) should be amended to make performance and productivity measures an integral part of the state budgeting system. In addition, the economic impact of all laws and regulations should be assessed to assure that the benefits exceed the total economic costs.
5. Career service laws and regulations should be further reformed to give state agencies the flexibility to adopt more efficient structures, choose and reward the best performers, discontinue unnecessary agency functions and positions, and terminate in a humane way those who do not perform well.
6. Immediately create an ongoing state commission along the lines of the Governor's proposed Government Accountability to the People (GAP) Commission. The GAP Commission should have the responsibility to advance the agenda of the Frederick Commission and to monitor the state's progress in achieving it. Specific responsibilities should include, among other things:
  - (a) Review of the State Comprehensive Plan.
  - (b) Review of the mission of all state agencies for consistency with the State Comprehensive Plan.
  - (c) Review of agency strategic plans and performance targets.
  - (d) Measurement of the performance of agencies against their targets.
  - (e) Oversee the TQM programs for state agencies.
  - (f) Report periodically to the government and the people the government's performance in improving effectiveness and efficiency.

The Commission should have representation from the public, the Executive Branch, and the Legislature, with a majority being from the public. To do its job effectively, the Commission will need to appoint a number of subcommittees to focus on particular agencies or groups of agencies.

There is no higher priority in the State of Florida than success in improving the effectiveness and efficiency of State government. Without such success, the tax burden will continue to climb, the frustration of dedicated state employees will increase, the quality of services will continue to stagnate or deteriorate, and the cynicism and dissatisfaction of the public will intensify.

No effort to achieve substantial improvement in Florida government can be entirely successful in a short period of time. The efforts of the Task Force are only a start, and each of the above recommendations will require intensive effort and focus. Nevertheless, we believe that rapid progress can be made with the wholehearted support of the Legislative and Executive branches.

We are encouraged by the commitment of Governor Chiles to improving Florida government, the vision for radical government restructuring provided by the Frederick Commission, and the Legislature's approval of pilot programs granting state agencies greater flexibility to manage their resources. But much remains to be done. We believe the recommendations set forth above are critical to achieving much-needed improvements in Florida government.

## SUBCOMMITTEE ON GOVERNMENTAL SERVICE DELIVERY CHAIRMAN'S OVERVIEW, FINDINGS AND RECOMMENDATIONS

Chairman

**William E. Flaherty**

President and Chief Executive Officer

Blue Cross and Blue Shield of Florida, Inc.



*William E. Flaherty*

This report presents the work of the Partners In Productivity (PIP) Subcommittee addressing the submission of performance and productivity measures for the Departments of Elder Affairs (DOEA), Health and Rehabilitative Services (HRS), Labor and Employment Security (DLES), Transportation (DOT) and Veterans' Affairs (DVA).

Due to complexity, size, the status of prior work on the development of measures, and PIP resource constraints, the Subcommittee primarily focused on the Departments of Health and Rehabilitative Services, and Labor and Employment Security. The work with HRS and DLES represents a collaborative effort with Partners In Productivity and demonstrates the ability of government and industry to work in partnership in the area of strategic management. The Subcommittee, with the full cooperation of these agencies' leadership and key staffs, reviewed and analyzed agency strategic plans and related documentation. Subcommittee members also participated in a series of orientation and working meetings with agencies' leadership and staff.

The measures submitted for the Department of Transportation are the result of the work completed previously by Partners in Productivity and the Florida Transportation Commission, and are included for information only. The measures for the Departments of Elder Affairs and Veteran's Affairs are those submitted by the agency, and are also included for information.

### **Key Findings**

Based on the Subcommittee's work, it is apparent there is a need to enhance: (1) the Legislative review process to provide for an improved understanding of agency strategic plans; (2) strategic planning at the state and agency levels; (3) measures of performance and productivity. Opportunities to improve in these areas were generally acknowledged by agency leadership.

There is a need for a hierarchical approach, beginning with a broad vision, connecting down through objectives, strategies and specific action plans to individual transactions or work activities. This approach would further enhance Agencies' effectiveness with respect to planning and management. This type of approach would also establish priorities based upon a state level strategic vision without the excessive influence of Federal funding and mandates.

Inherent in governmental processes are certain barriers and conflicts which are a natural result of the separation of powers and the different backgrounds, experiences and priorities of those involved. The positive resolution of conflicts resulting from varying interpretations of strategic direction requires extensive cooperation between the Governor, Legislature, and Agencies. Mechanisms are needed that ensure a basis for common understanding and means for conflict resolution.

These enhancements would contribute to a results oriented management approach, and would minimize Legislative "micro-management" which may impede agency efficiency and effectiveness. Coordination between and within agencies would be an essential component of this overall, results oriented approach. A results oriented approach would also serve to alleviate role conflicts which agency staff may experience in situations where an agency's efforts to improve productivity could result in reductions in Legislative appropriations to the agency.

Several agency leadership groups have recognized the need to employ Total Quality Management approaches to achieve continuous performance improvement. The Subcommittee also identified the need for enhancements in the area of management processes, such as: Productivity measurement, cost/benefit analysis, and information and management reporting. While the concepts of cost/benefit analysis and return on investment are recognized, these analytical tools are not widely used at the agency level. Management reporting tends to be activity versus results, or outcome, based. There is generally an emphasis on units of work, rather than the benefit or value of the work. Historically, lack of funding for evaluation of programs, and difficulty in obtaining data processing support has contributed to this situation.

### **Recommendations**

Greater community involvement in agency operations is helpful and increased partnership between the public and private sectors should be encouraged. The establishment of a "Government Accountability to the People Commission", comprised heavily of private sector representatives, could serve as an objective entity to ensure continuity in state strategic direction relative to the development, monitoring and reporting of performance and productivity measures. Such an entity could help buffer the changes inherent in the elective process.

The Subcommittee recommends that the Governor, Legislature, and Agencies' leadership promote and support a climate that provides for greater inter-agency coordination, and greater interaction between the Legislature and state agencies. Agencies may need support in working with the Legislature to achieve an orderly review of plans and budgets, and to promote the Legislature's use of performance and productivity measures to understand the results of agencies' work.

The Subcommittee recommends a continuation of work to refine Level I, State Measures, Level II, Agency Measures, and Level III, Operational Measures. Plans should be prepared for the development and implementation of a comprehensive set of such measures, and for moving to a Total Quality Management approach. These plans should

recognize that such efforts require a 3 to 5 year planning horizon. The measures submitted for DOT, DOEA and DVA should be evaluated further against the measures criteria developed by Partners in Productivity.

Finally, the Subcommittee proposes the following recommendations for further work with the Department of Health and Rehabilitative Services, and the Department of Labor and Employment Security.

#### 12 Month Horizon

- Continue joint work with Agency and Partners In Productivity to further develop and refine Level I, State Measures and Level II, Agency Measures.
- Assist the agency in a review and analysis of the Agency's current planning process.
- Assist the agency in design of a Strategic Planning Process.
- Provide support to Agency leadership as they implement the Strategic Planning Process.
- Upon request, review and critique plans prepared by the Agency.
- Provide orientation assistance to the Agency in its determination of the type of Total Quality Management (TQM) strategy to be employed within the Agency.

#### Five Year Horizon

- Continue to assist the agency in the refinement of Level I and Level II Measures.
- Participate in the design of an approach for the agency to use in developing Level III, Operational Measures, and review and critique Agency developed measures upon request.
- Provide consultation to the agency in its efforts to monitor implementation of the Agency's TQM strategy.
- Based on joint Agency and PIP work during the next 12 month period, identify an area(s) where a more intensive collaborative work effort could be pursued.

#### **Note of Appreciation**

The Subcommittee wishes to thank Secretaries Frank Scruggs, DLES, and Robert Williams, HRS, and their staffs for their enthusiastic support and extensive cooperation. Their support was essential to the successful completion of this report. In addition, we experienced helpful responses from Secretary Bentley Lipscomb, DOEA, Executive Director Earl Peck, DVA, and Secretary Ben Watts, DOT.

The Subcommittee would like to give special recognition to DLES staff Kitty Convertino, Mabel Hicks and Dave Smith, and to HRS staff Greg Keller, Christine Davenport, Chip Kenyon, Deputy Secretary for Human Services and Lee Johnson, Administrator, District IV, for their special efforts and commitment. The Subcommittee is likewise indebted to the staffs of Florida TaxWatch. The Florida Council of 100, and Partners In Productivity for their excellent support.

A note of appreciation is also extended to the staff who supported the Subcommittee's work; Dave Davis, Partners In Productivity, Clay Robertson and Gene Rutherford, Blue Cross and Blue Shield of Florida, Inc., and Bryan Smith, Coopers & Lybrand.

## SUBCOMMITTEE ON LAW ENFORCEMENT CHAIRMAN'S OVERVIEW, FINDINGS AND RECOMMENDATIONS

Chairman  
**Joseph P. Lacher**  
President - Florida  
Southern Bell  
Miami



*Joseph P. Lacher*

The Subcommittee on Law Enforcement conducted on-premises meetings in Tallahassee with the Commissioner of Law Enforcement and his staff, and with the Secretary of Corrections and his staff. Because of time constraints and the subcommittee's desire to work as a full group on an agency-by-agency review, premises meetings were not conducted with the Departments of Highway Safety and Motor Vehicles and Military Affairs, or with the Parole Commission. The subcommittee, however, communicated with these agencies and received preliminary performance and productivity measures. The remainder of this report addresses the subcommittee's findings relative to the Departments of Law Enforcement and Corrections.

Before proceeding, I want to thank the members of the Law Enforcement Subcommittee for their enthusiasm and diligence in completing this assignment: Reeder Glass of Holland and Knight; Tom Hunt of Southern Bell; Bill Howden of United Technologies; Jim Maxwell of Coopers and Lybrand; Tom Pledger of Dycorn Industries; and Bronson Thayer of First Florida Banks, Inc.. Likewise, we appreciate the enthusiasm and commitment to positive change exhibited by FDLE Commissioner Tim Moore and his staff, and Department of Corrections Secretary Harry Singletary and his staff.

The Florida Department of Law Enforcement is a highly motivated and dedicated organization. It is clear that this organization is focused on achieving its goals through excellence. There is a strong commitment to the Total Quality Management process and to the need for effective results-oriented measures of performance and productivity. Throughout the department we found a responsiveness and a level of commitment that was exemplary. We would like to publicly express our thanks to the men and women of the Florida Department of Law Enforcement for their dedication.

FDLE has done a detailed analysis of all its activities and linked them to specific state statutes. They have also analyzed and constructed their work operations to conform to and track with the state budget. It has also developed a strategic plan and tracks its resources toward achieving its goals. Performance and productivity measures are in place throughout the organization and are used effectively to motivate the workforce toward achieving the department's strategic plan. However, many of the measures appear to be more process-oriented than results-oriented. The department recognizes that measures have to be constantly monitored to assure they are motivating the proper behavior. FDLE is receptive to the idea of reviewing and strengthening or changing its measures as appropriate.

The "corporate culture" at FDLE is focused on "doing the right things right." This culture has been a high priority for both the current Commissioner Tim Moore and his predecessor, Commissioner Bob Dempsey. The organization, however, is feeling a certain amount of frustration with a great number of bureaucratic rules and regulations that impede its ability to function more effectively and efficiently. These rules and regulations have been imposed on FDLE by other agencies. "We need to deregulate state government" was quoted frequently by employees in FDLE and the Department of Corrections.

While a complete analysis of these roadblocks to success was neither within the purview of this effort nor possible within our time constraints, it is obvious that there is work to be done in this area. For example, FDLE could benefit greatly from being allowed to participate in a pilot program authorized by the 1991 Legislature and expanded by the 1992 Legislature. This experiment in decentralized personnel management gives extraordinary flexibility to the two departments (Revenue and Labor) which are participating in the pilot.

Further, a great many obstacles to more efficient use of resources appears to lie not within FDLE per se, but rather with the interface between FDLE and other departments -- and by restrictions placed upon FDLE by other agencies, legislative fiat and/or executive order.

The Department of Corrections has recognized the need for changes in its operating philosophy and has initiated the improvement process. This effort, however, is at an embryonic stage. For example, Secretary Singletary is clearly trying to encourage more open and frank communications within the Department, but it was clear that the concept -- while welcome -- has not been accepted throughout the organization.

The Department is currently in the process of writing its strategic plan and working to gain support for it throughout the organization. Next, their intent is to analyze and change their organizational structure to be consistent with the new strategic plan. At that stage, they intend to begin implementing Total Quality Management concepts to support achieving their goals.

It was also readily apparent that the employees we met with at the Department of Corrections were hard working, well intentioned individuals. They reflected varying degrees of frustration with both the bureaucracy and their inability to plan solutions while budget issues remain unresolved. The types of bureaucratic roadblocks to success appeared to be identical to those encountered at the Department of Law Enforcement.

The Department of Corrections is on the right track. Secretary Singletary recognizes the steps that need to be taken and is logically and aggressively addressing them. The outcome of these efforts, however, will take some time to determine.

### Findings and Recommendations

1. **Finding:** Both the Departments of Law Enforcement and Corrections operate under a maze of rules and regulations which create major roadblocks and severely restrict their ability to manage their operations.

**Recommendation:** Major efforts should be initiated to deregulate state government to remove these roadblocks. Significant cost savings are possible if this recommendation is implemented throughout state government.

2. **Finding:** The Department of Law Enforcement has made a substantial effort to implement Total Quality Management, but needs to work more on development of results-oriented measures.

**Recommendation:** The subcommittee should continue to provide assistance to help FDLE move from process and workload oriented measures to outcome measures.

3. **Finding:** The Department of Corrections has utilized a logical process to identify its major issues and is currently finalizing its strategic plan.

**Recommendation:** The subcommittee should continue to provide support, encouragement and assistance as they develop the required process to implement the elements of their strategic plan.

4. **Finding:** There are conflicts between the Career Service System and Total Quality Management.

**Recommendation:** Flexibility from Career Service System rules authorized for the Departments of Revenue and Labor and Employment Security should be expanded to all state agencies.

5. **Finding:** The process of change is continuous in the Department of Law Enforcement and is underway in the Department of Corrections. It takes time to get results that lead to potentially significant savings. The subcommittee sees receptive attitudes in both agencies that will result in desired changes.

**Recommendation:** The public and private partnership forged by Partners in Productivity should be continued and every effort made to assist in achieving Total Quality Management in state government.

## SUBCOMMITTEE ON REGULATION CHAIRMAN'S OVERVIEW, FINDINGS AND RECOMMENDATIONS

Chairman

**John T. Hartley**

Chairman, President and CEO  
Harris Corporation  
Melbourne



*John T. Hartley*

The approach used to review the seven state agencies, commissions and boards assigned to this subcommittee was to select an experienced, qualified businessman or educator to be responsible for each agency. The procedure used was to obtain and review each agency's Functional Plan and any related performance and productivity measures already developed. Subsequently, meetings with the agency heads and their staffs were held to review and discuss their plans and measures. From the written material and personal discussions, judgements were made with regard to the usefulness and effectiveness of the measures.

The available time of both agency personnel and members of the subcommittee, the degree of completeness and effectiveness of Agency Functional Plans, the degree of understanding and acceptance of Total Quality Management (TQM) and the attitude of agency heads and their staffs towards this Partners in Productivity effort affected the usefulness of this activity. I want to thank the members of the Subcommittee for their commitment to this project: J. Hyatt Brown, President and CEO, Brown and Brown Insurance and former Speaker of the Florida House of Representatives; Edward Duda, President and CEO of A. Duda and Sons, Inc.; Dr. Arnold Heggstad, Professor of Banking and Finance at the University of Florida; Dean Robert Lanzillotti, Director of the Eminent Scholar Chair at the University of Florida; Philip D. Lewis, President of Philip D. Lewis Real Estate and former President of the Florida Senate; Robert E. Sullivan, Senior Vice President for Administration at Harris Corporation; and Stanley Tate, Principal, Stanley Tate Enterprises. We also greatly appreciate the time and expertise of the agency heads and their staffs who worked with us to help improve performance and productivity measurements.

It should be noted that one of the seven agencies examined by the subcommittee -- the Hospital Cost Containment Board -- will be absorbed by a newly created Agency for Health Care Administration and renamed the Health Care Board, effective July 1, 1992. A meeting was held with the current Board staff and a report with performance and productivity measures was prepared, but because of the reorganization and attendant uncertainty concerning the future roles and responsibilities of the Board, it is not included in the subcommittee's report.

Before making any comments or observations on the results of our meetings with the agencies, I would like to provide some perspective on implementing Total Quality Management from my experience as CEO of Harris Corporation. Implementing TQM

successfully is one of the greatest challenges any manager faces. The concepts of TQM are relatively simple and straight forward: achieving customer satisfaction; linking all systems, people and other resources in the organization to achieve the vision, mission, goals and objectives laid out in a well-constructed and universally understood Strategic Plan; and increasing productivity of work effort by improving processes through employee involvement and establishment of effective output measurements.

To execute TQM successfully, however, requires time, patience, top-down leadership, perseverance and the acceptance and participation of all managers and employees. That is the difficult part. At Harris Corporation, we have been at this process aggressively for six or seven years, and after much effort have been making great progress and significant improvements -- particularly during the last three years.

Our Subcommittee's review of state agencies point out in summary fashion the following "non-surprising" findings:

1. State government must accelerate its TQM efforts because a successful effort will help restore our citizens' trust and confidence in government, which in many instances is currently lacking.
2. Top-down leadership to understand, accept and execute a TQM program (including measurements) is not yet generally in effect. Unless top managers lead the effort vigorously, follow up and inspect the results through an effective measurement system, TQM will fail.
3. Agency Strategic Plans are in various states of completion, effectiveness and usefulness. The preparation of a well thought-out plan by an agency -- based on a team effort and with agreed upon vision, mission, goals and statements of objectives (including planning the implementation of TQM) -- should be the starting point for communicating to employees why the agency exists, who its customers are, and the measures to be used to regularly assess the degree of success achieved toward accomplishing the mission.
4. Linkage between agency missions, goals, objectives and measurements are tenuous and indirect. There are too many measurements of process, and not enough measures of results.
5. In many instances, there is a high degree of enthusiasm and desire on the part of agency heads and employees to be productive and improve their operation. The atmosphere is now very conducive to proceeding rapidly to "seize the day".
6. The Legislature obviously impacts (many times adversely) the work processes of state agencies, how they write and enforce regulations, and their management flexibility and incentives. It is clear that the Legislature must be directly involved to help the agencies implement Total Quality Management successfully.

7. There is an inherent lack of an underlying economic value system to control state budget expenditures. A private business must make a profit to survive, hence there is an economic limit on expenditures. A state agency head is motivated primarily to accomplish the agency's mission as prescribed by law and regulation. Cost is a secondary consideration. Since economy and productivity are integral to TQM, this inherent lack is an obstacle to its successful implementation in state government.

**Recommendations:**

1. The immediate institution of a state commission along the lines of the proposed Government Accountability to the People Commission (GAP) to help oversee the periodic preparation of complete, effective and succinct Agency Strategic Plans. These plans should include appropriate output and outcome measurements that can be used by the Governor, Cabinet, Legislature, state agencies and the public to measure the effectiveness of agencies achieving their missions in a cost effective manner. The Legislative Branch should be represented on this Commission in addition to members from the business community, state agencies and the Governor.
2. Action should be taken to create through constitutional amendment or other means a spending/revenue cap along the lines outlined by Florida TaxWatch and the Taxation and Budget Reform Commission in order to establish practical limits on state spending and taxing. There simply must be some economic limits imposed on any government's authority to spend and tax.
3. The Legislature, in conjunction with the Governor and state agency heads, should reexamine the procedures, policies and laws which require assessing the economic impact of new laws and regulations to assure that the benefits far exceed the total economic costs. This effort should be conducted with an overall thrust toward governmental reduction and deregulation.
4. Partners in Productivity, in concert with the Governor's Office, should encourage increased involvement by members of the Legislature more directly in the effort to promote Total Quality Management in state agencies -- including the establishment of appropriate measures of results. This appears to be a missing link.

As a final comment, I believe it is prudent to restate the obvious: that Partners in Productivity's ability to assist state agencies in Total Quality Management is extremely limited, and that our agency reviews have barely scratched the surface. As all of us who have implemented TQM programs know, at the end of the day an organization must do it themselves. Accordingly, the Governor's leadership in this area is critical -- as is that of each agency head and the Legislature. If Partners in Productivity can get that message across, we will have contributed significantly in our effort to help state government.

## SUBCOMMITTEE ON ENVIRONMENT AND DEVELOPMENT CHAIRMAN'S OVERVIEW, FINDINGS AND RECOMMENDATIONS

Chairman  
**Charles E. Rice**  
Chairman and CEO  
Barnett Banks, Inc.  
Jacksonville



*Charles E. Rice*

The subcommittee on Environment and Development decided to work as a group and to focus its efforts on the Department of Environmental Regulation (DER) rather than divide its resources and time among the four assigned agencies. The Departments of Natural Resources and Community Affairs, and The Game and Fresh Water Fish Commission provided examples of their measurement tools which are included in the subcommittee's report.

The subcommittee met with DER Secretary Carol Browner, who cooperated by providing numerous planning and monitoring documents along with many of her observations. Subcommittee members and staff later held on-premises meetings with DER staff to discuss both the documents provided and Department processes. At Secretary Browner's suggestion, specific focus was placed on the DER's planning process and the dredge and fill permitting process.

The DER operates within a very complex environment with numerous competing and often adversarial influences. Balancing environmental preservation and restoration with economic development is a difficult challenge. Environmental issues are often clouded by emotional reactions from both the business community and environmental protection groups. This task is complicated by the state's finite resources. However, Department personnel are clearly committed to preservation of the state's environment.

I want to thank the following subcommittee members for the time and effort they devoted to this project: Bob Allen, President and CEO of Consolidated Tomoka Land Company; Tim Guzzle, President and CEO of TECO Energy Inc.; Jack Wilson, President of the Wilson Company; and Steve Settles of Barnett Banks, Inc.; We also appreciate the cooperation and expertise of Secretary Carol Browner and Dr. Gil Bergquist, Director of Planning and Research.

Whether an organization is private or governmental, many of the keys to successful management remain the same. It must adopt a clear mission and measurable goals. Activities must then be prioritized and pursued to achieve these goals. Keys to success lie in clear and consistent communication of the organization's objectives, measurement of accomplishments and rewards for successful performance.

The DER has made strides towards adopting these concepts. Its planning process and a prioritized budget are indications of its commitment to Total Quality Management. However, many obstacles remain. Our findings and recommendations are listed below.

**FINDINGS:**

1. Leadership must begin with clear goals and objectives. DER's efforts to track environmental quality measures are a necessary element in a complete planning process. However, current goals are aimed at improvement in all quality measures. Until quality targets are stated and agreed upon by DER and the Legislature, the planning process will be incomplete and unclear because the agency's mission will never be accomplished, as any level of quality can always be further improved. In addition, quality targets should be assessed in light of economic impact and cost, not just environmental quality.
2. DER's current goals do not match up well with its management structure. This creates challenges in effectively assigning responsibilities and measuring outcomes. DER has recognized this issue and is attempting to address it.
3. DER's assigned tasks require highly qualified scientists to understand and fairly address complex regulatory and permitting issues. The agency is clearly frustrated by the difficulty of attracting and retaining necessary skilled scientists. Flexibility in rewarding talented and motivated employees is needed.

**RECOMMENDATIONS:**

1. A State Commission similar to the proposed Government Accountability to the People Commission (GAP) should be instituted to help direct agency activities through preparation of complete, effective and concise Agency Strategic Plans which include measurements that can be used by the agency and Florida constituents to measure agency accomplishments and cost effectiveness. The commission should include members of the Legislative and Executive Branches, state agencies, environmental groups and the business community.
2. The Legislature, in conjunction with the Governor and state agency heads, should re-examine the procedures, policies and laws which require assessing the economic impact of new laws and regulations to assure that the benefits far exceed the total economic costs.
3. DER and other environmental agencies should work together to remove redundant regulations and activities among agencies. This streamlining should both improve environmental regulation and reduce costs for both the public and private sectors.
4. A thorough review of the benefits of automation should be conducted for DER and other environmental agencies. If efficiency gains are as anticipated by DER, funding should be provided.
5. The current cap on permitting fees for wetlands should be re-assessed. DER currently recovers approximately 30% of its permitting costs through user fees. Although cost to process is partly controlled by DER policy, the cap represents a subsidy for large projects. An explicit, equitable and publicized fee structure should be adopted in its place.

## SUBCOMMITTEE ON PROMOTION CHAIRMAN'S OVERVIEW, FINDINGS AND RECOMMENDATIONS

Chairman  
**Paul T. Nolan**  
President  
GTE Telephone Operations  
Tampa



*Paul T. Nolan*

I appreciate the excellent work completed by the three members of this sub-committee: Payton F. Adams, retired President of GTE Telephone Operations; William E. Starkey, President of GTE Information Systems; and Robert A. Monroe, General Manager of the House of Seagram. After some sensitive beginnings, the cooperation and interest of the agency officials was very good. The information which was gathered and the proposed measurements which are suggested form a good beginning to enable more effective planning, budgeting, implementation and quantitative and/or qualitative measurements.

The following observations have been gleaned from the reports of the subcommittee members:

1. Some state agencies are more difficult to measure than others and care should be taken not to put in place frivolous, costly indices just for the sake of having them.
2. There are indications of needless bureaucratic processes and involvements being imposed on some agencies.
3. There appear to be the usual attempts to close the current budget gap by imposing multiple taxes on people and entities trying to compete, such as citrus grove operators.
4. Some agencies compare very favorably with others in benchmark comparisons.
5. If we and the state are to really leverage the potential that may lie in the findings and recommendations of this subcommittee, it will require follow-up actions or hand-offs to appropriate state officials. Steps should be taken to marshal support from the private sector on an as needed basis to provide specific technical and professional assistance.

## SUBCOMMITTEE ON SUPPORT TO GOVERNMENT AGENCIES CHAIRMAN'S OVERVIEW, FINDINGS AND RECOMMENDATIONS

Chairman  
**R. Travis Storey**  
Managing Partner  
Arthur Andersen and Co.  
Jacksonville



*R. Travis Storey*

The Subcommittee on Support to Government Agencies focused on the Executive Office of the Governor and the Department of Administration's efforts to improve the quality of state government operations. Meetings were held with representatives of both, as reflected by the comments that follow.

The Executive Office of the Governor has adopted as one of its objectives the implementation of Total Quality Management in state government. The Governor and his staff also appear committed to developing a meaningful performance and productivity accountability system for state government planning, budgeting and evaluation.

The Department of Administration has adopted a mission of providing leadership to state agencies to develop a skilled, productive and motivated workforce committed to delivering quality services to the citizens of Florida. To further the achievement of its mission, the DOA conducted a strategic planning analysis and developed a Total Quality Management model for state government, which is called Total Quality Leadership (TQL). The DOA's strategic plan specifies critical success factors to achieve its strategies and identifies key performance indicators to measure the achievement of its goals.

During the past eight months, the DOA has undertaken to implement the Total Quality Leadership program internally to improve its performance and productivity. Approximately 40% of the DOA workforce has received TQL training. Eighteen functional and cross-functional quality teams have been formed to improve and streamline processes, develop TQL training models and provide TQL training.

In addition to its internal work, the DOA is promoting quality throughout state government. It has helped establish pilot programs in three other state agencies. Within the next two months, the DOA plans to provide training to an additional 750 state employees.

The Department of Administration -- in conjunction with the private sector -- sponsored Florida's first quality summit and is coordinating establishment of the Governor's Sterling Award for Quality and Productivity. It also publishes a bi-monthly quality newsletter. To continue the advancement of quality in state government, the DOA has committed to:

1. Complete internal training to implement TQL and commence training to integrate Department of General Services employees into the process. These two agencies will be merged into a Department of Management Services effective January 1, 1993.
2. Expand training in three other TQL pilot agencies.
3. Initiate the TQL process in all Governor's agencies as requested.
4. Implement measurement and accountability systems in all state agencies in conjunction with the Governor's Office of Planning and Budgeting and the proposed Government Accountability to the People Commission.
5. Complete additional training modules and make training available to agencies on a routine and continuous basis.
6. Continue to build a network of quality councils throughout state government.
7. Train examiners and appoint judges to evaluate applicants for the Governor's quality award.

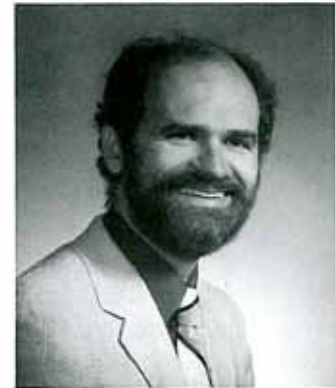
Total Quality Management programs require a significant continuous effort over a period of time to achieve desired results. Secretary John Pieno and department staff are commended for their initiative and should be strongly supported as the DOA continues to implement Total Quality Leadership.

#### **Findings and Recommendations**

1. The Executive Office of the Governor is supportive of productivity initiatives undertaken by all agencies. However, it should lead by example by implementing Total Quality Leadership and developing agency level performance and productivity measures.
2. The Governor's Council on Integrity and Efficiency -- whose purpose is to promote efficiency and effectiveness by identifying fraud, waste and abuse in state government - should be given increased visibility. Its charge seems to overlap with the purpose of a recently proposed public "hotline" for suggesting cost savings and reporting fraud and abuse.
3. The Governor's Inspector General should devise a plan now to achieve further rightsizing in 1992-93.
4. The Department of Administration's Total Quality Leadership program should be considered a model for use by other state agencies.
5. As noted above, the Department's of Administration and General Services will be merged effective January 1, 1993. A high priority should be implementing the DOA's TQL initiative throughout the new department as quickly as possible.

**SUBCOMMITTEE ON EDUCATION, REVENUE,  
STATE AND LEGAL AFFAIRS  
CHAIRMAN'S OVERVIEW, FINDINGS AND RECOMMENDATIONS**

Chairman  
**Robert A. Morris, Jr.**  
Chairman  
Ramar Group Companies  
Sarasota



*Robert A. Morris, Jr.*

Although the subcommittee was charged with developing performance and productivity measures for several agencies, we decided the area where we could make the most contribution was K-12 education. Partners in Productivity and Florida TaxWatch had amassed a substantial knowledge base in previous reports on education, with a potential impact for positive change. Preliminary performance and productivity measures, and some observations are also included for the Departments of Revenue, State and Legal Affairs.

**The Department of Revenue** has withstood a great deal of scrutiny recently as policy makers have sought alternatives to increased taxes. We were impressed with the commitment to increased productivity we perceived in our contacts with the department. The fact that this department probably received the lowest level of scrutiny from the subcommittee is an indicator of how favorably impressed we were with its Total Quality Management and restructuring efforts already underway.

This Department is rich territory for almost immediate pay-off for increases in effectiveness. It has been estimated by Florida TaxWatch that as much as \$1.5 billion in taxes owed go uncollected each year for a variety of reasons. In a Research Report entitled **When Looking for Additional Revenue, Florida Should First Reduce its \$1 Billion Plus Tax Gap**, released in June 1992, TaxWatch makes several recommendations to increase compliance in the reporting and collecting of the Sales Tax, Intangibles Tax and Corporate Income Tax. TaxWatch estimates that by reducing the collections gap in these three taxes by 15% to 20%, an estimated additional \$200 million would be available to meet Florida's pressing needs. Recommendations to reduce the tax gap include: (1) increasing audit coverage, (2) increasing taxpayer education, and thus, voluntary compliance, and (3) increasing penalties for securities dealers and investment advisers for non-reporting or incomplete reporting.

**The Department of State** seemed an unlikely collection of functional entities; charged with such diverse responsibilities as supervising the state's election process, issuing corporate charters, permitting concealed weapons, preserving Florida's archaeological heritage, and promoting cultural pursuits. Delivering consistently good services to Floridians is the primary mission of this agency -- an office not charged with crisis management. One area we felt deserved more attention, indeed should probably qualify as a crisis, is the expansion of efforts by the state's library system to deal with adult illiteracy. Florida has

the highest rate of adult illiteracy in the nation, and the state's library system has been charged with addressing this problem.

**The Department of Legal Affairs** employs approximately 250 attorneys. In addition, various state agencies contract for over \$30 million in outside counsel per year. The Attorney General has only limited authority to oversee these outside vendors, whose fees almost equal the department's budget. Purchasing private legal services probably makes sense in non-routine matters, but the department should be empowered to make more of a contribution to contract oversight.

**The Department of Education** has under its jurisdiction the Division of Public Schools, the Division of Community Colleges, and the Board of Regents -- with combined budgets of \$10.6 billion. Because of the size of the Division of Public Schools (operating budget of more than \$8 billion and over two million students) and the opportunity to provide timely feedback on performance and productivity efforts already underway within the Department, the focus of the subcommittee's efforts were directed to the Division of Public Schools.

Between 1982-83 and 1991-92, public education enrollment in Florida increased by approximately 500,000 students. Public education funding during the same period increased more than 125%, from \$4.1 billion to \$10.6 billion. Even adjusted fully for inflation and expressed per student, the increase amounts to nearly forty percent in the decade. Unfortunately, student achievement by most assessments has not improved, despite vastly increased resources and numerous efforts at incremental reform.

Development of education performance and productivity measures is a continuation of extensive work completed by Partners in Productivity. **New Directions For Florida Education: A Task Force Report on Making Our Public Schools More Productive** (May 1989) provided, " ... a vision of how Florida's education system must be re-structured and managed better in order to prepare our children to compete in a technologically advanced, increasingly sophisticated world marketplace." There is wide support for the conclusions reached in that report. Unfortunately, although large strides have been made in decentralization of governance, and there has been substantial increases in resources, little else has changed in the day-to-day conduct of teaching and learning.

The subcommittee's report provides initial impressions of the important work undertaken by The Florida Commission on Education Reform and Accountability. Certainly, none of our comments are meant to detract from the outstanding work accomplished by the Commission -- a group which could easily have been an extension of the status quo. Very few members were appointed from outside the system, and the education establishment resisted the enabling legislation. However, the Commission has taken on the task of creating a system open to scrutiny and committed to the success of every student.

Central to the work of the Commission has been its decision to align with the work products of the SCANS reports. These studies, sponsored by the U.S. Department of Labor, have set the standard for defining what we must accomplish in our educational endeavors in order to be internationally competitive. Considerable work still remains, particularly in the areas of assessment and disclosure.

We strongly urge the Commission to continue its alignment with the SCANS work and to take on the Blueprint for High Performance outlined in **Learning A Living**. Only in this way will it have an impact on teaching and learning, within the available time frame, to help preserve our standard of living.

We also urge the Commission not to avoid providing meaningful disclosure to communities and parents. Public disclosure of the comparative results of individual components of the schooling system is essential to creating the energy for continuing improvement. Utilizing the findings and applications of local assessment projects, such as one currently sponsored by the Palm Beach Economic Council and independently conducted by Florida TaxWatch, should foster improved local oversight.

Successful implementation of the Commission's work should result in vastly improved oversight, and emphasis in the right places as far as accountability is concerned. However, a case can be made that current efforts at streamlining governance have removed much of the energy of the education establishment from issues dealing with productivity and effectiveness at the classroom level.

The fact of the matter is, there is no great store of latent knowledge on how to do this simply waiting for liberation by a management system that empowers people at the school site. This is a catechism which is not born out by the facts. Most education colleges do not teach such methods; even today, let alone when most of our teacher corps was educated. Most publications in the field are bastions of conservative pedagogical dogma. And the institution itself is structured such that advanced degrees (knowing better how to do primarily obsolete things) and job seniority are the primary levers of power.

When the day is done, little will have been accomplished if we have furnished classrooms with learning systems that work for all kids and are relevant to the world they will live in.

## PARTNERS IN PRODUCTIVITY TASK FORCE

Payton F. Adams  
GTE (Retired)  
St. Petersburg

Bob D. Allen  
Tomoka Land Corporation  
Daytona Beach

Andrew Barnes  
St. Petersburg Times  
St. Petersburg

James L. Broadhead  
FPL Group, Inc.  
Juno Beach

T.E. Bronson  
Independent Aggregates  
Brooksville

J. Hyatt Brown  
Brown and Brown, Inc.  
Daytona Beach

Jack B. Critchfield  
Florida Progress Corporation  
St. Petersburg

Willard D. Dover  
Fleming, O'Bryan and Fleming, PA  
Ft. Lauderdale

Pamela Davis  
PRIDE  
Clearwater

Edward D. Duda  
A. Duda and Sons, Inc.  
Oviedo

William E. Flaherty  
Blue Cross/Blue Shield  
Jacksonville

Michael T. Fraga  
Florida Power and Light  
Miami

Reeder Glass  
Holland and Knight  
Miami

Timothy L. Guzzle  
TECO Energy  
Tampa

John T. Hartley  
Harris Corporation  
Melbourne

Dr. Arnold Heggstad  
University of Florida  
Gainesville

William Howden  
United Technologies  
West Palm Beach

David H. Hughes  
Hughes Supply  
Orlando

Thomas E. Hunt  
Southern Bell  
Orlando

Steven Knopick  
Beall's Department Stores  
Bradenton

D. Burke Kibler  
Holland and Knight  
Lakeland

Joseph P. Lacher  
Southern Bell  
Miami

Dean Robert Lanzillotti  
University of Florida  
Gainesville

Senator Philip D. Lewis  
Philip D. Lewis Real Estate  
Riviera Beach

David McIntosh  
Gunster, Yoakley & Stewart, PA  
West Palm Beach

James H. Maxwell  
Coopers and Lybrand  
Tampa

Robert A. Monroe  
House of Seagram  
Tampa

Robert A. Morris, Jr.  
Ramar Group Companies  
Sarasota

Paul T. Nolan  
GTE Operations  
Tampa

Thomas P. O'Donnell  
Ft. Lauderdale Sun-Sentinel  
Ft. Lauderdale

Kenneth C. Otis, II  
Blue Cross/Blue Shield  
Jacksonville

Whitfield M. Palmer, Jr.  
MFM Industries  
Ocala

Thomas R. Pledger  
Dycom Industries, Inc.  
West Palm Beach

Charles E. Rice  
Barnett Banks  
Jacksonville

Clay Robertson  
Blue Cross/Blue Shield  
Jacksonville

Gene Rutherford  
Blue Cross/Blue Shield  
Jacksonville

Steven Settles  
Barnett Banks  
Jacksonville

William E. Starkey  
GTE Information Services  
Tampa

Gus A. Stavros  
Pelam Investments  
St. Petersburg

R. Travis Storey  
Arthur Andersen and Co.  
Jacksonville

Robert E. Sullivan  
Harris Corporation  
Melbourne

Stanley G. Tate  
Tate Enterprises  
North Miami

A. Bronson Thayer  
First Florida Banks, Inc.  
Tampa

Cass Vickers  
Vickers, Caparello Law Firm  
Tampa

Jack Wilson  
The Wilson Companies  
Tampa

Michael Zagorac, Jr.  
Jack Eckerd Corporation  
Clearwater

**PARTNERS**  
in  
**PRODUCTIVITY**



1114 Thomasville Road  
P.O. Box 10209  
Tallahassee, FL 32302  
Phone (904) 222-5052

NON-PROFIT ORG.

**U.S. POSTAGE  
PAID**

TALLAHASSEE, FL  
Permit No. 409