Government Efficiency Task Force
401 Senate Office Building
December 7, 2011
4:30 p.m. – 6:30 p.m.

1) Call to Order

2) Roll Call

3) Approval of Minutes

4) Recommendations from the Childcare Point of Service Systems Work Group

5) Discussion of Enterprise Information Technology

6) Presentation on Enterprise Information Technology
          Lisa Vickers, Executive Director, Department of Revenue

7) Presentation on Enterprise Information Technology
          Secretary David Wilkins, Department of Children and Families

8) Public Comment

9) Adjourn

Government Efficiency Taskforce
401 Senate Office Building
Tallahassee, Florida
Wednesday, November 16, 2011
6:15 p.m. – 8:15 p.m.

MEETING MINUTES

Members Present:
      Chair Abraham Uccello
      Representative Frank Attkisson
      Speaker Larry Cretul (by phone)
      Ms. Ann Duncan
      Mr. Matthew Falconer
      Mrs. Julie Fess (by phone)
      Mr. Michael Heekin (by phone)
      Mrs. Belinda Keiser
      Senator Patrick Neal
      Mr. Robert Rohrlack
      Mr. Eric Silagy (by phone)
      Mr. Robert Stork
      Representative Rob Wallace (by phone)

Members Absent:
      Vice Chair Lizbeth Benacquisto (excused)
      Lt. Col. Frances Rice (excused)

Chair Uccello called the meeting to order at 6:25 p.m.

Staff called the roll and announced the presence of a quorum.

Matthew Falconer moved to approve the minutes for the November 2, 2011, meeting. The motion was adopted without objection.

Chair Uccello reviewed the recommendation format and voting procedure. Mr. Falconer provided an overview of the recommendations by the expressway authorities work group. Members discussed the recommendations, and Chair Uccello called for a roll call vote. The recommendation passed by a vote of 10 yeas and 3 nays.

Senator Neal provided an overview of the recommendations by the design procurement work group. Members discussed the recommendations, and Chair Uccello called for a roll call vote. The recommendation passed by a vote of 11 yeas and 2 nays.

Belinda Keiser summarized the progress of the childcare work group. Chair Uccello introduced Lisa Henley, Director of Card Programs with Affiliated Computer Services. Ms. Henley spoke on point of service attendance systems and their application in other states, and then took questions from members.

Chair Uccello introduced Michele Watson, Intergovernmental Affairs Director of the Office of Early Learning, who took questions from members.

Chair Uccello moved to extend the meeting by five minutes. The motion was adopted without objection.

Mr. Stork provided a summary of his visits to childcare providers.

Chair Uccello opened the floor for public comment. Joe Bourassa spoke on population estimates.

The meeting adjourned at 8:20 p.m.

Attachments:
Consolidation of Expressway Authorities with Florida's Turnpike Enterprise Analysis of the
    Purported $24 Million Savings: THEA's Portion $2.5 Million
Performance and Cost Efficiencies

Government Efficiency Task Force

Early Learning Work Group

December 7th, 2011

Two Programs

- School Readiness Program (SR)
- Voluntary Prekindergarten Education Program (VPK)
- Total number of students: **292,952**
- Total amount spent on providers: **$817,442,296**

School Readiness

- Created in 1999 to provide subsidies for early childhood education and child care services to low income families

- Predominantly Federally funded (approx. 77%)

- Administered at the state level by the Office of Early Learning and at the regional level by the 31 Early Learning Coalitions

Voluntary Prekindergarten

- Created in 2002, by constitutional amendment, and implemented in 2005
- Provides that every four-year-old may participate
- Public and private providers
- The full time program consists of 540 instructional hour. The summer program consists of 300 instructional hours.

Map of Early Learning Coalitions
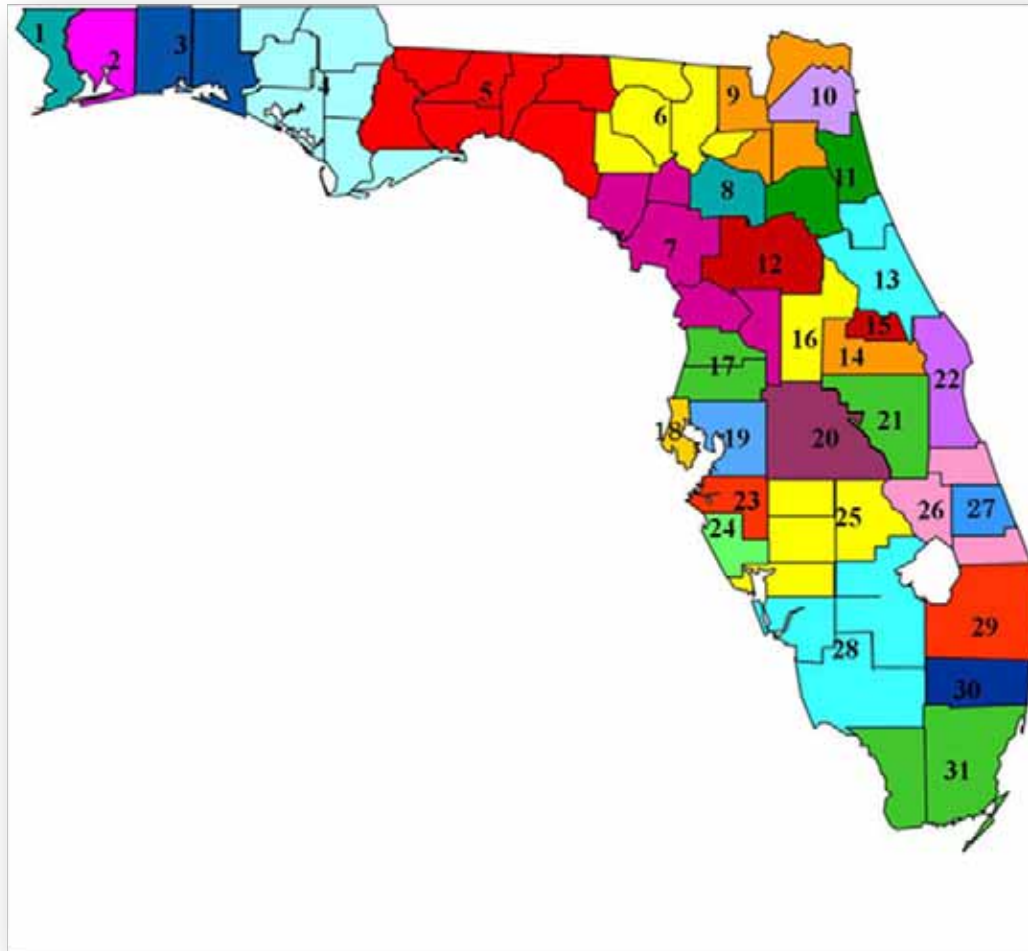
Number of Students

SR: 138,955

VPK: 134,777

Both: 19,220

Total: 292,952
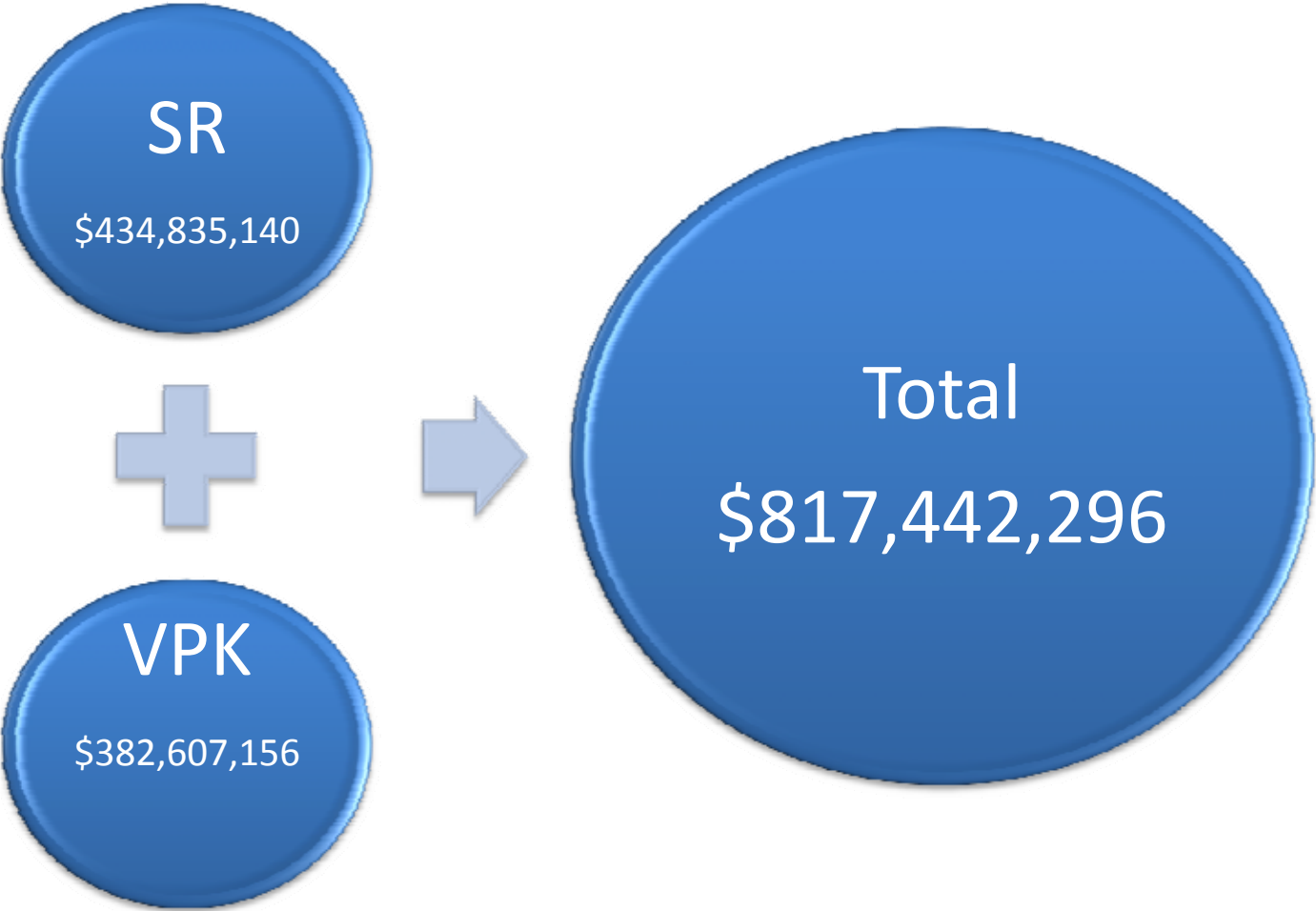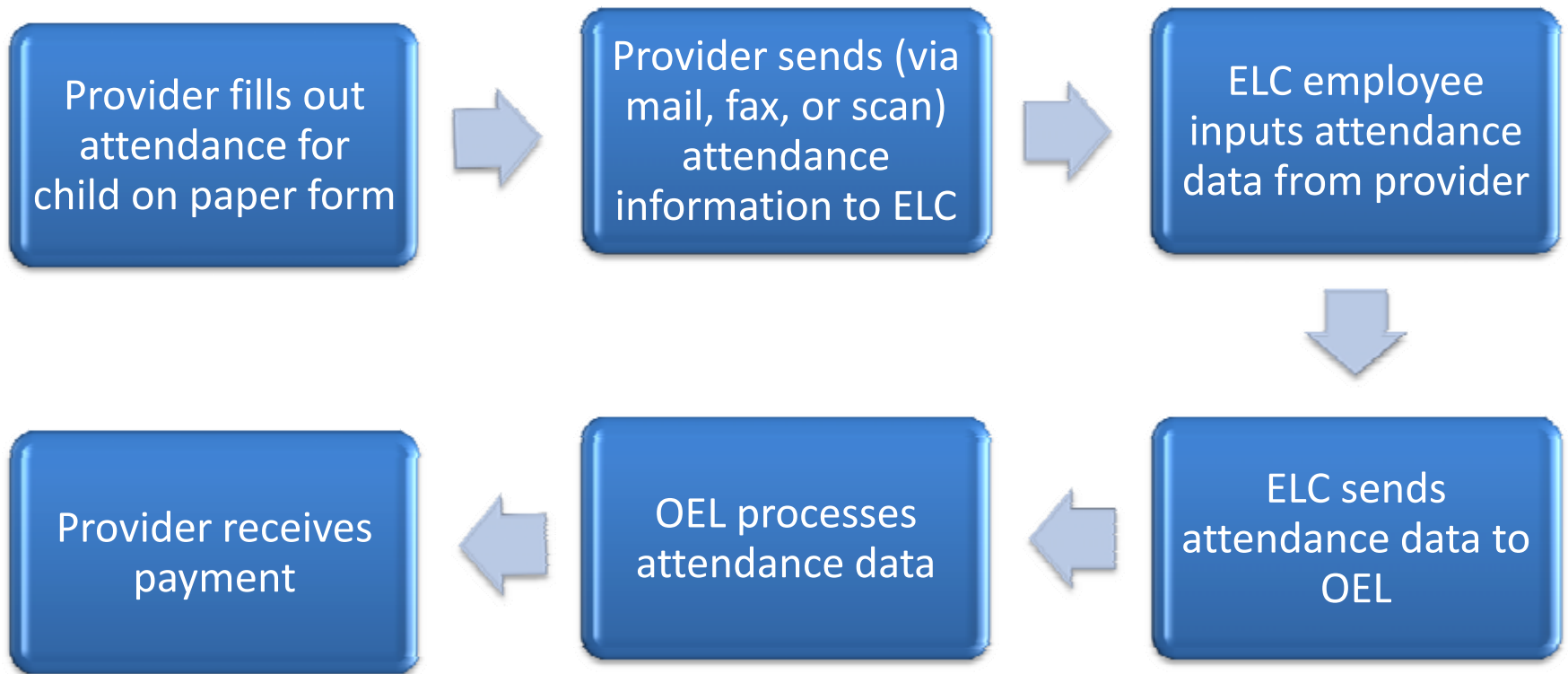
Number of Providers

SR: 5,054
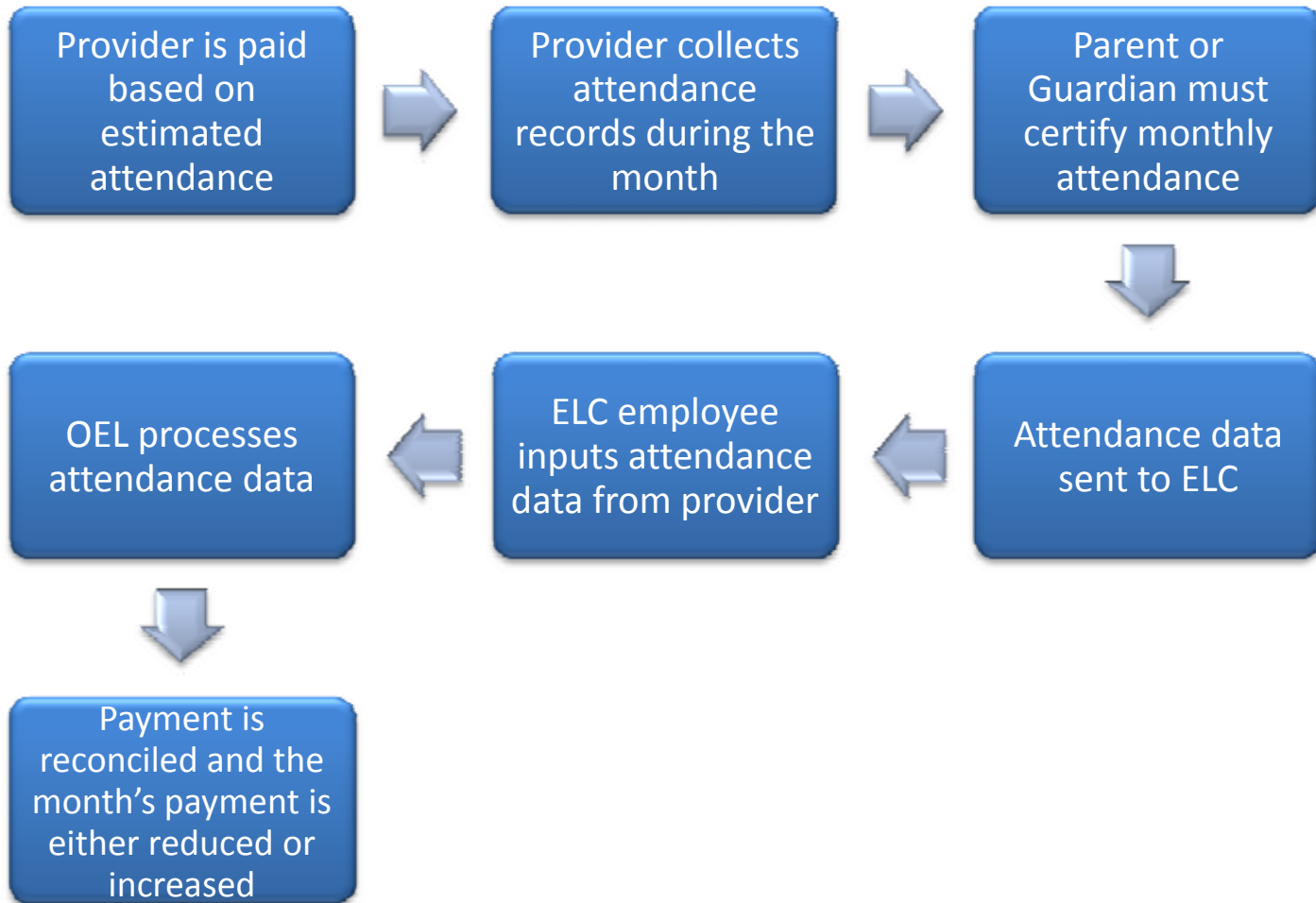
VPK: 1,847

Both: 3,968

Total: 10,869

Provider Payments FY 2010-11

SR $434,835,140

+

VPK $382,607,156

→

Total $817,442,296

Current Process (SR)

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┌─────────────────────┐      ┌─────────────────────┐      ┌─────────────────────┐
│ Provider fills out  │  →   │ Provider sends (via  │  →   │ ELC employee        │
│ attendance for      │      │ mail, fax, or scan)  │      │ inputs attendance   │
│ child on paper form │      │ attendance           │      │ data from provider  │
│                     │      │ information to ELC   │      │                     │
└─────────────────────┘      └─────────────────────┘      └─────────────────────┘
                                                                     ↓
┌─────────────────────┐      ┌─────────────────────┐      ┌─────────────────────┐
│ Provider receives   │  ←   │ OEL processes        │  ←  │ ELC sends           │
│ payment             │      │ attendance data     │      │ attendance data to  │
│                     │      │                     │      │ OEL                 │
└─────────────────────┘      └─────────────────────┘      └─────────────────────┘
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Current Process (VPK)

Issues with Current Process

- Paper-based collection of attendance
- Dependence on provider for attendance records, which can lead to improper payments
- Lack of real time attendance data
- Difficulty in auditing
- Record keeping burden on provider and ELCs

Louisiana

- Implemented in 2010
- Had a paper-based system similar to Florida
- Serves approximately 45,000 students (SR)
- Implemented biometrics point of service system
- Estimated to save between $8-10 million per month initially, then about $2.5 million a month
- 400 providers dropped out prior to the launch of the system

Oklahoma

- Implemented in 2008-09
- Had a paper-based system similar to Florida
- Serves approximately 40,000 students (SR)
- Implemented swipe card point of service system
- Estimated to have saved about 10% ($10 million) a year

Recommendation #1

- **Adopt an electronic form of attendance submission in the Office of Early Learning**

1. Reduce payment error, eliminate waste, decrease amount of time it takes to receive attendance data

2. Increased efficiency and faster payment to providers

3. Estimated to save $4 million a year

Recommendation #2

- **Adopt a point of service system utilizing either electronic swipe cards or biometrics**

1. Reduce human errors and fraud that result in improper payments
2. Reduce time burden on providers for collecting and recording attendance
3. Reduce turnaround time on payments
4. Reduce time spent auditing attendance data
5. Allow for real time attendance data
6. Reduce the amount of paper record keeping required of providers
7. Allow for data trending and forecasting
8. Allow for sharing of data with other agencies (DOE and DCF)

Proposed Process
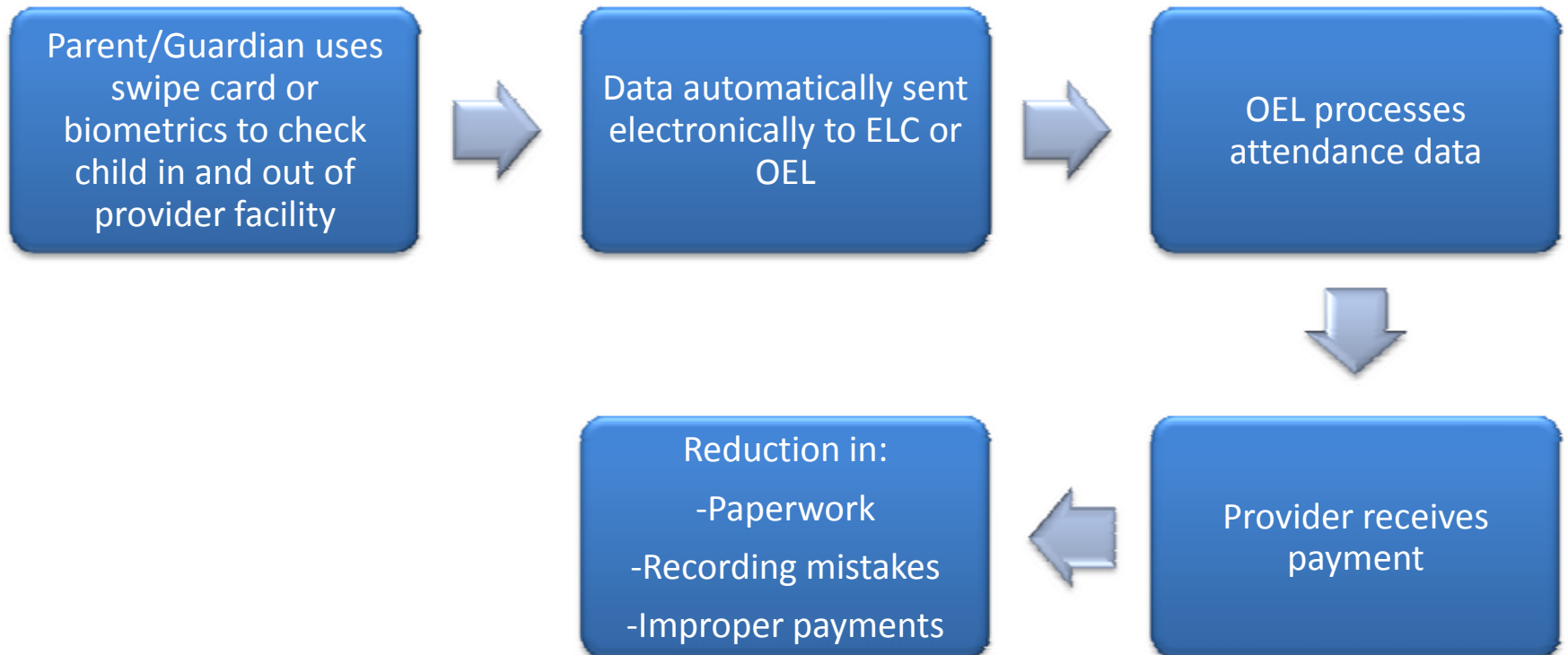
Potential Savings

- If Florida were to have similar results to other states that have adopted point of service:

$40-60 Million per year

Additional Recommendations

- Ensure sufficient time is allowed for implementation and training so providers can effectively use the system

- Utilize other states' experiences with the point of service system to avoid common implementation mistakes

- Leverage predicted savings in order to pay for the point of service system

Florida Government Efficiency Task Force Work Group Recommendations

Subject Matter: Early Learning Time and Attendance
Work Group Members: Belinda Keiser (Chair), Robert Stork, Ann Duncan, and Julie Fess

RECOMMENDATION SUMMARY

The early learning work group met on November 14th and November 29th and makes the following recommendations to the Government Efficiency Task Force:

Electronic Time and Attendance for Voluntary Prekindergarten (VPK) and School Readiness (SR):

- The work group recommends that the Office of Early Learning adopt an electronic form of attendance submission for VPK and SR. Elimination of the current attendance process is estimated to save **$4 million** a year by eliminating the manual paper process and reducing staff time.

- The work group recommends adopting a point of service system utilizing either electronic swipe cards or biometrics to supplement an electronic time and attendance submission process. Adopting this system would:

    - Reduce human error and fraud that result in improper payments;
    - Reduce the time burden on providers in collecting and recording attendance data;
    - Reduce the amount of paper record keeping required of providers;
    - Allow for quicker audits of attendance records;
    - Allow for quicker turnaround time on payments for SR and reconciliation for VPK; and
    - Allow for real time attendance data.

- The savings would be between **$40-60 million** a year if Florida were to realize similar results of other states that have utilized a point of service system. The savings would be based on the reduction of improper payments.

- The work group recommends ensuring sufficient time is allowed for implementation and training so providers can effectively learn to use the system.

- The work group recommends allowing for the sharing of time and attendance data with other agencies that utilize the information.

- The work group recommends utilizing other states' experiences with the point of service system to avoid common implementation mistakes.

- The work group recommends leveraging predicted savings in order to pay for the point of service system.

FULL RECOMMENDATION(S) ANALYSIS

I. RECOMMENDATIONS(S) AND BACKGROUND

A. SCHOOL READINESS AND VOLUNTARY PREKINDERGARTEN EDUCATION:

School Readiness Program

The School Readiness (SR) Program was created in 1999.[1] The program provides subsidies for early childhood education and child care services to:

- Children of low-income families;
- Children in protective services; and
- Children with disabilities.[2]

The Florida Legislature created regional Early Learning Coalitions (ELCs) in order to administer the SR program at a local level (see appendix one for map).[3] The SR program is administered by the ELCs at the county and regional level, while the Office of Early Learning (OEL) coordinates at the state level.[4] Children are admitted to the program using a priority based system.[5]

The SR program currently has 138,955 children enrolled and 5,054 providers.[6] In FY 2010-11, the state spent $434,835,140 on providers.[7]

School Readiness Program

	# of Children (current)	# of Providers (current)	Amount Spent in FY 2010-11
SR Program	138,955	5,054[8]	$434,835,140

Voluntary Prekindergarten Education Program

The VPK program was created by constitutional mandate in 2002 and enacted in law in 2005. The Florida Constitution provides that:

> Every four-year old child in Florida shall be provided by the State a high quality pre-kindergarten learning opportunity in the form of an early childhood development and education program which shall be voluntary, high quality, free, and delivered according to professionally accepted standards.[9]

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[1] See ch. 99-357 L.O.F.

[2] Section 411.01(6), F.S.

[3] Section 411.01(5), F.S.

[4] The program was administered by the Agency for Workforce Innovation, but is now administered by the Office of Early Learning.

[5] See s. 411.01(6), F.S.

[6] These numbers are for FY 2011-2012 and were provided by the Office of Early Learning (copy available with Government Efficiency Task Force staff).

[7] The fiscal information was provided by the Office of Early Learning. The amount paid to providers is a mix between a Federal block grant and state money. In FY 2010-11, a total amount of $615.4 million was appropriated for the SR program: $353.6 million from CCDF block grant, $116.4 million from TANF block grant, $136 million from state general revenue, $9 million from other state funds, and $500,000 from other federal sources. See Specific Appropriation 2243, s. 6, Ch. 2010-152, L.O.F.

[8] There are also an additional 3,968 providers that participate in both the SR and VPK program for a total of 10,869 providers for the two programs.

[9] Section 1(b), Art. IX, Florida Constitution.

A VPK provider may be:

- A school-year prekindergarten program delivered by a private prekindergarten provider;[10]
- A summer prekindergarten program delivered by a public school or private prekindergarten provider;[11]
- A school-year prekindergarten program delivered by a public school;[12] or
- A specialized instructional service program for children who have disabilities.[13]

A full-time VPK program consists of 540 instructional hours, while a summer VPK program consists of 300 instructional hours.[14]

The VPK program currently has 134,777 children enrolled and 1,847 providers.[15] The program is overseen by OEL and administered through the 31 ELCs.[16] In FY 2010-2011, the state spent $382,607,156 on providers.[17]

Voluntary Prekindergarten Education Program

	# of Children (current)	# of Providers (current)	Amount Spent in FY 2010-11
VPK	134,777	1,847[18]	$382,607,156

B. CURRENT ATTENDANCE AND PAYMENT SYSTEM

School Readiness Program

The current attendance system for SR is a paper based system in which the provider records time and attendance for each child enrolled at the facility. The attendance paperwork is then sent to the ELCs responsible for that facility. Data is input by the ELC staff and sent to OEL, which processes the data and then issues payment to the provider. The cycle takes an average of 30 days from submission of attendance to receipt of payment.[19]

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[10] Section 1002.53(3)(a), F.S., with the requirements to be a private provider pursuant to s. 1002.55, F.S.

[11] Section 1002.53(3)(b), F.S., with the requirements to be a private provider pursuant to s. 1002.61, F.S.

[12] Section 1002.53(3)(c), F.S.

[13] Section 1002.53(3)(d), F.S., with the requirements to be a specialized services program pursuant to s. 1002.71, F.S.

[14] Section 1002.71(2), F.S.

[15] These numbers are for FY 2011-2012 and were provided by the Office of Early Learning (copy available with Government Efficiency Task Force staff). The percentage breakdown of providers is: private centers 81%, public schools 16 %, family day care homes 2%, and private schools 1%.

[16] The Early Learning Coalitions are those that were created pursuant to s. 411.01, F.S.
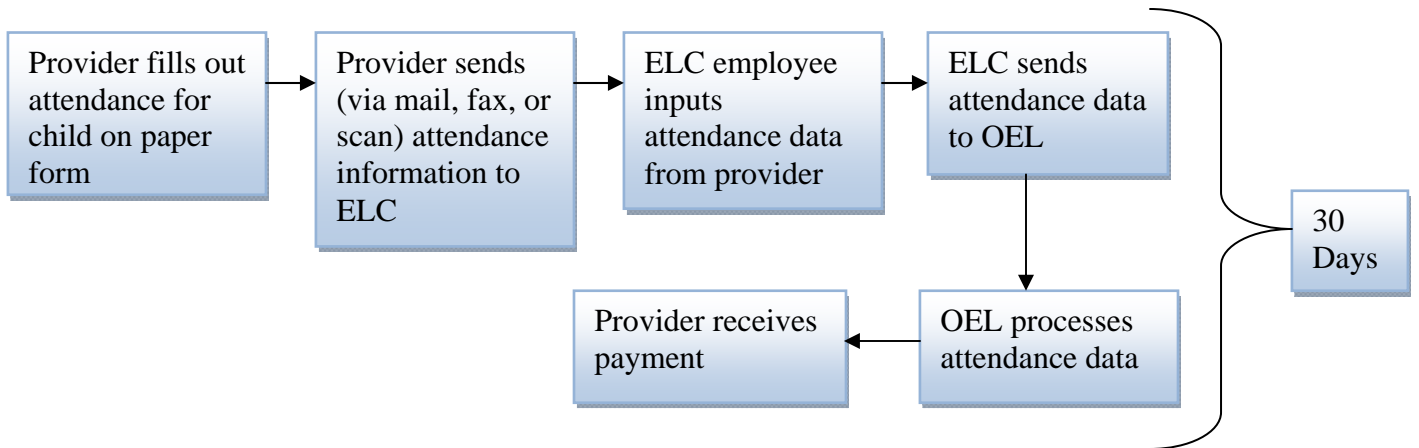
[17] The information was provided by the Office of Early Learning.

[18] There are also an additional 3,968 providers that participate in both the SR and VPK program for a total of 10,869 providers for the two programs.

[19] The average is based on information provided by staff of the Office of Early Learning to the Task Force.
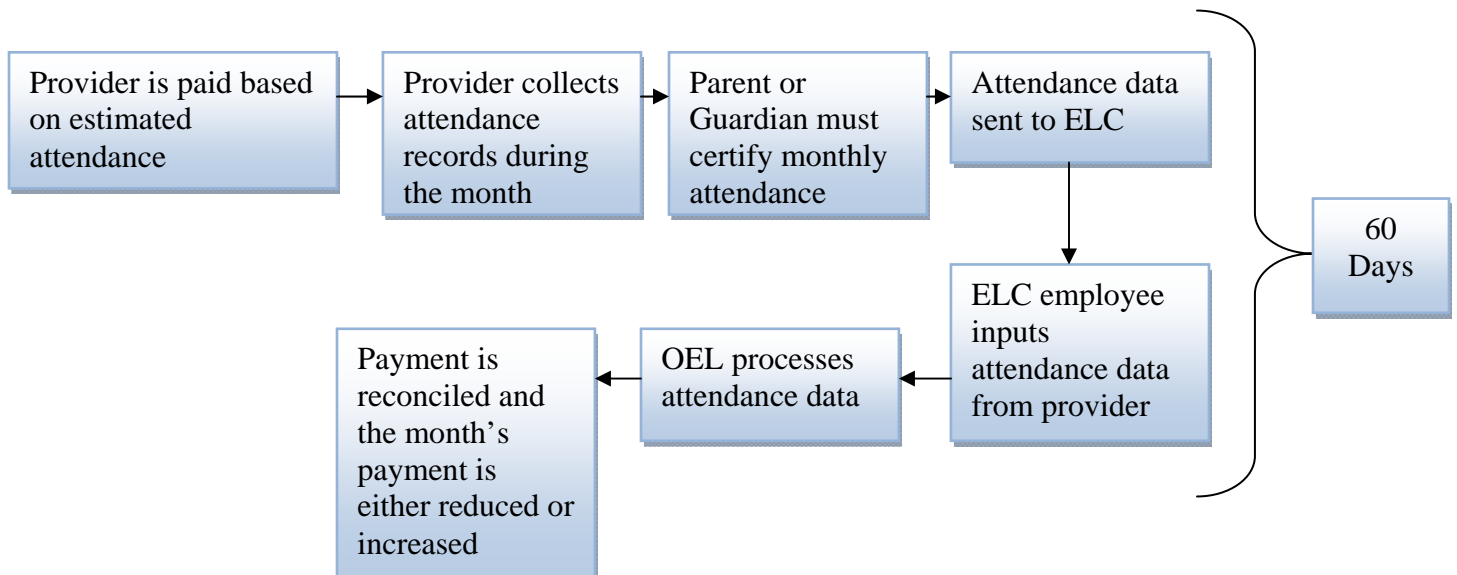
Current SR Attendance and Payment Flow Chart

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┌──────────────┐   ┌──────────────┐   ┌──────────────┐   ┌──────────────┐
│ Provider     │   │ Provider     │   │ ELC employee │   │ ELC sends    │
│ fills out    │   │ sends        │   │ inputs       │   │ attendance   │  ┐
│ attendance   │→  │ (via mail,   │→  │ attendance   │→  │ data to OEL  │  │
│ for child on │   │ fax, or scan)│   │ data from    │   │              │  │
│ paper form   │   │ attendance   │   │ provider     │   └──────────────┘  │
└──────────────┘   │ information  │   └──────────────┘          │         │ ┌──────┐
                   │ to ELC       │                             ↓         │ │ 30   │
                   └──────────────┘                      ┌──────────────┐ │ │ Days │
                   ┌──────────────┐                      │ OEL processes│ │ └──────┘
                   │ Provider     │ ←───────────────────│ attendance   │ │
                   │ receives     │                      │ data         │ │
                   │ payment      │                      └──────────────┘ ┘
                   └──────────────┘
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Voluntary Prekindergarten Education Program

The current attendance system for VPK is a paper-based system similar to the SR process. The main difference is that VPK providers are paid a month ahead and the payment is reconciled after attendance has been provided to the ELC.[20] The parent or guardian is also required to certify the child's attendance every month.[21] The process takes about 60 days to reconcile the actual payment owed to the provider.

Current VPK Attendance and Payment Flow Chart

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┌──────────────┐   ┌──────────────┐   ┌──────────────┐   ┌──────────────┐
│ Provider is  │   │ Provider     │   │ Parent or    │   │ Attendance   │
│ paid based   │→  │ collects     │→  │ Guardian     │→  │ data sent    │  ┐
│ on estimated │   │ attendance   │   │ must certify │   │ to ELC       │  │
│ attendance   │   │ records      │   │ monthly      │   └──────────────┘  │
└──────────────┘   │ during the   │   │ attendance   │          │         │ ┌──────┐
                   │ month        │   └──────────────┘          ↓         │ │ 60   │
                   └──────────────┘                      ┌──────────────┐ │ │ Days │
                                                         │ ELC employee │ │ └──────┘
┌──────────────┐   ┌──────────────┐   ┌──────────────┐  │ inputs       │ │
│ Payment is   │   │ OEL processes│   │              │  │ attendance   │ │
│ reconciled   │ ←│ attendance   │ ←│              │ ←│ data from    │ │
│ and the      │   │ data         │   │              │  │ provider     │ ┘
│ month's      │   └──────────────┘   └──────────────┘  └──────────────┘
│ payment is   │
│ either       │
│ reduced or   │
│ increased    │
└──────────────┘
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[20] See s. 1002.71(5)(b), F.S.
[21] See s. 1002.71(6)(b)(2), F.S. Pursuant to s. 1002.71(6)(b)(3), F.S., the provider must keep each monthly certified attendance form for two years.

Change and Efficiency

There are two primary inefficiencies in the current system of time attendance in the SR and VPK programs: the paper based collection of attendance and the dependence on the provider for attendance records.

Paper-Based System

The paper based system is a burden on OEL, the ELCs, and the provider.[22] The provider is required to turn in attendance to the ELC on a specific form. The ELC must then manually enter the attendance data, which is sent to OEL. The process creates a great amount of paperwork and recordkeeping. OEL estimates that it processes over 34,500 paper attendance rosters per month.

The work group recommends that OEL adopt an electronic form of attendance submission.[23] Decreasing paperwork and redundancies in data entry would reduce payment errors, eliminate waste, and decrease the amount of time it takes for OEL to receive attendance data and process provider payments. The end result would be increased efficiency in distributing payment to the provider. OEL estimated that the electronic submission would save an estimated $4 million per year.[24]

Recommendations:

- The Early Learning Work Group recommends that the Office of Early Learning adopt an electronic form of attendance submission.

Point of Service System

The electronic submission process for attendance would reduce paperwork, but would not address the issue of reliance on the provider for attendance records. A point of service system for checking the child in and out would provide additional efficiencies and savings. The point of service system addresses two issues that lead to improper payments: the first is the possibility of mistakes made by the provider in keeping the records; the second is the possibility of fraud.

The current paper system and the proposed Early Learning Information System (ELIS) rely on the provider for the attendance records. The provider takes the initial attendance,[25] records the attendance on a form, and sends the form (or with ELIS submits the data electronically) to the ELC. By requiring multiple people and steps in order to report attendance the process is open to the possibility of mistakes. Neither the current process nor the ELIS project addresses these issues.

The current system and the proposed ELIS system do not prevent fraud. For VPK, 20% of the total payment made on behalf of a student to a provider may be for hours during which the student was absent.[26] For SR, the provider may be reimbursed for up to three days per calendar year that the child was absent.[27] This puts tremendous pressure on the provider to make sure the child is present. If the child exceeds the amount of absences allowed by statute or rule, then the provider is not paid. This

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[22] Two work group, Mrs. Belinda Keiser and Mr. Robert Stork, members visited ELCs and providers and testified at the November 29, 2011 work group meeting. The work group members testified that there are "voluminous amounts of paperwork," and "providers were open to anything that reduced paperwork." A recording of their testimony is available at http://www.floridaefficiency.com/meetings.cfm (last visited 11/30/11).

[23] The Early Learning Information System (ELIS) is designed to have the ability to allow the provider to submit attendance data on-line rather than on a paper form. For more information on the ELIS project please see http://www.floridaearlylearning.com/EarlyLearning/OEL_SysDev_ELIS.html (last visited 11/30/11).

[24] This information is based on the Office of Early Learning Project Briefing from 11/01/2011(power point on file with Government Efficiency Task Force Staff).

[25] Mrs. Keiser and Mr. Stork noted that in their visits to providers, some providers have already invested in a check in program for parents and guardians that tracks attendance. The provider is still required to manually enter the attendance data on the proscribed forms.

[26] Section 1002.71(6)(d), F.S.

[27] See Office of Early Learning Rule 60BB-4.500(2).

provides a possible incentive to submit inaccurate attendance records if students are chronically absent.

The work group recommends adopting a point of service system utilizing either electronic swipe cards or biometrics. Adopting the point of service system would relieve the providers of the responsibility and time requirements of tracking attendance. The parent or guardian would use a swipe card or their finger, in the case of a biometric device, to check the child in and out of the school or day care center. The result would be fewer errors and the reduction in the amount of time the provider must spend in recording attendance data.[28] The point of service system would also reduce multiple steps in recording the attendance, which would result in quicker payments to the provider. The point of service system would also reduce fraud. Since the provider would not be responsible for the attendance data, there is no potential for false attendance records.

The point of service system would:

- Reduce human error and fraud that result in improper payments;
- Reduce the time burden on providers in collecting and recording attendance data;
- Reduce the amount of paper record keeping required of providers;
- Allow for quicker audits of attendance records;
- Allow for quicker turnaround time on payments for SR and reconciliation for VPK; and
- Allow for real time attendance data.

Several other states, including Oklahoma, Indiana, Texas, Louisiana, Colorado, Virginia, New Jersey, North Carolina, Ohio, and Mississippi, have adopted a point of service system. Louisiana adopted a biometric point of service system in 2010 and has estimated to savings at $20-30 million a year.[29] Several other states have realized savings of 10%. If Florida were to have similar results, the savings would be $40-60 million dollars a year with implementation of a point of service system.[30]

Other states utilizing point of service systems have varying levels of costs. Oklahoma has approximately 40,000 enrolled children in their SR program and pays $2.97 a month ($1.43 million a year) for swipe card point of service and payment service. Louisiana has approximately 45,000 enrolled children and pays $4.75 a month ($2.57 million a year) for a biometric point of service system. Texas has approximately 148,559 enrolled children and pays $2.66 ($4.74 million a year) for swipe card time and attendance.[31]

Florida has approximately 292,952 students enrolled in SR and VPK for FY 2011-12. If Florida were to adopt swipe card technology for time and attendance collection at a rate similar to Texas, the state would pay about $8.79 million per year.[32] With a conservative savings of 6% of the provider reimbursements, which is a little more than half of what Oklahoma has reported, Florida would net approximately $40 million in savings.

The work group recommends leveraging predicted savings in order to pay for the point of service system. Since Florida is nearly double the size of Texas in terms of student population, the state would be able to leverage an economy of scale to competitively bid for a point of service system.

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[28] The proposed ELIS system would relieve the ELCs and OEL of the paper process, but providers would still be responsible for maintaining attendance records to submit attendance data and in the case of an audit. The point of service system would save time and money for the providers by reliving them of this responsibility.

[29] Mr. Richard Howze, Undersecretary for Louisiana's Department of Child and Family Services, testified at the November 29, 2011 work group meeting that Louisiana saved between $8-10 million the first few months and then saved about $2.5 million per month after that. Mr. Howze also testified that the system paid for itself in less than a year. A recording of his testimony is available at http://www.floridaefficiency.com/meetings.cfm (last visited 11/30/11).

[30] This estimate is based on a conservative estimate of 5-8% savings of the total amount spent on providers in FY 2010-11 of $817,442,296 (which equates to $40,872,114 to $65,395,383 per year of savings).

[31] The state by state information was provided by ACS and is on file with the Government Efficiency Task Force staff.

[32] This number is calculated at $2.50 per student per month multiplied by the total number of students for 12 months.

The state should also leverage the proposed savings as payment and pay for the service out of the savings only.

Electronic Attendance Submission Process with Point of Service

Parent/Guardian uses swipe card or biometrics to check child in and out of provider facility	→	Data automatically sent electronically to ELC or OEL	→	OEL processes attendance data	→	Provider receives payment

Reduction in:
- Paperwork
- Recording mistakes
- Improper payments

Possible savings:
- $4 million from reduction in paperwork
- $40-60 million from reduction in improper payments

Recommendations:

The work group recommends the following:

- Adopting a point of service system utilizing either electronic swipe cards or biometrics to supplement an electronic attendance submission process in the Office of Early Learning.

- Ensuring sufficient time is allowed for implementation and training so providers can effectively use the system.[33]

- Allowing for the sharing of time and attendance data with other agencies that utilize the information.[34]

- Leveraging predicted savings in order to pay for the point of service system.

- Utilizing other states' experiences with the point of service system to avoid common implementation mistakes.

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[33] In Mr. Howze's testimony he suggested that a longer implementation and training time would have been beneficial for Louisiana.
[34] The Department of Education and Department of Children and Families utilize time and attendance.

Appendix One: Map of Florida's Early Learning Coalitions
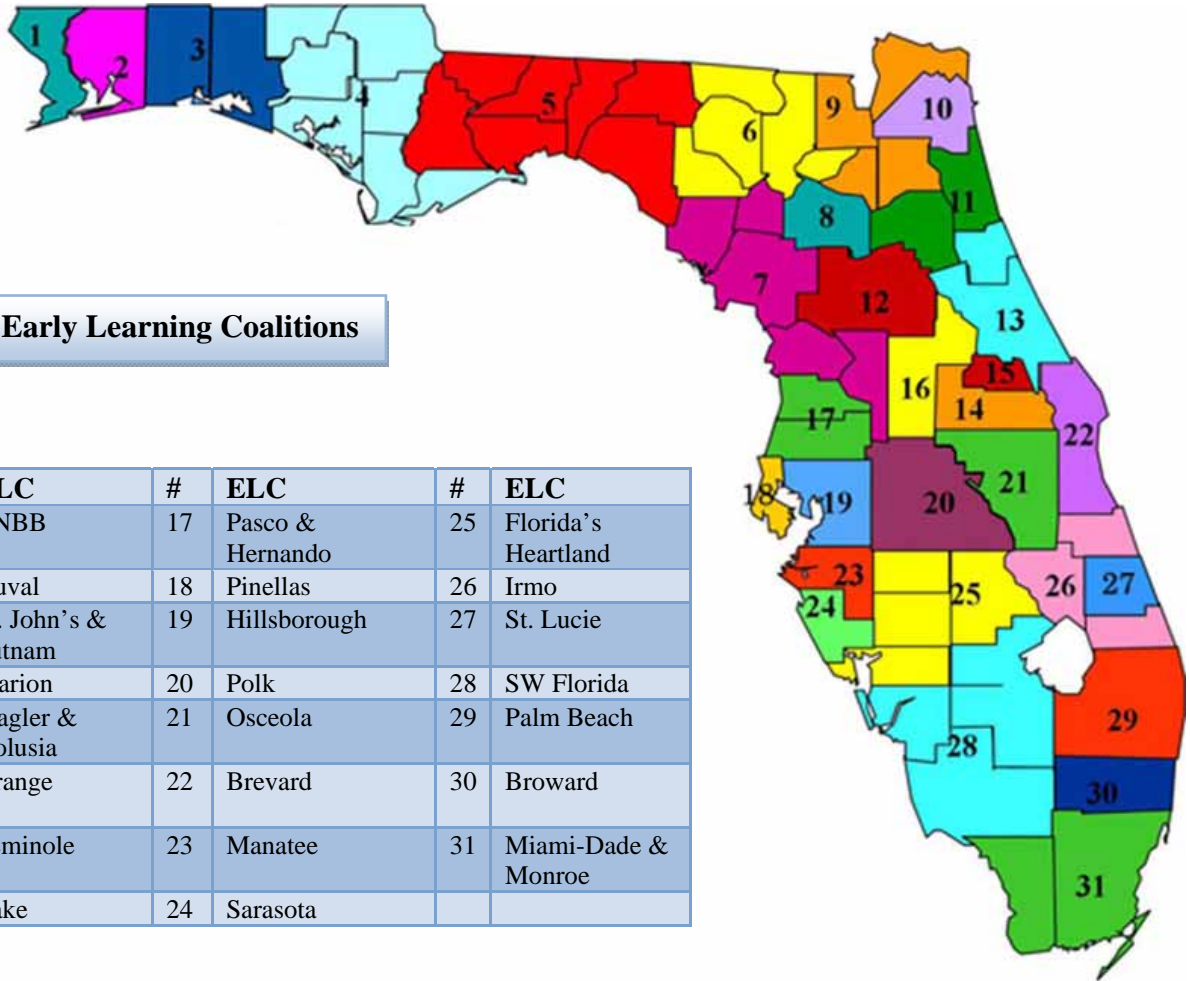
Florida's Early Learning Coalitions

#	ELC	#	ELC	#	ELC	#	ELC
1	Escambia	9	CNBB	17	Pasco & Hernando	25	Florida's Heartland
2	Santa Rosa	10	Duval	18	Pinellas	26	Irmo
3	Okaloosa & Walton	11	St. John's & Putnam	19	Hillsborough	27	St. Lucie
4	NW Florida	12	Marion	20	Polk	28	SW Florida
5	Big Bend	13	Flagler & Volusia	21	Osceola	29	Palm Beach
6	Florida's Gateway	14	Orange	22	Brevard	30	Broward
7	Nature Coast	15	Seminole	23	Manatee	31	Miami-Dade & Monroe
8	Alachua	16	Lake	24	Sarasota		

Florida Government Efficiency Task Force Presentation

Lisa Vickers

Executive Director

vickersl@dor.state.fl.us
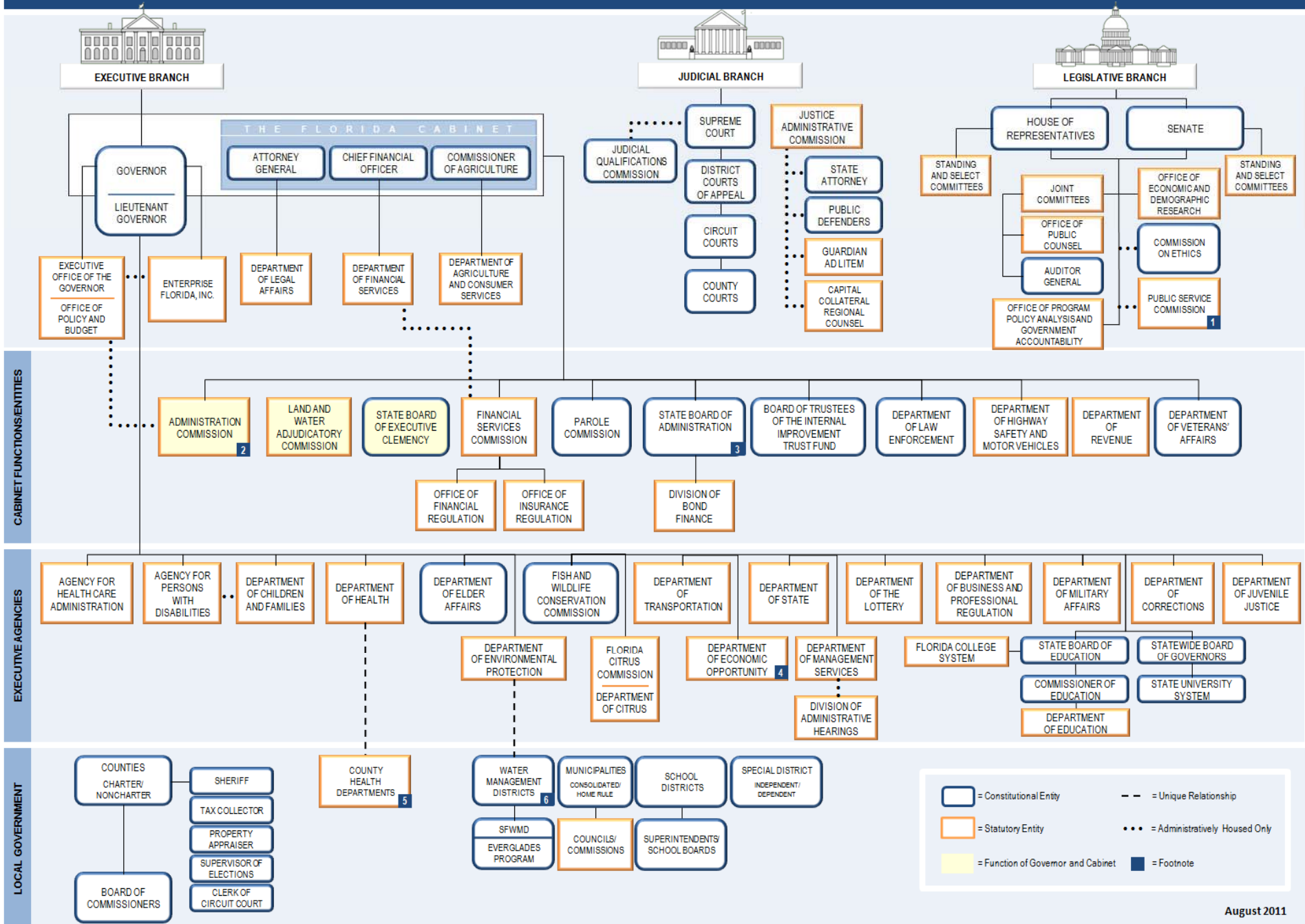
1968 State Agencies and Commissions

- Accountancy, State Board of
- Administration, Board of
- Aging, Florida Commission on
- Agriculture, Department of
- Air and Water Pollution Control Commission, Florida
- Alcoholic Rehabilitation Center and Program – BCSI
- Anatomical Board, Florida
- Appeals of County Officers Budgets, Board of
- Apprenticeship Council, State, Florida Industrial Commission
- Architecture, State Board of
- Archives and History, Florida Board of
- Armory Board
- Attorney General
- Barbers' Sanitary Commission, Florida
- Basic Sciences, State Board of Examiners in the
- Beverage Department, State
- Blind, Florida Council for the
- Boating Council
- Bond Review Board
- Canal Authority of the State of Florida
- Canvassers, Board of State
- Capitol Center Planning Committee
- Capitol Safety Committee
- Children's Commission (inactive and unfunded)
- Chiropractic Examiners, State Board of
- Citrus Commission, Florida
- Civil Defense, Florida State Department of
- Community Hospitals and Medical Facilities, Division of – BCSI
- Concentrate Quality Committee
- Conservation, Board of
- Constitutional Government, Commission on (inactive and unfunded)
- Construction Industry Licensing Board, Florida
- Consumers Council, Florida
- Corrections, Division of - BCSI
- Cosmetology, State Board of
- Crippled Children's Commission
- Deaf and the Blind, Florida School for the – Board of Education
- Dentistry, Florida State Board of
- Development Commission, Florida
- Drainage Commissioners, Board of
- Education, Board of Private
- Education, Board of Vocational
- Education, State Department of – Supt. of Public Instruction

- Egg Commission, Florida
- Electronic Data Processing Management Board, Florida
- Engineer Examiners, State Board of
- Expressway Authority, Brevard County
- Expressway Authority, Jacksonville
- Expressway Authority, Orlando-Orange County
- Expressway Authority, Pinellas County
- Expressway Authority, Tampa-Hillsborough
- Everglades Fire Control Board
- Fire College, Florida State
- Fire Control, District, Central and Southern Florida
- Foresters, State Board of Registration of
- Forestry, State Board of
- Funeral Directors and Embalmers, State Board of
- Game and Fresh Water Fish Commission
- Geological Survey, Florida State – Board of Conservation
- Health, State Board of
- Highway Secondary Trust Fund Trustees, Board of
- Historical Restoration and Preservation Commission, Pensacola
- Historical Restoration and Preservation Commission, St. Augustine
- Hotel and Restaurant Commission
- Housing Authority, Northwest Florida Regional
- Housing Board
- Industrial Commission, Florida
- Industrial Services Advisory Board
- Institutions, Board of Commissioners of State
  - Office of the Coordinator
  - Arts Commission
  - Aviation Division
  - Capitol Center Care of Grounds Division
  - Capitol Center Heating and Electrical Division
  - Construction Division
  - Governor's Mansion Commission
  - State Office Building Division
- Inter-American Center Authority
- Internal Improvement Fund, Trustees of
- Judicial Administrative Commission
- Judicial Council of Florida
- Junior College Board, State – State Board of Education
- Labor Business Agent's Licensing Board
- Land Sales Board, Florida
- Landscape Architects, Board of Examiners of
- Law Enforcement, Florida Bureau of
- Law Revision Commission, Florida

- Legislation, Commission for the Promotion of Uniformity of
- Library and Historical Commission, State
- Marine Sciences and Technology, Commission on
- Massage, Florida Board of
- Mediation and Conciliation Service, Florida Voluntary
- Medical Examiners, Florida State Board of
- Mental Health, Division of – BCSI
- Mental Retardation, Division of – BCSI
- Military Department, Adjutant General
- Milk Commission (inactive and unfunded)
- Motor Vehicles, Department of
- Naturopathic Examiners, State Board of
- Navigation District, Big Bend Inland
- Navigation District, Cross Florida Canal
- Navigation District, Florida Inland
- Navigation District, Suwannee-Anclote Inland
- Navigation District, West Coast Inland
- Nuclear and Space Commission (inactive and unfunded)
- Nursing, Florida State Board of
- Opticians, State Board of Dispensing
- Optometry, Board of
- Osteopathic Medical Examiners, Board of
- Outdoor Recreational Development Council, Florida
- Pardons, State Board of
- Parks and Historic Memorials, Board of
- Pensions, Board of (Confederate)
- Personnel Board, State
- Pest Control Commission of Florida
- Pharmacy, State Board of
- Pilot Commissioners, Boards of (one board for each port)
- Planning and Budget Commission, State
- Podiatry Examiners, State Board of
- Police Standards Council
- Probation and Parole Commission
- Probation and Parole Commission, Board of Examiners for
- Processors Advertising Committee of the Florida Citrus Commission
- Professional Practices Commission
- Psychology, Florida State Board of Examiners of
- Public Safety, Department of
- Public Service Commission, Florida
- Public Welfare, State Department of
- Purchasing Commission, State
- Racing Commission
- Railroad Assessment Board

- Real Estate Commission, Florida
- Retirement Funds, Board for the Investment of Judicial
- Retirement System, Teachers
- Regents, Board of – Board of Education
- Revenue Commission – Florida
- Ringling Museum of Art, John and Mable
- River Basin Water Management Boards
  - Alafia River Basin Water Management Board
  - Crystal River Basin Water Management Board
  - Hillsborough River Basin Water Management Board
  - Northwest River Basin Water Management Board
  - Oklawaha River Basin Water Management Board
  - Peace River Basin Water Management Board
  - Pinellas County-Anclote River Basin Water Management Board
  - Pithlachoscootee River Basin Water Management Board
  - Waccasassa River Basin Water Management Board
  - Withlacoochee River Basin Water Management Board
- Road Board, State
- St. Johns-Indian River Canal District
- Sanitarians Registration Board
- Securities Commission, Florida
- Soil and Water Conservation Board, State – Board of Conservation
- Southwest Florida Water Management District, Governing Board of the – Board of Conservation
- Stephen Foster Memorial Commission
- Student Scholarship and Loan Commission, Florida
- Surety Companies, Board for the Supervision and Registration of Form of Bond of
- Surety Company Bonds, Board to Determine
- Surplus Property, Division of – BCSI
- Suwannee River Authority, Governing Board
- Tax Reform, Florida Commission of
- Textbook Purchasing Board – Board of Education
- Transportation Commission, Board of
- Trust Companies, Board for Fixing Values of Investment Securities of
- Tuberculosis, State Board of
- Turnpike Authority, Florida State
- Veterans' Affairs, Department of
- Veterinary Medicine, Florida State Board of
- Watchmakers Commission, Florida
- Water Resources Appeal Board
- Water Resources Research Center, Florida
- Youth Services, Division of - BCSI

THE FLORIDA ELECTORATE

EXECUTIVE BRANCH

GOVERNOR / LIEUTENANT GOVERNOR

THE FLORIDA CABINET
- ATTORNEY GENERAL
- CHIEF FINANCIAL OFFICER
- COMMISSIONER OF AGRICULTURE

- EXECUTIVE OFFICE OF THE GOVERNOR / OFFICE OF POLICY AND BUDGET
- ENTERPRISE FLORIDA, INC.
- DEPARTMENT OF LEGAL AFFAIRS
- DEPARTMENT OF FINANCIAL SERVICES
- DEPARTMENT OF AGRICULTURE AND CONSUMER SERVICES

JUDICIAL BRANCH

- JUDICIAL QUALIFICATIONS COMMISSION
- SUPREME COURT
- DISTRICT COURTS OF APPEAL
- CIRCUIT COURTS
- COUNTY COURTS

- JUSTICE ADMINISTRATIVE COMMISSION
  - STATE ATTORNEY
  - PUBLIC DEFENDERS
  - GUARDIAN AD LITEM
  - CAPITAL COLLATERAL REGIONAL COUNSEL

LEGISLATIVE BRANCH

- HOUSE OF REPRESENTATIVES
- SENATE
- STANDING AND SELECT COMMITTEES
- STANDING AND SELECT COMMITTEES
- JOINT COMMITTEES
- OFFICE OF PUBLIC COUNSEL
- AUDITOR GENERAL
- OFFICE OF PROGRAM POLICY ANALYSIS AND GOVERNMENT ACCOUNTABILITY
- OFFICE OF ECONOMIC AND DEMOGRAPHIC RESEARCH
- COMMISSION ON ETHICS
- PUBLIC SERVICE COMMISSION [1]

CABINET FUNCTIONS/ENTITIES

- ADMINISTRATION COMMISSION [2]
- LAND AND WATER ADJUDICATORY COMMISSION
- STATE BOARD OF EXECUTIVE CLEMENCY
- FINANCIAL SERVICES COMMISSION
  - OFFICE OF FINANCIAL REGULATION
  - OFFICE OF INSURANCE REGULATION
- PAROLE COMMISSION
- STATE BOARD OF ADMINISTRATION [3]
  - DIVISION OF BOND FINANCE
- BOARD OF TRUSTEES OF THE INTERNAL IMPROVEMENT TRUST FUND
- DEPARTMENT OF LAW ENFORCEMENT
- DEPARTMENT OF HIGHWAY SAFETY AND MOTOR VEHICLES
- DEPARTMENT OF REVENUE
- DEPARTMENT OF VETERANS' AFFAIRS

EXECUTIVE AGENCIES

- AGENCY FOR HEALTH CARE ADMINISTRATION
- AGENCY FOR PERSONS WITH DISABILITIES
- DEPARTMENT OF CHILDREN AND FAMILIES
- DEPARTMENT OF HEALTH
- DEPARTMENT OF ELDER AFFAIRS
- FISH AND WILDLIFE CONSERVATION COMMISSION
- DEPARTMENT OF TRANSPORTATION
- DEPARTMENT OF STATE
- DEPARTMENT OF THE LOTTERY
- DEPARTMENT OF BUSINESS AND PROFESSIONAL REGULATION
- DEPARTMENT OF MILITARY AFFAIRS
- DEPARTMENT OF CORRECTIONS
- DEPARTMENT OF JUVENILE JUSTICE
- DEPARTMENT OF ENVIRONMENTAL PROTECTION
- FLORIDA CITRUS COMMISSION / DEPARTMENT OF CITRUS
- DEPARTMENT OF ECONOMIC OPPORTUNITY [4]
- DEPARTMENT OF MANAGEMENT SERVICES / DIVISION OF ADMINISTRATIVE HEARINGS
- FLORIDA COLLEGE SYSTEM
- STATE BOARD OF EDUCATION
  - COMMISSIONER OF EDUCATION
  - DEPARTMENT OF EDUCATION
- STATEWIDE BOARD OF GOVERNORS
  - STATE UNIVERSITY SYSTEM

LOCAL GOVERNMENT

- COUNTIES CHARTER/NONCHARTER
  - SHERIFF
  - TAX COLLECTOR
  - PROPERTY APPRAISER
  - SUPERVISOR OF ELECTIONS
  - CLERK OF CIRCUIT COURT
  - BOARD OF COMMISSIONERS
- COUNTY HEALTH DEPARTMENTS [5]
- WATER MANAGEMENT DISTRICTS [6]
  - SFWMD EVERGLADES PROGRAM
- MUNICIPALITIES CONSOLIDATED/HOME RULE
  - COUNCILS/COMMISSIONS
- SCHOOL DISTRICTS
  - SUPERINTENDENTS/SCHOOL BOARDS
- SPECIAL DISTRICT INDEPENDENT/DEPENDENT

Legend
- ▭ = Constitutional Entity
- ▭ = Statutory Entity
- ▭ = Function of Governor and Cabinet
- – – – = Unique Relationship
- • • • = Administratively Housed Only
- ■ = Footnote

August 2011

Consolidated Government Concept
12-2-2011

Human Services

Agency for Health Care Administration	Agency for Persons w/ Disabilities	Department of Children & Families	Department of Health	Veterans Administration
Workforce Management				
Technology Management				
Financial Management				
Asset Management				
Risk Management				
Mail Processing				
Distribution				

Business

Department of Revenue	DBPR	DOE	Lottery	Tourism, Trade, & Economic Dev
Workforce Management				
Technology Management				
Financial Management				
Asset Management				
Risk Management				
GIS Mapping				
Licensing and Registration				
Mail Processing				
Collection				
Enforcement				
Remittance Processing				
Distribution				

Financial

State Board of Administration	Division of Bond Finance	Financial Services Commission	Financial Regulation	Insurance Regulation
Workforce Management				
Technology Management				
Financial Management				
Asset Management				
Risk Management				
			Licensing and Registration	
			Remittance Processing	
Distribution				

Education

Department of Education	Board of Education	Board of Governor's
Workforce Management		
Technology Management		
Financial Management		
Asset Management		
Risk Management		
Mail Processing		
Distribution		

Business — People — Natural Resources

Natural Resources

DEP	Fish & Wildlife	Board of Internal Improvement	Department of Citrus	Department of Agriculture
Workforce Management				
Technology Management				
Financial Management				
Asset Management				
Risk Management				
Licensing and Registration				
GIS Mapping			GIS Mapping	
Mail Processing				
Grant Funding				

Law Enforcement

Florida Dept of Law Enforcement	HSMV
Workforce Management	
Technology Management	
Financial Management	
Asset Management	
Risk Management	
Judicial	
Custody	

Criminal Justice

Legal Affairs	Department of Juvenile Justice	Parole Commission	Department of Corrections	State Board of Clemency
Workforce Management				
Technology Management				
Financial Management				
Asset Management				
Risk Management				
Judicial				
Custody				

Community Services

Department of State	Department of Transportation	HSMV	Community Affairs
Workforce Management			
Technology Management			
Financial Management			
Asset Management			
Risk Management			
		Licensing and Registration	
Mail Processing			
Collection			
Enforcement			
Remittance Processing			
Distribution			
Grant Funding			

Florida Government Efficiency Task Force Issue Brief

Subject Matter: Enterprise Information Technology (s. 14.204, F.S., and ch. 282, F.S.)
Work Group Members: Chair Abraham Uccello, Senator Lizbeth Benacquisto, Ann Duncan, Michael Heekin, Belinda Keiser, Robert Rohrlack, and Eric Silagy

ISSUE SUMMARY

Background:
- The 2007 Legislature created the Agency for Enterprise Information Technology (AEIT) to focus on information technology as an enterprise responsibility linking the state's separate business and jurisdictional entities.
- AEIT develops and implements strategies for the design, delivery, and management of enterprise information technology services. The agency defines standards for enterprise information technology and makes recommendations for establishing enterprise information technology services.
- The agency reports to the Governor and Cabinet.
- The agency is administratively housed within the Executive Office of the Governor (EOG), but is a separate budget entity and not subject to control, supervision, or direction by EOG.

Process:
- Historically, government agencies have developed and supported agency-specific resources and applications as well as commodity-based resources and applications.
- AEIT is tasked with facilitating, managing, and establishing policy and rules for enterprise information technology services and the data center system.

Issues:
- Operations and organizational configuration of information technology is dispersed throughout individual state agencies and departments, which limits the ability to execute system-wide changes and oversight.
- AEIT lacks sufficient ability to implement and enforce its administrative rules across all state agencies.
- Many state information technology projects have been off-task and off-budget, with an insufficient understanding of operational expectations, or personnel and operational practices were inadequate for the proper and timely execution of responsibilities

Proposed Reforms:
Consolidate Florida's information technology resources into an agency charged with overseeing enterprise information technology. This consolidation would eliminate duplication and achieve savings through more efficient IT management, procurement, and service.
- **Global Consolidation:** establishes a single agency charged with delivering enterprise information technology services and policies for all state agencies. The agency is organized under an Executive Director reporting to the Governor and Cabinet.
- **Consolidation with Cabinet Separate:** establishes an agency, within the Executive Office of the Governor, charged with delivering enterprise information technology services and policies to most state agencies. The agency is organized under an Executive Director reporting to the Governor and Cabinet. Enterprise information technology for Cabinet agencies (the Department of Agriculture and Consumer Services, the Department of Legal Affairs, and Department of Financial Services) is consolidated into a separate unit under the Department of Financial Services.
- **Phased Consolidation:** establishes a single agency charged with delivering enterprise information technology services and policies for all state agencies, implemented in three phases. The agency is organized under a Chief Information Officer reporting to the Governor.

ISSUE(S) ANALYSIS

I. BACKGROUND

AGENCY FOR ENTERPRISE INFORMATION TECHNOLOGY (AEIT)

The 2007 Legislature created the Agency for Enterprise Information Technology (AEIT) to focus on information technology as an enterprise responsibility linking the state's separate business and jurisdictional entities.[1] The agency reports to the Governor and Cabinet, and is administratively housed within the Executive Office of the Governor (EOG), but is a separate budget entity and not subject to control, supervision, or direction by EOG. The agency is headed by a Chief Information Officer (CIO), who must have a degree from an accredited postsecondary institution and at least 7 years of executive-level experience in managing information technology organizations. The Chief Information Officer is appointed by the Governor and confirmed by the Cabinet, subject to confirmation by the Senate, and serves at the pleasure of the Governor and Cabinet.[2]

The agency has the following duties and responsibilities:
- Develop strategies for the design, delivery, and management of the enterprise information technology services established in law;
- Monitor the delivery and management of enterprise information technology services;
- Make recommendations to the agency head and the Legislature concerning other information technology services that should be considered enterprise information technology services;
- Plan and establish policies for managing proposed statutorily authorized enterprise information technology services;
- Develop, publish, and biennially update a long-term strategic enterprise information technology plan that identifies and recommends strategies and opportunities to improve the delivery of cost-effective and efficient enterprise information technology services;
- Perform duties related to the state data center system as provided in s. 282.201, F.S.
- Coordinate acquisition planning and procurement negotiations for hardware and software products and services;
- In consultation with the Department of Management Services (DMS), coordinate procurement negotiations for information technology products used by multiple agencies and establish best practices for the procurement of information technology products;
- Develop information technology standards for enterprise information technology services; and
- Provide yearly recommendations to the Legislature relating to techniques for consolidating the purchase of information technology commodities and services, and for establishing a process to achieve savings through consolidated purchases.

The agency must operate in a manner that ensures the participation and representation of state agencies and the Agency Chief Information Officers Council, and the agency may adopt rules to carry out its statutory duties.[3]

Pursuant to legislative direction, AEIT organizes the required consolidation of agency data centers, and is working on the implementation of an enterprise-wide email system.

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[1] See Ch. 2007-105, L.O.F.
[2] Section 14.204(1), (2), and (3), F.S.
[3] Section 14.204(5),(6), and (7), F.S.

II. ISSUES WITH AEIT

GOVERNANCE

The operations and organizational configuration of information technology is dispersed throughout individual state agencies and departments. This limits the ability to execute system-wide changes and oversight.

The creation of AEIT in 2007 provided a single agency with the responsibility for developing strategies for enterprise information technology and writing policies for enterprise information technology services established in law. In its current form, AEIT lacks sufficient ability to implement and enforce its administrative rules across all state agencies.[4]

As noted in a 2007 report by the Senate Governmental Oversight and Productivity Committee, many state information technology projects have been off-task and off-budget, with an insufficient understanding of operational expectations, or personnel and operational practices were inadequate for the proper and timely execution of responsibilities.[5] Common issues with technology procurement include:

- A management-directed imperative to execute faster than the agency had capacity;
- Loss of knowledge capital through a strategic disinvestment in agency capacity or over reliance upon contract vendors;
- Decision-making based upon price rather than product or service effectiveness;
- Decision-making motivated by minimizing state investment and maximizing shared federal revenues;
- Claimed tangible savings that were speculative;
- Unwritten understandings accompanied by longer term financial liabilities;
- A rush to the procurement market with a poor understanding of expectations; and,
- Vendor systems that could not deliver the service or product on time, on-task, or on budget.

III. ENTERPRISE INFORMATION TECHNOLOGY REFORM OPTIONS

Global Consolidation

The first option presented establishes a single agency charged with delivering enterprise information technology services and policies for all state agencies. The agency is responsible for enterprise information assessment, planning, policy development, procurement, and standards setting duties. The agency is organized under an Executive Director reporting to the Governor and Cabinet.

Consolidation would include:
- Existing primary data centers;
- Telecommunications;
- Information technology components of Cabinet agencies;
- All enterprise resource planning systems and applications;
- Local Area Networks;
- Desktop support;
- Enterprise software operations; and
- Enterprise data management.

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[4] See s. 14.204(4),(6) and (7), F.S. and s. 282.201(6), F.S.

[5] *Enterprise Information Technology: Senate Review and Study*, Report No. 2007-140. Tallahassee, FL: January 2007. (http://archive.flsenate.gov/data/Publications/2007/Senate/reports/interim_reports/pdf/2007-140golong.pdf) (Last visited 11/10/2011).

Consolidation with Cabinet Separate

The second option presented establishes an agency, within the Executive Office of the Governor, charged with delivering enterprise information technology services and policies to most state agencies. The agency is responsible for enterprise information assessment, planning, policy development, procurement, and standards setting duties. The agency is organized under an Executive Director reporting to the Governor and Cabinet.

Enterprise information technology for Cabinet agencies (the Department of Agriculture and Consumer Services, the Department of Legal Affairs, and Department of Financial Services) is consolidated into a separate unit under the Department of Financial Services.

Consolidation would include:
- Existing primary data centers;
- Telecommunications;
- Email;
- All enterprise resource planning systems and applications;
- Enterprise software operations; and
- Enterprise data management.

Phased Consolidation

The third option presented establishes a single agency charged with delivering enterprise information technology services and policies for all state agencies. The agency is responsible for enterprise information assessment, planning, policy development, procurement, and standards setting duties. The agency is organized under a Chief Information Officer, selected by and reporting to the Governor.

The first phase provides enterprise project management with budget authority to complete reorganization and consolidation of:
- Existing primary data centers; and
- Email.

The second phase reinforces agency rule making and enforcement authority through budget controls.

The third phase consolidates:
- Telecommunications;
- Enterprise resource planning systems and applications (Florida Accounting Information Resource (FLAIR), MyFloridaMarketPlace (MFMP), and PeopleFirst);
- Enterprise software operations; and
- Enterprise data management.

GOVERNMENT EFFICIENCY TASK FORCE

Enterprise Information Technology Consolidation

Proposal Summary:
- Reorganize and consolidate state Enterprise Information Technology (EIT) within the Agency for Enterprise Information Technology, providing structures for effective governance and enforcement.
- EIT resources will be consolidated to achieve verifiable long term savings by eliminating duplication and implementing consistent policies.
- The steps to consolidating EIT will be planned through deliberative analysis and execution.
- EIT strategies will improve transparency and services to citizens.
- Executives who share in managing Florida's EIT resources and policies will also share the associated risks by subjecting their existing IT resources to common enterprise management.

Areas to be considered for consolidation under AEIT

- **The Southwood Shared Resource Center** – an existing Primary Data Center (PDC) that provide services to a broad range of state agencies today.
- **The Northwood Shared Resource Center** – another existing PDC that provides services to several state agencies.
- **The Division of Telecommunications** – an existing division within the Department of Management Services that is comprised of two major components.
  - **SUNCOM** – The single provider of telecommunications services to all state agencies (and some other eligible public sector entities).
  - **The Bureau of Public Safety Telecommunications** –manages the Statewide Law Enforcement Radio System (SLERS) and 911 coordination and funding.
- The information technology components of the Cabinet:
  - The Department of **Agriculture and Consumer Services**
  - The Department of **Financial Services**
  - The Department of **Legal Affairs**
- All of Florida's Enterprise Resource Planning systems (ERPs) consisting of:
  - The state accounting system known as Florida Accounting Information Resource (**FLAIR**) currently managed by the Department of Financial Services.
  - The state purchasing system known as MyFloridaMarketPlace (**MFMP**) currently managed through the Department of Management Services.
  - The state budgeting system known as the Legislative Appropriations System/Planning and Budgeting Subsystem (**LAS/PBS**) currently managed jointly by the Governor's Office and Legislature.

- o The human resource management system known as **PeopleFirst** currently managed through the Department of Management Services.
- o The state tax collection system known as **SUNTAX** currently managed by the Department of Revenue.
- **Enterprise Software Operations**
- **Enterprise Data Management**
- **Local Area Networks** (LAN) to be provided through SUNCOM. LAN services are now provided within each state agency.
- **Desktop Support** - Desktop support services are now provided within each state agency.

AEIT will retain assessment, planning, project management and standards setting duties, with statutory modifications enacted to reflect new oversight and accountability.

Funding

AEIT is currently funded from General Revenue.

Existing trust funds for areas included in consolidation proposal:

- **Communications Working Capital Trust Fund**– Payments for services from SUNCOM customers are deposited today into this SUNCOM operational trust fund.
- **SLERS Trust Fund** – Supports the duties of DivTel's Public Safety Telecommunications Bureau. Public fees are deposited into the Statewide Law Enforcement Radio Trust Fund to pay for that statewide system and management thereof.
- **911 Trust Funds** – Supports the duties of DivTel's Public Safety Telecommunications Bureau. Funds deposited into the 911 Trust Fund are mostly passed-through to cities, counties and industry to maintain and enhance 911 services throughout the state.

Benefits
- Achieve significant savings and improvements in IT management.
- Establish a culture of shared responsibility for IT management.
- Deliver more effective and transparent services to citizens.

Governor and Cabinet

Enterprise Technology Advisory Council

Standards
Procurement
Network
Application Development
Project Management

Chief Information Officer
Executive Director

Vision Communication

Chief Technology Officer
Strategy
Planning
Standards
Policy
  Leg Affairs
  Legal Affairs
Project Management
Licensing
Contract Management

Chief Applications Officer
MFMP
LAS/PBS
FLAIR
PeopleFirst
"Future Share"

Chief Operations Officer
DivTel
  Public Safety Telecommunications
  Call Center
  Suncom
Network
Primary Data Centers
  +Law Enforcement Data Center
E-mail

Agency Chief Information Officer
Applications Officers
Enterprise Project Management Officers

Proposal for a New Approach to Enterprise IT Service Consolidation

Opening Statement

The consolidation of IT services (even business services such as licensing and call centers) is a prudent activity for the State of Florida. Where done well, it has increased operational efficiencies, improved services, allowed organizations to focus on their core missions, and reduced costs. Unfortunately, Florida is not on such a path. Our current approach to IT Service Consolidation has significant constraints and thus far, does not provide the value to the state that it should.

Consolidation should be viewed holistically for the impact that consolidation has on IT (as the enabler of business) budget and staff. Organizational change management is a must. Throughout this process we need to have a well-conceived personnel plan that looks after state government's most important resources.

We believe that the current leadership presents a great opportunity for the State to assess the status and current approach to IT Service consolidation efforts. The State should take this opportunity to undertake the requisite planning that's been short-cut in the current approach to IT Service consolidation. And, this can be the first time in this process for real collaboration between IT consumers, technicians and the Legislature.

Overview of Florida's Current IT Service Consolidation Efforts

1. What's working:
   a. The Agency for Enterprise Information Technology (AEIT) was established as a Cabinet agency in 2007 to plan and oversee consolidation activities. It is good that an organization was created with this focus.
   b. Though it long pre-dates current consolidation efforts, the Department of Management Services' Division of Telecommunications SunCom portfolio of services represents a model Enterprise IT Service: it has been in existence for nearly forty years, operates like a business (minus the ability to make profit; when income exceeds expenses, they reduce their prices) and provides demonstrated cost savings to its customers.
   c. The Southwood Shared Resource Center (SSRC) has long been operated as a shared-use facility. As a result, it has mature processes and procedures. Several key staff have been with the data center for many years and take great pride in running a professional operation and providing reliable services to their customers. The current facility was built in 2000 as a state-of-the-art, hardened data center facility.
2. What's not working
   a. The recent round of consolidation efforts that began in 2009 lacks a detailed road map. The Gartner Study provided a good beginning that should have been elaborated upon. Due to lack of active support and input from prior administrations, AEIT has received most of its direction from legislative staff rather than from its principals.

b. AEIT also suffers from inadequate staffing compared to the duties it is assigned in statute. Detailed plans weren't developed for data center consolidation or for Enterprise IT services. Recommendation documents lack depth and foresight (ex. Enterprise IT Strategic Plan—this should have been the 5 year road map of IT in Florida rather than the list of services to tackle next), and were generally done in haste. AEIT is making the plan while executing it, instead of thoughtfully crafting a plan in advance.

c. States that enjoy successful IT consolidations, such as Michigan and North Carolina, have done extensive planning. Gartner recommended that the Project Management Office (PMO) allocated to Florida's data center consolidation be a staff of 14. At its inception, AEIT's entire staff complement was 14, with only 1 – 2 FTE allocated to data center consolidation.

d. Having service providers provide the same level of service to an agency as the agency provides itself for the same costs (since there is no upfront investment in the Primary Data Centers) upsets the professional processes and operations of a service provider.

e. Reported savings are questionable and likely from personnel cuts and service reductions rather than operational efficiencies.

3. What's missing:
   a. An overarching Governance structure to guide planning, implementation, and operations
   b. A statewide Enterprise Architecture
   c. A statewide Disaster Recovery (DR) Plan
   d. A refresh plan for hardware and software
   e. A Human Resources Plan
      i. Adequate staffing to perform the requisite planning and implementation activities
      ii. Plan for employees whose jobs are affected by consolidation
   f. A road map for consolidation
   g. A common set of processes across the PDCs. At a minimum, the PDCs should share a common:
      - Service Catalog (an effort is currently underway to get the PDCs to use a single, shared Service Catalog)
      - Change Management/Production Control process
      - Billing process and invoices
      - Accounts Receivable process
      - Cost Allocation methodology (an effort is currently underway to get the PDCs to use the same Cost Allocation methodology. Note: AEIT previously facilitated this process in 2008, however, it did not result in the PDCs adopting a single methodology)
      - Customer service process

   In addition to the workload and frustration this lack of commonality places on their customers, each PDC is an operationally independent organization with its own budget.

This organizational structure adds complexity to the normalization process. Full consolidation of the PDCS' administrative services should be completed.

Critical Success Factors

In their 2008 Feasibility Study of Data Center Consolidation in Florida, Gartner noted that "successful data center consolidation projects are built around a decision to transform the organization—not just move the machines and people." To date, data center consolidation in Florida has been driven by the goal of cutting IT spending (the same is true regarding recent efforts to consolidate other IT services). Spending reductions are a worthwhile goal, however, they should be approached more carefully and complemented by the equally worthy goal of transforming the enterprise architecture of Florida. **The pay-off of the transformative approach is that our IT processes and services will become streamlined and efficient; therefore, less costly while** *improving* **the level of service we provide ourselves and our customers, the citizens of Florida.**

The Gartner study identified several Critical Success Factors (CSFs) that Florida should consider when planning and implementing data center consolidation. They are:

1. Meet the unique needs of Florida – While Florida can benefit from the lessons learned by other states through their consolidation efforts, Florida should not try to adopt their approaches "whole cloth." AEIT staff has communicated with consolidation team members from a few states to learn about their successes and challenges. This Critical Success Factor is in place and could be advanced through better planning.
2. Planning and Ownership – Most agencies are pleased with the services provided by their IT units and changes like consolidation raise concern about service degradation. The Gartner report elaborated that key elements to this Critical Success Factor are:
    *   a participatory process that is transparent, sets clear and consistent direction, and gives stakeholders opportunities for *meaningful participation* in the process,
    *   open and timely communications about consolidation initiatives,
    *   clearly identified roles and responsibilities, and
    *   identifying the benefits to be gained by the state overall and each participating entity
    This CSF is lacking in the current approach to IT Service Consolidations and is further weakened by the elimination of the CIO Council during the 2011 Legislative session. Consensus building takes time and strong organizational leadership.
3. Organizational Leadership – Gartner indicated that three levels of leadership are required:
    1. Governor, Cabinet, and Legislature – Previous leaders were not active supporters of consolidation. To date, Legislative staffers drove legislative support for the current approach.
    2. Leadership in the state agencies – Executive management in the agencies needs to be engaged in the initiative and provide the leadership to guide their organization's participation and success. AEIT apprised agency leadership of consolidation initiatives; however, support was reluctant at best because of distrust in the process: agencies had little input in data center consolidation planning, and there was no comprehensive plan for data center consolidation for them to review, understand, and embrace.

3. AEIT - AEIT represents the third leg of the leadership stool given its statutory duties related to enterprise IT planning and policy-making. However, AEIT, due to the lack of support from the Governor and Cabinet, heavy involvement by legislative staff, and weak statutory language ("recommend", "coordinate", "facilitate"), never felt empowered to exert leadership.

4. Realistic Action Plan – "As with any complex initiative, it is critical that time be invested in developing a detailed action plan." "The state needs to develop a doable and detailed migration plan…." "The detailed work plan needs to identify the project timelines, key tasks, responsible entities/people, critical interdependencies, milestones, and deliverables/results to be achieved." (Gartner, State of Florida Data Center Consolidation Feasibility Study, 2008) Such a plan does not exist. Developing such a plan takes time and requires a multiagency team that includes Legislative staff for their budget and legislative process expertise.

5. Effective Governance Structure – A governance structure is needed to ensure stakeholders receive the level of service they need to perform their business functions. "The governance structure needs a charter that details the purpose, goals and objectives of the consolidated data center model, the role of the participants, and the processes used for decision-making and conflict resolution." (Garter) The current approach is wanting of such structure. Rather, "governance" is prescribed in statute simply as a way of determining membership and voting weight on each of the PDC boards. There is no overarching governance structure for the process of IT Consolidation Planning and the subsequent implementation and ongoing operation.

6. Service Level Agreements (SLAs) aligned with business objectives and needs – Developing SLAs between the Primary Data Centers and the agency customers has been challenging because few agencies have objective measurements of their own performance. In addition, agencies seek to include penalty clauses. This reflects a completely inaccurate mindset for consolidation. Rather than look at Florida agencies as wholly independent entities, we should look at Florida state agencies as departments within a $70 billion business. It's unlikely that GE's Home Appliance Division would expect penalties from GE's IT unit.

How have other states been successful?

Michigan enjoyed their first success in IT consolidation with mainframe consolidation in 1995. It then consolidated telecommunications and print centers. These consolidations "were all accomplished with a clear imperative and visible executive mandate (in the form of an Executive Order from the Governor)." (2007 NASCIO Awards: Michigan Data Center Consolidation, http://www.nascio.org/awards/2007awards/enterpriseManagement.cfm)

The Michigan team took a very inclusive approach for data center consolidation. "From the onset of planning, the Data Center Consolidation team collaborated with technical and client staff to determine the most effective means to move their systems with the minimum risk at the minimum cost. The Michigan Department of Information Technology's Strategic Management Team (SMT) worked directly with agency partners to find both creative fiscal solutions and to educate clients on the risk their current environments posed." (2007 NASCIO Awards: Michigan Data Center Consolidation)

"In the end, the collaborative approach is what has seemed to matter the most. A commitment to collaboration has given Michigan a technology climate where agencies now openly request to get their remote locations closed. … This approach has helped cement a reputation for quality, built trust with clients, and set the stage for more fundamental initiatives that reach across government boundaries such as virtualization, Service Oriented Architecture, and shared services." (2007 NASCIO Awards: Michigan Data Center Consolidation)

Fifteen years later, Michigan has a mature, centralized IT architecture that has yielded operational efficiencies and cost savings. It reports a 5 year return on investment of $19.1 million.

Other states enjoying successful IT service consolidations include North Carolina, Ohio, Tennessee, Pennsylvania, Utah and Alabama all of which followed strategies similar to Michigan's.

Recommendations

We recommend that the state take a moment to reset our approach to Enterprise IT Service consolidation. The agencies are distrustful of the process because they've seen the budget numbers that they've submitted get changed and they have had no meaningful input into planning. Let's take a lesson learned from states where IT Consolidation has been successful: let's work *with* the agencies to plan and design something that will enhance their operations and save money.

We recommend the following course corrections:

a. Update Legislation
    i. Empower the State CIO
    ii. Rethink current prescriptive statutory language (ex. X report by this date, Y report by such date, etc.). Instead, empower AEIT to provide a true strategic plan for State IT and hold the State CIO accountable for performance toward those goals.
    iii. Update statutory language to require AEIT to obtain approval from or submit deliverables to the Governor, Legislature, *and* Cabinet. Statute identifies the Governor and Cabinet as the agency head of AEIT, yet the Cabinet receives very few of the agency's work products.
    iv. Change statutory language from requiring *Service Level Agreements (SLAs)* to requiring *Memoranda of Understanding (MOU)*. The common use of the term SLA implies that penalties would be paid by the provider for service outages or poor performance. Given that the providers in this case do not make profits and that all penalties paid would be borne by the public sector customer base, such an arrangement creates an adversarial relationship between the state service provider and customer rather than acknowledging a mutual commitment to the public good.

b. Governance – Create an overarching IT Advisory Board whose purpose is to review and comment on the State's Strategic Plan for IT and statewide technology initiatives developed by the State CIO. The model described below is similar to the one used by the State of North Carolina.

    a. Membership and Qualifications of Service

        i. The Board shall consist of 7 members. Appointments will consist of:

            1. Two members selected by the Governor

            2. One member selected by the President of the Senate

            3. One member selected by the Speaker of the House of Representatives

            4. One member selected by the State CFO

            5. One member selected by the Commissioner of Agriculture and Consumer Services

            6. One member selected by the State Attorney General

        ii. The governor shall designate a chair from among the board's membership.

        iii. The members appointed by the Governor shall be heads of State agencies or managers whose primary responsibilities do not include information technology and shall not include the State CIO.

        iv. The members appointed by the CFO, Commissioner of Agriculture and the State Attorney General shall be persons with experience in the deployment, use, maintenance, and replacement of information technology and may be from either the public or private sector.

        v. The member appointed by the President of the Senate shall be from local government.

        vi. The member appointed by the Speaker of the House shall be from the State University System or Community College System.

    b. All shall serve two year appointments. Members shall not serve for more than two successive terms.

    c. Vacancies shall be filled by the appointing authority for the unexpired portion of the term in which they occur.

c. Develop an Enterprise Architecture for the State of Florida. Enterprise architecture is essentially the "blueprints for systematically and completely defining an organization's current (baseline) or desired (target) environment. Enterprise architectures are essential for evolving information systems and developing new systems that optimize their mission value. … If defined, maintained, and implemented effectively, these institutional blueprints assist in optimizing the interdependencies and interrelationships among an organization's business operations and the underlying IT that support operations. The experience of the Office of Management and Budget (OMB) and General Accounting Office (GAO) has shown that without a complete and enforced EA, federal agencies run the risk of buying and building systems that are duplicative, incompatible, and unnecessarily costly to maintain and integrate." (*A Practical Guide to Federal Enterprise*

Architecture, Federal Chief Information Officers Council, February 2001. http://www.gao.gov/bestpractices/bpeaguide.pdf)

d. Enterprise Disaster Recovery Planning – Consolidation should address Continuity of Operations (COOP) and Disaster Recovery (DR) Planning. Several state agencies do not have Disaster Recovery plans and all existing plans have been developed within silos. The state needs to develop a statewide plan for IT COOP and DR. Statewide DR was one of the Enterprise IT Services that AEIT recommended in their 2010 Enterprise IT Services Strategic Plan (and had strong support from the agency CIOs and PDCs). Authority for pursuing DR as an Enterprise IT Service was included in early versions of SB 2098 during the 2011 Legislative session, but was removed in the final days of session. . (This is another dismissal of AEIT's expertise that comes with its *assigned* role.) Developing a statewide IT COOP and DR plan requires that agencies identify *all* of their applications along with their interdependencies, and then prioritize them. The prioritized list should then be elevated to a team representing the Governor and Cabinet Officers to determine the hierarchy of applications from a statewide perspective.

Part of Enterprise DR Planning is determining the technical approach. We recommend a 3 tier approach that leverages the uniqueness of the Northwest Regional Data Center (NWRDC):
   1. High Availability (failover and high priority) systems[1] need to be placed in SSRC because of its Tier III rating by the Uptime Institute.
   2. High Availability systems should have cross-town DR at another PDC.
   3. Failover systems should have a hybrid of cross-town and cross-country DR.
Michigan did a nice job with their statewide DR. Their approach is worth modeling.

e. A plan for refreshing hardware and software in the Primary Data Centers

f. HR Plan that addresses staffing for the planning, implementation and operational phases. Two high-level approaches are identified below. Either approach should be thoroughly thought-out and planned, leveraging the HR expertise in the state agencies.
   a. Preferred - Rather than *cut* employees, allow the IT workforce to reduce itself through regular attrition (or termination processes). As staff separate, avoid filling the vacancies. This can start at some point during the planning process. This is how other states approached it.

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[1] AEIT has provided the following classification of systems:
- Failover –These systems are critical to the agency's mission. The planned recovery at alternate site is instantaneous or within four hours.
- High – These systems are important to the agency's mission and the agency's essential services would be severely impacted without their availability. Planned recovery at alternate site is within 4 - 24 hours.
- Medium – These systems are needed to support the agency's usual services, but in the event of a disaster, the agency can provide essential services for up to two weeks without them by using work-arounds as outlined in the agency COOP plan.
- Low – These systems are needed to support the agency's usual services, but in the event of a disaster, the agency can provide essential services for up to one month without them.
- No DR

  b. Require annual reductions of x% of IT staff once a consolidation is operationalized. This approach is used in mergers and acquisitions. In M&As, staff keep doing their job as they did before the change. Once the dust settles, staffing levels can be optimized.

g. High-level 5 year plan

  a. Year 1: Regroup and Create a Road Map for Enterprise IT Service consolidation

    i. Review Lessons Learned by FL and other states and address them in the path forward plan

    ii. Set goals

      1. Increase operational efficiency

      2. Design a technology architecture they'll come to

      3. Cost savings targets

    iii. Planning

      1. Enterprise Architecture including Technology Reference Model

      2. HR planning

      3. Revisit consolidation schedule and approach, i.e., service-by-service or consolidate whole IT functions of agencies

      4. Prepare the PDCs

        a. Revisit which facilities should be PDCs

        b. Addressing NWRDC's uniqueness

        c. Revisit the Governance Structure of the PDCs

      5. Ready the agencies

        a. Organizational change management

        b. Disaster Recovery planning

      6. Lay the foundation

        a. Establish a Governance Structure that will scale to meet the needs of consolidation planning, implementation, and operation

        b. Create a single Operating Level Organization that includes all Enterprise IT Service providers

        c. Single change management, billing, and Accounts Receivable processes. Single cost allocation methodology.

  b. Year 2

- Implement statewide Active Directory
- Operationalize the Technology Reference Model
- Relocate systems in PDCs according to Disaster Recovery priority
- Begin implementing enterprise platforms (ex. SQL, Unix, Oracle)

  c. Years 3 - 5

- Resume consolidation of non-strategic IT services (ex. Data Center Services, Local Area Networks, Geographic Information Systems, Help Desk and Desktop Services)

  d. Years 6 and beyond as needed

- Consolidate business applications (Licensing software, electronic document management systems, etc.)

Summary

We hope that this paper reflects our commitment to—and enthusiasm for—a reasoned approach to IT Consolidation. We are here to partner and collaborate with the right people: customers, technical people, and budget people to develop and implement a plan that will yield increased operational efficiencies, improved services, and reduced costs.

About the Authors

Terry Kester is the Chief Information Officer for the Department of Financial Services. Previously he served as the Chief Information Officer of the Department of Business and Professional Regulation. While at the Agency of Enterprise Information Technology he served as a Strategic and Enterprise Planner and prior to that, he served as the Deputy Secretary of the Department of Management Services, where he oversaw the day-to-day functions of the Communications and Information Technology Services division. Terry has more than 25 years of experience in the IT and telecommunications field, including managing the Computer Operations for the US Sugar Corporation. While at US Sugar, Terry was in charge of the day-to-day information technology operations, network design, vendor relations and project planning.

Tara Kyvik has 15 years of IT experience ranging from small LAN and email administration, desktop support, and website design to training, account management and project management. Her experience includes working for small businesses and the State of Florida, both as a consultant and an employee. She has worked as a professional project manager since 2003 and currently leads the Compliance, Security, and Project Management teams in the Department of Financial Services' Division of Information Systems. Tara worked for AEIT from December 2008 – March 2011. During that time she participated in several consolidation initiatives and was the project lead for the coordination and facilitation of Data Center Consolidation. The effort was challenging because AEIT lacked the authority despite having the assigned responsibility. One result of this was that IT consolidation decisions were sometimes made with little regard to the business and technical soundness. In addition, AEIT did not (nor does it today) have sufficient resources to appropriately perform the tasks it is assigned in statute or to properly execute a project as large and complex as IT Service Consolidation.