FISCAL FITNESS

Improving State Government
Findings and Recommendations

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Governor
State of Rhode Island
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I. INTRODUCTION

In April of 2003, Governor Carcieri announced the formation of the Governor's Fiscal Fitness Program. The goal of Fiscal Fitness is to make Rhode Island government cost-efficient and, at the same time, to improve customer service. Commitment to Fiscal Fitness marked the first step in fulfilling the Governor’s pledge to comprehensively audit state government.

Fiscal Fitness Vision Statement

Rhode Island will become a model for the delivery of cost-effective government services to satisfied citizens who have confidence that tax dollars are being spent efficiently. State employees will be treated with dignity and respect, and be recognized for innovation and superior service to the citizens of Rhode Island.

Fiscal Fitness Guiding Principles

- Focus on workflow, policies and procedures; not people
- Evaluate all ideas
- Do not single out any area or agency
- Challenge every department; nothing is off limits
- Seek measured results; no course of action will be hypothetical
- Ensure a grass roots effort; employee driven
- Insist on a strict timetable; no moving deadlines
II. PROCESS

The Fiscal Fitness Program began under the day-to-day oversight of Department of Administration Director Robert J. Higgins and Beverly Najarian, Director of Administrative Services in the Governor's Office.

Sixty team members from throughout government, working in eleven groups, participated in Fiscal Fitness. It was their job to study each department, focusing on organization, staffing, work process, management, and budget. They met with agency leadership and front line workers to develop a clear understanding of agency operations, and to generate ideas on improving government services.

Fiscal Fitness Teams:

- Department of Administration
- Information Technology
- Human Resources
- Facilities
- Legal Services
- Health and Human Services
  - Children, Youth and Families
  - Elderly Affairs
  - Health
  - Human Services
  - Mental Health, Retardation, and Hospitals
- Public Safety
  - State Police
  - Sheriffs
  - Capitol Police
  - Emergency 911
  - Emergency Management
  - National Guard
  - Corrections
- General Government
  - Business Regulation
  - Labor and Training
  - Governor’s Office
- Education
  - Elementary and Secondary Education
  - Higher Education
- Natural Resources
  - Environmental Management
  - Coastal Resources Management Council
  - Water Resources Board
- Transportation
Over the course of eight months, Fiscal Fitness staff, in collaboration with hundreds of state employees, conducted thorough reviews of the departments and agencies under the organizational jurisdiction of the Governor and mapped out how each conducted daily business.

Fiscal Fitness ideas originated in many different ways: some ideas were put forth by agency staff; others came via email and a confidential “hotline” that employees could use. A number of ideas were developed by Fiscal Fitness teams based on their analysis of agency operations and their research on the best practices of other states and the private sector. The public contributed its ideas on improving state government, and several Rhode Island business leaders volunteered their time.

Ideas were reviewed, refined and approved by the Governor.

The culmination of this work is a set of over 140 specific recommendations for making Rhode Island government more effective and efficient.
III. COST SAVINGS

When implemented, the initiatives proposed by Fiscal Fitness will improve the state’s bottom line by $180 million annually.* Given a phased-in implementation, the savings projection over the next five years is $650 million. Savings include:

**Personnel Savings** **$75,000,000**
Consolidating agencies, reducing consultant and overtime expenses, renegotiating benefits

**Operational Savings** **$72,000,000**
Ending fraud and abuse, centralizing services, reforming bulk purchasing, cutting bureaucracy

**Overhead Savings** **$3,000,000**
Cutting leases, closing under-utilized facilities, consolidating technology support systems

**Improved Collections** **$30,000,000**
Pursuing tax delinquents, selling surplus property

**TOTAL** **$180,000,000**

*This total represents state and federal funds. Implementing Fiscal Fitness ideas will lead to saving approximately $48 million in federal dollars, which also means that the state will forgo some federal funding. Of that figure roughly $29 million can be reallocated. The net federal impact is projected to be approximately $19 million.

** Fiscal Fitness calls for a net reduction in the number of state full time equivalent positions (FTE). Implementing the recommendations will reduce the workforce by approximately two hundred positions but will allow for the delivery of vastly improved service. The two hundred FTE decrease is about evenly split between union and non-union positions.
IV. MAJOR FINDINGS

The research conducted by Fiscal Fitness confirmed that the state workforce is comprised of bright, dedicated and competent people who want to provide quality, cost-effective services to the citizens of Rhode Island. Employees are often frustrated working with outdated equipment, top-heavy management structures, and ineffective personnel practices. Staff shared both their ideas and frustrations at the inability to accomplish agency work.

From these discussions emerged recurring themes that hinder Rhode Island government operations and the ability of employees to effectively perform their jobs. In particular a number of structural and systemic barriers were identified that lead to inefficiency, waste, and redundancy:

- State government is out of shape. Years of budget cuts without streamlining operations have frustrated workers, managers, and taxpayers. While there is some collaboration among departments, the system as a whole discourages effective inter-agency efforts. There are twenty-eight departments that, for the most part, operate independently resulting in limited teamwork. Departmental operations do not encourage the type of creativity and collaboration that would allow continuous system wide improvements.

- The State’s personnel system has no mechanism to reward excellence. Disjointed recruitment, hiring, promotional and budget practices have led to a top-heavy workforce.

- Information technology systems have helped other states make huge strides in how they conduct public business. In most instances, Rhode Island government has been left behind.

- Financial management and control systems lack timely and accurate information, reducing the ability to effectively manage and control operations. While the state has immense buying power, the existing purchasing system does not take advantage of that leverage. Additionally, money owed to the state is not being aggressively pursued.

- There is no master plan for state properties. State government does not definitively know what property it owns, or what the property is worth. State buildings have deteriorated to the point of having to be demolished, while the state continues to enter into costly leases.

- Although Rhode Island has some examples of excellence within its human services programs, human services across agencies are fragmented and uncoordinated. Human services benefit costs continue to grow, but there has
been limited investment in mechanisms to monitor either eligibility or fraud and abuse. The state does not know how many clients it serves or what services clients actually get. These costly inefficiencies contribute to bureaucracy rather than client benefit.

- Emergency preparedness and emergency response systems need upgrading. There is no consistent training, technology, or communication among public safety and homeland security entities.
V. RECOMMENDATIONS

Three major recommendations emerged from Fiscal Fitness as did additional plans for making government run better: (1) restructuring the Department of Administration, (2) creating a Health and Human Services Secretariat and, (3) reorganizing Public Safety and Homeland Security.

(I) Department of Administration

Fiscal Fitness examined twenty-eight separate departments and agencies. Each works hard to be fully independent. From an operational standpoint this is expensive and inefficient. Other state governments and most companies, using modern technology, have realized tremendous savings and increased productivity through targeted centralization. The potential benefits of centralized functions are most evident in three areas: Human Resources (HR), Facilities Management, and Information Technology (IT). Additionally, the state must strengthen its overall Financial Management.

A. Human Resources

Rhode Island’s human resources (HR) staff are deployed unevenly across various agencies. Some agencies have fully functioning HR departments and are overstaffed, while a majority struggle with shortages. Through consolidation, the State can eliminate duplicate efforts, offer a healthy range of services to every department, and implement clear, consistent personnel policies across state service.

The current practice of each agency handling its own HR has hampered the State’s ability to reform the personnel system. Governing Magazine, in 2001, rated Rhode Island’s HR system among the least effective. Despite several diversity efforts, the cultural mix of state employees does not match that of the citizenry. The state has made very little advancement in the areas of performance review and merit pay. Managers are held back by an inability to reward excellent performance except through promotion. Inappropriate promotions have led to organizations that are top-heavy with managers. Workplace morale suffers.

Recommendation:

- The personnel function should be centralized across state government and located within a restructured Department of Administration. This will yield improved policy development and cost savings. Efficiency can be achieved by improving the design of a main human resource office. Substantial savings can result through redesigning the benefits provided to state employees.

B. Facilities

There is no central entity responsible for building maintenance and the State does not have a complete inventory of the property it owns or controls. There is no master plan
for the use of state facilities or any coherent effort to insure that property is fully utilized. There are many leased offices while, at the same time, under-utilized state owned buildings are left vacant and deteriorating. At the former Ladd School, many buildings had to be demolished due to preventable deterioration, as were five buildings at the Pastore Center. Decentralized facility management results in duplication of staff effort, little sharing of resources, and an inability to put strategic solutions into place.

Recommendation:

- Facilities management should be organized and coordinated across state government. Savings can result from sharing resources. Surplus property should be sold. Where appropriate, agencies should be moved from leased properties to state owned buildings.

C. Information Technology

Information Technology (IT) suffers from being decentralized. Each department has its own computer systems and staff. Departments use different management systems and different computer programs, severely limiting the capacity for data sharing among departments with overlapping missions and clients in common. There is no coherent investment strategy for IT, causing Rhode Island to lag behind most states. In 2001 Governing Magazine gave Rhode Island a “D” for Information Technology. Without proper computers, programs and IT management, employees do not have the tools they need to effectively and efficiently deliver public services.

Recommendation:

- Information technology should be coordinated across state government. Standardization of IT, phones, and mail will better serve the needs of the State at a lower cost. More sophisticated integration of information should be implemented which will result in better financial information, improved service to citizens, and provide more effective tools for employees.

D. Financial Management

The State has a rigorous budget process, but it does not have an effective system for monitoring actual spending. There is no early warning system in place to detect when a department is headed into financial trouble. If such a system were in place, problems could be detected in time to put corrective action into place. There is no single entity responsible for fiscal policy. Expertise needs to be developed and an emphasis must be placed on tax policy, revenue policy, and spending effectiveness.

Additionally, the mechanism that the state uses to control expenditures is a succession of fixes patched to an overly bureaucratic process. The State’s purchasing procedures
exemplify burdensome process taking lead over ensuring that the State gets the best value for each public dollar. A need exists to restructure financial and purchasing procedures by adopting good business practices everywhere from child support initiatives to securing the most value in the purchase of goods and services.

High taxes are a burden to all. Rather than raising tax rates, the State needs to assure that taxes due are collected.

Recommendations:

• The State should have a Chief Financial Officer responsible for overall fiscal policy and budget practice. A host of budget and comptroller functions should be improved. Tax collection, purchasing, and audit practices will be improved.

COST SAVINGS – Department of Administration

Personnel Savings $54,000,000
Operational Savings $11,000,000
Overhead Savings $500,000
Improved Collections $25,000,000
TOTAL $90,500,000

(2) Health and Human Services

Agencies often need to develop specific mission-driven expertise to best deliver services to their clients. It is also true that similar areas of skill, knowledge, and policy can be joined across departments to achieve a greater good. The organization of health and human services departments can be improved in order to deliver better results.

There are five separate health and human service agencies in Rhode Island as well as a host of smaller boards and commissions. While each agency has a unique mission, services overlap and often target the same individuals. For example, the state spends over $100 million in eleven separate pharmacy programs. There are three divisions within different agencies addressing child health and welfare concerns. There are two separate departments that administer Medicaid long-term care programs. As a result, clients and community providers experience hardship and frustration in trying to navigate the confusing array of agencies. A well-coordinated human services organization would minimize duplication, improve customer services, and create a more comprehensive approach to health and human service policy.
Recommendation:

- A Health and Human Services Secretariat should be created. The cabinet level entity would drive the activities of the various health and human service agencies. The result would be a seamless system of care for consumers. Policy and planning development would be coordinated and improved. Savings would be realized through shared service development, centralized purchasing, streamlined health care financing, and better staff development activities. Field operations would be better organized across agencies, as would fraud and abuse surveillance and asset recoupment. (See organizational charts in Appendix C.)

**COST SAVINGS – Health and Human Services**

<table>
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<th>Description</th>
<th>Amount</th>
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<tr>
<td>Personnel Savings</td>
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<tr>
<td>Operational Savings</td>
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<tr>
<td>Overhead Savings</td>
<td>$400,000</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>$72,400,000</strong></td>
</tr>
</tbody>
</table>
(3) Public Safety & Homeland Security

Public safety entities do not coordinate their activities or communicate effectively. The creation of a Department of Public Safety will accomplish several goals. It will foster better interagency communication. It will promote consistent public safety policies and procedures. It will provide uniform training for all public safety personnel. It will assure best use of the State's resources and equipment so that public safety entities can operate efficiently. The State will be better able to deliver safety and emergency services to all Rhode Islanders.

A separate Department of Homeland Security will formalize the link between 911, the Emergency Management Agency, and the National Guard, allowing each to fulfill its core mission. It will enhance planning and communication and help assure a well-organized emergency response capability. A single unified homeland security structure will significantly improve coordination with the proposed Department of Public Safety and further ensure effective management when disasters occur.

Recommendations:

- Public safety and emergency planning and response groups should be merged into two departments: the Department of Public Safety and the Department of Homeland Security. The Department of Public Safety would consist of the State Police, the Fire Marshal’s Office, Sheriffs, and Marshals. The Department of Homeland Security would include the National Guard, 911, and the Emergency Management Agency. (See organizational chart in Appendix C.)

(4) Additional Actions to Improve Government

Here are the highlights of some additional Fiscal Fitness initiatives to consolidate functions, streamline management, and improve technology:

A. Consolidate Redundant Functions

Water Resources
- A unified water resource office should combine policy and permitting of the State’s water resources. The Department of Environmental Management will host an office that combines water resources functions from the Coastal Resources Management Council, the Department of Health and, the Water Resources Board. Savings from increased efficiency and better customer service through the coordination of efforts would result.

Licensure
- Professional trade licensing is scattered over several departments. Licensing activities should be integrated to reduce duplicate efforts and provide better, more efficient client service.
B. Streamlining Departments

- At the Department of Environmental Management a host of recommendations are targeted to improve administrative and organizational practice.

- In the Department of Business Regulation, the consolidation of banking and insurance divisions is recommended as well as a variety of “best practices” to improve program effectiveness.

- The Department of Labor and Training is targeted for several improvements, including unifying the State’s two Workforce Investment Boards.

- At the Department of Transportation, overtime reduction and organizational restructuring are recommended.

C. Better Technology in the Field

- Tolls should be collected in one direction only, and an E-Z Pass lane should be installed at the Newport/Pell Bridge. This will save money and improve traffic flow.

- Rhode Island should follow the lead of many other states and use videoconferencing for certain court procedures. This will result in prisoner transportation savings and improved public safety.
VI. RESULTS

Fiscal Fitness is a plan to significantly change the way Rhode Island government conducts the people’s business. These initiatives will yield substantial results for lasting benefit to all:

**Cost Savings:**
- $180,000,000 annual taxpayer savings
- $650,000,000 five-year taxpayer savings

**Better Management:**
- **Modernize government management**
  
  We will employ business tools and best practices to ensure public accountability and create performance measures for everything we do.

- **Precision tracking of state finance**
  
  We will centralize and improve financial forecasting, employ state-of-the-art budgeting and financial tracking tools, and improve revenue collections.

- **Elimination of excess overhead, duplicate functions**
  
  We will streamline management structures, eliminate redundancies, and reduce office space leases.

**Better Workforce**
- **Reenergize the workforce with the training and tools to perform at a high level**
  
  We will centralize and professionalize human resources, recognize superior job performance, and create fair standards for employee hiring, training, and promotion.

**Better Services:**
- **Better Technology to assist customers**
  
  We will centralize and update information technology, improve the public’s access to information and provide convenient and timely customer service.

- **Enhanced public safety post-September 11**
  
  We will strengthen homeland security and public safety through the consolidation of similar structures. We will standardize and improve emergency management training, equipment, and communications.

- **Social Services better geared toward family needs**
  
  We will create a human service secretariat that will knit together the now-fragmented service system to provide seamless services to eligible clients and their families.
VII. Next Steps

Fiscal Fitness is now beginning the implementation process. The project will transform the way that government operates. Project plans will be thoroughly developed before implementation. Although improvements are not expected overnight, some results will be immediately noticeable.

An implementation team is developing action steps in concert with staff throughout government. The action steps will weigh necessary resources in time, effort, and cost. The team will consider barriers that may exist and what efforts are needed to overcome them. Staff training, improved communications, and enhanced technology are all in the tool kit. Changes to legislation and to labor agreements, where necessary, will be requested. Collaborative efforts will be important to the project’s success.

Fiscal Fitness is forging a timeline for the roll out of each component. From start to finish, the overall restructure of government operations is expected to take between eighteen months and two years.

Nothing is static. An on-going quality management mechanism must be in place to assure that government continues to challenge itself when Fiscal Fitness concludes. Every Fiscal Fitness idea is not included in the current round of recommendations, and there exists the potential for additional improvement and efficiency. State employees are a source of many practical solutions and they have been a largely untapped resource. The State needs to commit to a dedicated process for continued improvement by establishing better communication with workers at all levels of government.

For further information on Rhode Island’s Fiscal Fitness program, please contact:

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APPENDIX A: Idea Summaries

Below are summaries of the Fiscal Fitness recommendations. For a full listing of all 140 ideas, see Appendix B.

Department of Administration (DOA)

Net savings = $90,500,000

DOA – Chief Financial Officer/Budget/Accounts & Control

Chief Financial Officer
Create the position of Chief Financial Officer (CFO). The CFO will be responsible for the financial oversight functions of state government including policy and budget, financial management, tax policy, and strategic planning. The CFO office will coordinate activities of the Office of Accounts and Control, the Budget Office, the Bureau of Audits, and Taxation.

Budget Office
Rework performance measurement by using measures contained within an internal audit function. Currently, there are 30 separate transactions that require Budget Office approval. The Budget Office would become more policy oriented if the dollar limit was raised (or eliminated) on these transactions and department directors assumed more responsibility for budget management.

Accounts and Control
Change the pre-audit function to post-audit to expedite payment of more than 70,000 vouchers that are now reviewed manually each year. This will allow the State to take advantage of early payment discounts.

Bureau of Audits
Auditors from the Department of Transportation should be transferred to the Bureau of Audits to create a more independent audit process.

DOA – Taxation

Increase Revenue Officers and Increase Field Auditors
Increase the number of field auditors to assure tax revenue collections. Additional revenue officers should be engaged in collecting personal incomes taxes.
Charge Cigarette Tax to Distributors
Currently, retailers pay the sales tax on cigarettes. Distributors are required to purchase tax stamps for cigarettes, from Taxation, prior to retail delivery. If the State charged the sales tax to distributors, instead of retailers, it would streamline collections.

Tobacco Dealer License Renewal
Require tobacco dealers to renew their licenses yearly in order to keep updated license records and keep track of dealer transfers, closures, and relocations.

Tax Clearance for Licensure
Do not issue or renew professional licenses, driver’s licenses, or car registrations to individuals with unpaid tax debts.

Integrate Collection and Audit Function Staff
Integrating all tax and audit staff in the Division of Taxation will provide a single point of contact for tax issues, as well as more effective revenue collection.

Eliminate Tier II Property Tax
There are two tiers of taxpayers who qualify for property tax relief. Tier I represents disabled persons and persons over 65 who have incomes less than $30K. Tier II are those who have incomes less than $30K. Rebates will be unavailable for Tier II in FY’05 and it will still cost the State to process applications. Tier II should be eliminated.

DOA – Purchasing

Purchasing Reforms Contract
The State has hired a vendor on contingency to generate savings through negotiating both new and existing contracts in order to get the best price for goods and services needed by the State.

Reverse Auctions
A reverse auction is a live, on-line bidding process used to lower the price of state goods and services. This is a pricing tool that the State can use in order to get the best buy. State law should allow on-line reverse auctions.

DOA – Child Support Enforcement

Administrative Process for Order Establishment
All parties must appear in Family Court to establish a court order for child support. In some cases, the parties already voluntarily agree to the orders. In this instance, Family Court should allow paralegals to witness court orders, eliminating the required appearance.
Eliminate Pass Through
In 1996, federal law changed, eliminating the requirement that the first $50 monthly of child support be sent to the Family Independence Program (FIP). RI continued to issue the payment. Recommend compliance with federal law by eliminating the $50 monthly payments that are 100% state funded.

Electronic Funds Transfer for Weekly Support Payments
Approximately 40,000 child support payment checks are mailed monthly. Support payments should be changed to direct deposit.

Mail Initial Court Summons
A constable delivers all court summonses. The initial court summons should be delivered by guaranteed mail with follow-up by a constable in cases of failure to appear.

DOA - Municipal Affairs

Automate Data Collection
The State collects real estate data from cities and towns in order to calculate revenue sharing distributions. This process is time consuming and inefficient. Computerizing data collection will result in a better, more efficient process.

Transfer Select Functions to Budget Office
A number of revenue sharing programs can be transferred out of the Municipal Affairs Office and into the Budget Office, providing more control over revenue sharing programs resulting in a streamlined process.

Transfer Select Functions to the Economic Development Corporation
The Municipal Affairs office provides information and assistance to cities and towns. These activities are better suited to the Community Development section of the Economic Development Corporation. By consolidating this assistance within EDC, cities and towns will have a single point of contact. Two community development grants can be transferred out of Municipal Affairs and into EDC. Having these grants administered directly by EDC will accomplish the goal of more closely connecting them to the economic development process.

Transfer Select Functions to Taxation
The collection of the public corporation personal property tax should be transferred from Municipal Affairs to the Tax Division. The Tax Division is better equipped to enforce tax collection.

Transfer Grant to DHS
Municipal Affairs administers a homeless shelter grant that should be transferred to DHS, which currently administers several other shelter grants. This would allow the State to manage its homeless programs in a more organized and efficient manner.
DOA - Statewide Planning

Transfer Functions to EDC
Statewide Planning provides planning assistance to cities and towns and creates economic development project lists. In moving these activities to the EDC, cities and towns will have a single place to get help. Economic development plans will be better coordinated.

Elevate Stature of Statewide Planning
Statewide Planning should move out of the Office of Library and Information Services and report to the Director of Administration. It will be better connected to the Governor’s Office and to state departments.

Transfer GIS
The RI Geographic Information System is an important source of data for Rhode Island, but most state agencies do not know how to use it. Transferring this system from Statewide Planning to the Chief Information Officer will make it easier to access.

Transfer Aerial Photographs to State Archives
The Statewide Planning Office houses 12,000 historical aerial photographs in a location that is not easily accessible to the public and does not provide the right storage conditions. Transferring the photos to the State Archives assures that they will be properly preserved and that the public will have improved access.

DOA - Human Resources

Reorganize DOA, Division of Human Resources
The Division of Human Resources has fourteen different groups performing various, often overlapping, HR functions. A reorganized HR division will standardize work and allow for best practices.

Eliminate the Third Step of the Grievance Procedure
Union contracts provide three grievance opportunities, prior to arbitration, in order to address alleged contract violations. A two-step process is sufficient and the State should collaborate with union representatives to eliminate one hearing.

Reorganize Statewide Human Resources
Almost every agency provides HR support. This practice results in inconsistent service, misapplication of rules, regulations, and contract provisions, and high costs. The State should consolidate activities, now performed at the agency level, into four service centers. This change will standardize policy and procedure, allow for best practices, automate tasks, and eliminate overlap.
Health Coverage
The State should develop solutions to the problem of increased health coverage costs that include plan redesign to reduce expenses and establish health coverage cost sharing. The next contract with a health coverage provider should have a more competitive administrative fee, an effective bill reconciliation process, provide pharmaceutical rebates, regularly review maximum allowable pharmaceutical costs, and take advantage of a stronger pharmacy provider network. The State has already successfully negotiated some of these reforms.

Vision Coverage
The State should contract with a vision coverage provider that charges a more competitive administrative fee, has an effective bill reconciliation process, and takes advantage of an improved provider network.

Life Insurance
The life insurance premiums charged employees are excessive and don’t reflect claims experience. The State worked with the current insurance carrier to develop a premium schedule that more accurately reflects claims experience. The State should pursue competitive bidding for an insurance carrier that can further reduce costs.

DOA – Facilities

Create a new Division of Property Management
Each department manages its own facilities and performs its own capital development work. This is expensive, uncoordinated, and a poor use of resources. These operations should be unified to save money and increase efficiency through implementing the following: 1) sharing of personnel and equipment, 2) hiring staff where necessary to increase in-house capability, 3) eliminating duplication, 4) coordinating capital budgeting and, 5) establishing a quality control program.

Sell Surplus Property
The State owns over 80,000 acres of land and more than 1,600 buildings. Periodically the State should review inventory and determine those surplus properties that could be marketed. This eliminates ongoing maintenance expenses and liability, and returns the properties to the local tax rolls.

Require Bids with Quotes
A procedure requiring architecture firms to submit price quotes with the letters of interest for state contracts will foster competition and improve current practice.
Move From Leased to State Owned Property

There are vacant or underutilized state-owned properties that will accommodate agencies that are currently located in privately leased buildings. The State should move some agencies to state-owned property in order to significantly reduce office costs.

DOA - Information Processing

Reorganize Statewide Information Technology (IT)

IT operations should be reorganized and integrated. State-of-the-art technology management principles need to be developed and applied across state government. These IT management processes include: planning, creating and maintaining technology standards, application development & support, infrastructure improvements, and enhanced project management.

Statewide Server Consolidation

Individual agencies purchase, maintain and support their own computer servers. This creates a hodgepodge of different technologies that are costly and difficult to maintain. The State can save money in hardware, software, maintenance, and support by consolidating servers. Service levels will improve using common practices, shared skills, emergency back up and recovery, and the use of operations management tools.

Consolidate Mainframe Software

The State’s mainframe computer system currently runs two operating systems. By moving existing applications to a single system, the State will save on annual costs.

Master Price Agreement

The State currently hires a number of IT consultants under a Master Price Agreement. The state can realize a cost reduction through re-bidding and better managing these contracts.

Helpdesk Consolidation

Individual agencies have their own computer support helpdesks. Many utilize contractors to perform PC and desktop support functions. These resources can be better managed, and service levels improved, by consolidating all PC support functions into a single entity. The use of modern technology will enable a central helpdesk to resolve many of the support issues from a remote location.

E-Mail Consolidation

Individual agencies maintain and operate their own e-mail servers. There is no consistency in technology, disaster recovery or even an integrated address book.
The State will realize savings from reduced hardware, software, maintenance and replacement costs through consolidating e-mail servers.

Certified Mail
Certified mail, return receipt requested, currently costs the State $4.05 per item. The State can save $1.75 per piece of mail by using alternative delivery options.

Bring Barcode Processing In-house
The State currently contracts with a vendor to barcode U.S. Mail at a cost of $300,000 per year. The State can process this mail in-house at a cost savings of $200,000 annually by purchasing a bar-coding machine.

Consolidate Mail Delivery Service
Multiple state agencies have staff and/or private contractors who provide inter-office mail delivery services. By consolidating and centrally managing mail delivery, service routes can be combined and the need for outside private contractor delivery can be eliminated.

Mail Design
State agencies use a variety of different envelopes and address formats. Enforcing standard address formats that comply with U.S. bulk rate requirements will allow the State to realize $0.05 savings per piece of mail on approximately 2.5 million pieces of mail per year.

Consolidate Mail Rooms
The Department of Human Services (DHS) currently operates a mail facility. By merging the DHS and central state facilities, a savings in equipment, maintenance, facilities and personnel will be realized.

Telecommunications Audit
The State spends millions of dollars per year on telecommunications services. Significant cost savings can be realized through improved network design, bill audits, and improved procurement.

Health and Human Services
Net savings = $72,400,000

Health and Human Services Secretariat
There are five health and human services agencies. Obtaining services is often confusing within the current system, and providing them can be difficult: both consumers and workers end up frustrated. Multiple administrative functions of the various departments should be united. The departments will report to a leader whose job will be to better coordinate services and avoid costly duplication.
Training and Staff Development
Every human services department is in the staff training business. Bringing training efforts under one roof will allow the human services staff to share expertise and make better staff training available to more employees.

Consolidate Pharmacy Purchasing
The State runs eleven separate pharmacy programs that each purchase prescription drugs. The State should continue its work with the University of Rhode Island Department of Pharmacy on ways to take full advantage of the State’s purchasing power in order to lower drug costs.

Procurement Office
There are five different departments often buying services from the same providers, yet the departments do not coordinate their purchases. The State should consolidate its purchasing power, which will result in improved service, consistent standards, and measurable client outcomes.

Policy, Planning, Budget, Finance, Purchasing, and Communication
Many areas of human services are fragmented with inconsistent policy and practice. Centralization of policy and planning, communication, budgeting, accounting and purchasing will result in better and more consistent service at a lowered cost to taxpayers.

Patient Accounts
Three different organizational units handle patient benefits at one agency. Consolidating the units into a single office will improve client service and save money.

Eleanor Slater Hospital Overtime
MHRH will spend close to $9 million on overtime this year. Through better management, overtime will be significantly reduced without increased risk to the health and safety of patients or staff.

Streamlining MHRH
At MHRH, there are some service units that have similar and overlapping missions. The consolidation of some units, through management restructuring, will result in a more cost effective service system.

Centralize Estates and Collections
Benefits paid through the Department of Human Services (DHS) to individual recipients are often recoverable through subsequent collection from the individuals’ estates. This activity is managed in four separate DHS units. Consolidation of the work, and expansion of the definition of estate recovery, can result in additional revenue.
Set Temporary Assistance to Needy Families (TANF) Time Limit

Federal law allows five years of cash assistance for the receipt of federal TANF funds. The State’s Family Independence Program (FIP) law also allows five years, but at present, DHS does not count any years of TANF funds received in other states. Amending RI law to incorporate recognition of benefits earned elsewhere can realize significant savings for the State. Thirty-nine states already do this.

Adults to Managed Care

Managed care is a cost saving alternative to fee-for-service Medical Assistance. Many states have transferred adults with chronic illness and disabilities into managed care. Moving a portion of our disabled population to managed care will save money, and recipients will get better medical treatment.

Long Term Care (LTC)

Four LTC sites are not necessary; services would be more effective if they were consolidated into a single location. This will allow better staffing and better eligibility monitoring. Additionally, several mechanisms are planned that can recoup payments made by the State.

Program Monitoring

DHS should develop a mechanism to monitor the misuse of Medical Assistance and state funded childcare. Monitoring eligibility has been shown, in other states, to result in savings. Furthermore, monitoring assures taxpayers that clients are entitled to the services that they receive.

Reduce Formal Hearings

The number of appeal hearings requested by DHS clients whose benefits have been denied or terminated has increased dramatically over the past four years. The State should reduce the number of hearings through the use of alternatives such as mediation, thereby saving money and allowing for more effective program operations.

Emergency Room Rates

Medicaid, a joint federal-state program, pays hospitals for emergency room visits. The State pays the same rate for routine care as for potentially life threatening conditions. Adjusting reimbursement rates to care based on the cost of treatment rather than the location of the care will result in state savings.

Reorganize Field Operations

DHS currently operates eight district offices with numerous other community sites. The State should consolidate some offices. Services to eligible clients will increase as will the ability of staff to monitor eligibility and check income
records. In addition, concentration of staff will provide greater in-house capacity to serve limited English speaking clients. Responsiveness to community needs will increase while costs for contracted services, such as interpreting, will be reduced.

**Enhance Children’s Behavioral Health**
Several staff now working in different agencies should be assigned to assure that children’s behavioral health efforts are better coordinated. This consolidation will provide much needed expertise to better serve high needs children.

**DCYF Overtime**
The Training School, Child Protective Workers, and the Family Service Unit can decrease their overtime expenses by the use of flextime, targeted hiring, and improved communications with state and community partners.

**Discharge Planning: DCYF Psychiatric Hospitalizations.**
Currently, children who are hospitalized for psychiatric care often remain hospitalized because no alternative care is readily available. The State should make sure that children leave the hospital when they have completed treatment and are placed in the best possible community setting.

**Health Streamlining**
At the Department of Health (DOH) there are multiple functions that are repeated across divisions. A host of changes within the DOH’s organizational structure are recommended. Expertise will be more commonly shared across the department, such as in media and public relations. Additionally, the Department can accomplish its mission using fewer consultant staff.

**Adult Psychiatric Hospitalization**
Medicaid pays community-based psychiatric inpatient costs for eligible adults. There are no sound alternatives to costly inpatient care. This proposal seeks to create Medical Assistance funded alternatives to inpatient care, such as crisis beds.

**Public Safety & Homeland Security**

**Homeland Security**
The State should create a Department of Homeland Security (DHLS) and transfer the Rhode Island National Guard, the Emergency Management Agency and 911 staff to the new department as separate and distinct components. These changes will result in improved emergency and disaster response.
Public Safety
The State should create a Department of Public Safety (DPS) and transfer the following groups to the new agency:
- Rhode Island State Police (RISP)
- State Fire Marshall
- State Fire Academy
- Parole Board
- State Sheriffs and Capitol Police

The State should create a Unified Criminal Justice Training Academy by consolidating the RISP Training Unit, Training Academy, and the training assets of the Sheriffs and Capitol Police.

The Forensics Laboratory that is now part of the Department of Health should be transformed into a new State Crime Laboratories organization within the DPS.

The DPS, in creating a single reporting structure, will allow for improved and consistent communications, policy and procedure, and training.

RI Justice Commission
The RI Justice Commission’s role should be expanded to include federal funding development for Corrections, Homeland Security, and public safety initiatives.

Corrections
Two women’s facilities at the DOC should be combined into a single location. This will reduce costs and increase security.

Courts Videoconferencing
The State should encourage the increased use of videoconferencing in courts to include court proceedings such as arraignments, probation violations, ability to pay procedures, fines review and general conferencing. This will mitigate scheduling problems that adversely affect the judiciary, prisoners, legal counsel, sheriffs, and corrections staff.

State Police Legal Counsel
The State Police routinely hire outside lawyers to handle legal issues instead of using full time legal counsel. Changes should be made to this procedure.

Education
Net savings = $600,000

Nutrition Program Efficiencies
Within the Department of Elementary and Secondary Education a program exists to reimburse school districts for the cost of supervising student breakfasts. School districts pay between seven dollars to over fifty dollars per hour for this service. This proposal seeks to limit the State’s expenditure to a reasonable ten dollars per
hour. Additionally, there are recommendations to reduce other nutrition program administrative costs.

**Teacher Certification Fees**
The cost to teachers in Rhode Island for their certification is lower than other area states and does not reflect the value of the certification process. The State recommends a certification fee structure comparable with other northeastern states.

**Department of Labor and Training (DLT)**
*Net savings = $4,000,000*

**Increase Span of Authority as DLT**
Restructuring DLT management at the senior department level will allow for better services at lowered cost. A number of changes within the DLT organizational structure are planned.

**Consolidate Two Workforce Investment Boards**
In order to better use funds for direct service training, administrative overhead can be reduced. Two local boards can be consolidated by establishing one statewide workforce investment group. Administrative and direct service functions would be located within DLT.

**Transfer Police/Fire Relief Fund to Treasurer**
The Employees’ Retirement System of RI, within the Treasurer’s Office, already administers pension plans for many public employees. The office can take on administration of Police and Fire Relief funds.

**Close Underutilized NetWORKri Office**
The Bristol/Warren NetWORKri office averages fewer than two new clients per day and is underutilized when compared with five other sites. The office should be closed, with staff taking on new assignments at other sites.

**Department of Business Regulation (DBR)**
*Net savings = $2,000,000*

**Streamline Business Regulation**
The licensing of various trades and professionals, not including healthcare workers, now occurs at three separate departments. DBR should be restructured to offer better customer service through simplified and improved licensing. Several functions now at DLT (trade licensing) and at DEM (e.g. arborists) can be combined within the DBR commercial licensing unit. The unit will also incorporate various, now separate, DBR licensing functions and include enforcement activity.

Banking and Securities, now separate, should be combined into a single division.
**Department of Transportation (DOT)**

*Net savings = $8,000,000*

**Reorganization/Streamline**
At DOT several organizational changes are planned. Planning, fleet operations, traffic and electrical inspection can be combined across the department.

**Overtime**
DOT overtime can be reduced through better scheduling and some improvements in management practice. Seasonal work shifts should be created for specific work functions.

**RI Turnpike and Bridge Authority**
Tolls on the Newport Bridge should be collected in one direction. Tolls can be adjusted to maintain revenue, and an E-Z Pass lane needs to be incorporated into the toll plaza for traveler convenience and improved traffic flow.

**Natural Resources**

*Net savings = $2,500,000*

**Streamline Department of Environmental Management (DEM)**
The DEM supports many programs with similar missions and goals. The Department should be reorganized to consolidate these programs. DEM’s accountability will increase.

**Consolidate Coastal Resources Management Council (CRMC), Water Resource Board (WRB) and Department of Health (DOH) water programs into DEM**
Permitting and management of the State's water currently occurs in five separate agencies. These functions should be consolidated, and planning relocated. The restructuring will improve coordination and management.

**Consolidation of CRMC and WRB technology projects**
The State recommends canceling stand-alone water management technology projects since DEM technology can be used in their place.

**Cancellation of the WRB Lease**
The Water Resources Board should be moved from leased space to state owned property to save money.

**Consolidate Select Statewide Planning Functions**
The Water Resource Board’s planning and coordination functions should be moved into Statewide Planning to better coordinate water planning statewide.

**Elimination of Legal Contract at the Coastal Resources Management Council**
The Coastal Resources Management Council (CRMC) uses outside legal help for its day-to-day work. In combining CRMC with DEM, legal costs can be reduced.
APPENDIX B: Idea List

Below is a listing of all 140 fiscal fitness ideas included in these initial recommendations.

Administration:
- Establish Chief Financial Office (CFO) to oversee state finances
- Integrate Accounts & Control with CFO
- Integrate Budget Office with CFO
- Integrate Bureau of Audits with CFO
- Transfer-in DOT Auditors (12 FTE's) to Bureau of Audits
- Improve financial management through changes in audit function at Accounts & Controls
- Revise duties and responsibilities, Accounts & Controls administrator
- Redesign budget performance measurement process
- Streamline budget process to remove unnecessary approvals
- Comply with federal pass through payment requirement in human service program
- Create electronic fund transfer for child support payments
- Mail initial court summons, child support enforcement
- Use alternate process for child support order establishment, Child Support Enforcement
- Charge cigarette sales tax to distributors, Div of Tax
- Eliminate unfunded property tax relief rebates, Div of Tax
- Require annual tobacco dealer’s license renewal, Div of Tax
- Increase number of field auditors to generate revenue, Div of Tax
- Increase the number of revenue officers to generate income, Div of Tax
- Require tax clearance for professional and drivers licenses, Div of Tax
- Consolidate collection and audit functions, Div of Tax
- Improve record retention practices
- Transfer Library Services within Department of Administration (DOA)
- Automate real estate data to streamline state aid disbursements, Municipal Affairs
- Consolidate state aid (payment in lieu of taxes) program into Budget Office
- Consolidate distressed communities relief payment function into Budget Office
- Consolidate general revenue sharing process into Budget Office
- Transfer property tax assistance to Economic Development Corporation (EDC)
- Transfer local government assistance to EDC
- Transfer Community Development Block Grant to EDC
- Transfer collection of Public Service Corporation Tax to Budget Office
- Transfer property tax cap of 5.5% monitoring to Budget Office
- Transfer vehicle tax phase out plan to Budget Office
- Transfer emergency shelter grant program to human services
- Spend less on goods and services by taking advantage of state’s purchasing power
- Modify state law to allow online reverse auctions within purchasing
- Transfer select local planning activities into EDC from Statewide Planning
• Elevate Statewide Planning office within DOA
• Transfer Geographic Information System (GIS) to Information Technology Office
• Move economic planning functions to EDC from Statewide Planning
• Move aerial photograph unit to State Archives

Facilities:
• Create new Division of Property Management
• Sell surplus properties
• Automate Zambarano power plant
• Hire trades in lieu of using master price agreements and administrative price agreement
• Require that architectural bids contain cost quotes
• Hire architects and drafts-people in lieu of entering into contracts
• Move select agencies from leased space to state-owned property

Human Resources:
• Consolidate and standardize statewide Human Resources (HR) programs
• Reorganize Office of Training & Development
• Reorganize Workers’ Compensation
• Merge units enforcing Merit System Law within Office of Personnel Administration
• Reorganize and transfer state diversity and affirmative action offices
• Streamline grievance procedure
• Transfer employee services unit
• Downgrade position within Personnel Appeal Board
• Competitively bid health coverage administrative fees
• Streamline health coverage billing procedures
• Review pharmaceutical maximum allowable cost list
• Negotiate health plan design components
• Join preferred pharmaceutical provider network
• Renegotiate life insurance rates to generate employee savings
• Add pharmacy rebates to health plan design
• Negotiate health coverage cost sharing agreement
• Competitively bid vision plan and strengthen subscriber network

Information Technology:
• Reorganize statewide information technology operations
• Consolidate computer helpdesks
• Consolidate e-mail
• Consolidate servers
• Consolidate mainframe operating system
• Improve management of master price agreement for the hiring consultant staff
• Cut certified mailing costs
• Mail barcode processing in-house
• Consolidate and improve mail delivery service
• Standardize mail piece design
• Merge mailrooms
• Bid out improved telephone and network design

**Health and Human Services:**
- Create Health and Human Services Secretariat
- Combine human service training and staff development activities - Secretariat
- Ensure full federal participation in Medicaid, Human Service - Secretariat
- Consolidate pharmacy purchasing, Human Service - Secretariat
- Create a single contract and service procurement office, Human Service - Secretariat
- Improve children's behavioral health services, DCYF
- Improve discharge planning for DCYF-contracted psychiatric hospital services
- Decrease overtime, DCYF
- Enforce five-year maximum for Temporary Assistance to Needy Families, DHS
- Reduce formal hearings through alternative resolution processes, DHS
- Hone emergency room rates to reflect treatment cost, DHS
- Reorganize long term care, DHS
- Reorganize field operations, DHS
- Improve eligibility monitoring, DHS
- Centralize and strengthen estates and collections, DHS
- Move a portion of disabled adults to managed care, DHS
- Reduce Medicaid funded adult psychiatric hospitalization, DHS
- Increase select fees, Health
- Streamline Department of Health, Health
- Centralize patient accounts, MHRH
- Reduce Eleanor Slater Hospital overtime, MHRH
- Streamline organization, MHRH

**Public Safety**
- Create a Department of Public Safety (DPS)
- Appoint Department of Public Safety Director
- Transfer Parole Board from Department of Corrections (DOC) to DPS
- Transfer State Fire Marshal to DPS
- Transfer Fire Safety Code Board to DPS
- Transfer DOH Forensics Lab to DPS
- Create unified criminal justice training academy, Dept of Public Safety
- Consolidate women's correctional facility, DOC
- Revise operations of in-house legal counsel, RISP
- Transfer RISP to DPS
- Increase use of videoconferencing in courts, Sheriffs Division
- Consolidate Capital Police with Sheriffs, Sheriffs Division
- Transfer Sheriffs to DPS
Homeland Security
- Create a Department of Homeland Security (DHLS)
- Appoint Director for DHLS
- Transfer emergency 911 to DHLS
- Transfer Emergency Management Agency to DHLS
- Transfer Rhode Island National Guard to DHLS

Education
- Revisit teacher certification fee structure
- Create school nutrition program efficiencies

Department of Labor and Training (DLT)
- Reorganize DLT
- Consolidate 2 workforce investment boards
- Close underutilized NetWORKri office
- Transfer police/fire relief fund to State Treasurer

Department of Business Regulation (DBR)
- Reorganize DBR
- Merge banking and securities divisions
- Consolidate the processing of professional licenses
- Revisit professional licensing fee structure

Department of Transportation (DOT)
- Reorganize DOT
- One-way toll/create EZ pass lane at Newport Bridge, Turnpike and Bridge Authority
- Increase fees for physical alteration permits
- Reduce overtime costs

Natural Resources
- Consolidate Coastal Resources Management Council (CRMC) into DEM
- End legal contract, CRMC
- Eliminate CRMC-specific technology projects
- Increase select permit and license fees, DEM
- Move staff from environmental health to DEM
- Reorganize DEM
- Transfer water management functions to DEM from Water Resources Board (WRB)
- Eliminate WRB lease
- Eliminate WRB-specific technology projects
- Transfer water resource planning functions to Statewide Planning
APPENDIX C: Organizational Charts

HEALTH AND HUMAN SERVICES
CURRENT ORGANIZATIONAL STRUCTURE

Department Functions:
- Administration
- Finance
- Policy & Planning
- Communications
- Benefit Design
- Eligibility Screening
- Service Delivery
- Case Management
- Program Monitoring
HEALTH AND HUMAN SERVICES
PROPOSED ORGANIZATIONAL STRUCTURE

Secretariat Functions:
- Administration
- Finance
- Policy & Planning
- Communications

Department Functions:
- Benefit Design
- Eligibility Screening
- Service Delivery
- Case Management
- Program Monitoring
DEPARTMENT OF PUBLIC SAFETY
PROPOSED ORGANIZATIONAL STRUCTURE

Governor

Department of Public Safety

State Police
Sheriffs
Fire Marshall
Fire Academy
Fire Safety Code Board
Training Academy
Capitol Police
Parole Board
DEPARTMENT OF HOMELAND SECURITY
PROPOSED ORGANIZATIONAL STRUCTURE

Governor

Department of Homeland Security

EMA  E-911  National Guard
APPENDIX D: Participants

Listed is the core staff assigned to work, in whole or part, on the Fiscal Fitness project. This does not include the hundreds of state agency employees who helped to develop the recommendations.

Audett, John  Department of Administration
Baccus, Rick  Department of Mental Health, Retardation and Hospitals
Boffi, Dan  Department of Administration
Brodeur, Brenda  Department of Administration
Brunelle, Bob  Department of Administration
Buffi, Deb  Department of Human Services
Campanelli, Sherry  Department of Human Services
Cannon, Kate  Department of Human Services
Capuano, Deb  Department of Elderly Affairs
Castaldi, Linda  Executive Department
Cataldo, Janice  Department of Health
Colby, Sharon  Department of Administration
Collins, Donna  Department of Corrections
Collins, Tom  Department of Administration
Cozine, Judy  Department of Labor and Training
Dell’Aquila, Donna  Department of Administration
Dervartanian, Chris  Department of Business Regulation
Dias, Carolyn  Department of Elementary and Secondary Education
Dipina, Joe  Department of Labor and Training
D’Orsi, Peter  Department of Labor and Training
Dutra, Tim  Department of Children, Youth and Families
Ferguson, Bill  Department of Administration
Gagnon, Brenda  Department of Human Services
Greene, Clark  Executive Department
Griffith, Bob  Department of Administration
Hamel, David  Department of Health
Hannon, Wayne  Rhode Island School for the Deaf
Higgins, Bob  Department of Administration
Hodgkin, Andy  Executive Department
Holmes, Bob  Department of Mental Health, Retardation, and Hospitals
Jenner, Christian  Department of Environmental Management
Johnson, Sally  Department of Administration
Johnston, Steve  Department of Administration
Kennedy, Paul  Department of Corrections
Lehrer, Joanne  Department of Children, Youth and Families
Letourneau, Bob  Department of Transportation
Lisnoff, Arn  Department of Mental Health, Retardation, and Hospitals
Marcaccio, Melanie  Department of Environmental Management
The Governor’s Fiscal Fitness initiative utilized a local reengineering consulting firm headed by Anthony Klick. Collaborating with state Fiscal Fitness management, AMK Consulting Group developed the structured approach for Fiscal Fitness, delivered the methodology the state team used, and provided business reengineering efficiency techniques during the eight-month effort.
APPENDIX E: Departments and Agencies

Below is a full listing of departments and agencies involved in the Fiscal Fitness process. Although not all of these agencies received a comprehensive review, staff from each of these agencies participated in developing the recommendations set forth in this report.

Administration
   Accounts & Control
   Budget
   Bureau of Audits
   Central Management
   Child Support Enforcement
   Facilities
   Human Resources
   Information Processing
   Library Services
   Motor Vehicles
   Municipal Affairs
   Purchasing
   Statewide Planning
   Taxation
   Worker’s Compensation

Business Regulation
Capitol Police
Children, Youth, and Families
Coastal Resources Management Commission
Corrections
E 911 Uniform Emergency Telephone System
Economic Development
Elderly Affairs
Elementary & Secondary Education
Emergency Management Agency
Environmental Management
Fire Safety Board of Appeal and Review
Governor’s Office
Health
Higher Education Assistance Authority
Human Services
Labor and Training
Mental Health, Retardation, and Hospitals
National Guard
Personnel Appeal Board
Public Higher Education
Rhode Island Justice Commission
Rhode Island Police Training Academy