

Executive Budget

Fiscal Year 2006-07



January 4, 2006

Submitted by

Mark Sanford
Governor
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to the

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Second Session



State of South Carolina Office of the Governor

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January 4, 2006

To the Citizens of South Carolina and the Members of the South Carolina General Assembly:

It is my pleasure and honor to present to you this administration's FY 2006-07 Executive Budget. Before going into some of the points included in the document, I would like to express my thanks to all of the review and results team members – many of whom were volunteers – who gave time, talents and focus to this effort.

As with our two prior budgets, our objectives for the FY 2006-07 Executive Budget are to present to the General Assembly a balanced state budget that, without raising taxes, further restores monies diverted from trust and reserve funds in recent years while providing essential services to the citizens of South Carolina in the priority areas of education, health care and social services, economic development, public safety, and natural resources. In the submitted budget, you will find that we accomplished not only these tasks, but other important ones as well.

To achieve our objectives, we established nine primary budget goals when we began our work in June 2005. If adopted, this budget will allow us to finish the single greatest goal this Administration has advocated since our first executive budget for FY 2004-05, getting our fiscal house in order. When that budget was introduced, the state had an overlooked \$155 million unconstitutional deficit, nearly \$500 million borrowed from trust and reserve funds, and a \$105 million accounting deficit created by the General Assembly and executive branch beginning in 1991. As of this budget, the \$155 million deficit had been retired and approximately \$324 million has been returned to trust and reserve funds. This budget proposes to completely repay the \$173 million in outstanding balances to trust and reserve funds and eliminate the \$105 million in the accounting deficit that has been on our books beginning 15 years ago.

For the first time, we are also proposing a budget using a spending limitation of *population plus inflation*, because we have revenue projections which will actually exceed that limit for the first time since I took office. Simply put, we believe that spending by the state should not grow faster than the income of the people who are asked to pay for it. Further, we believe that an annual spending limit will foster a more competitive economy that will attract both jobs and investment to the state. As a result,

this budget proposes returning \$151 million in surplus funds back to the taxpayers. Whether our fellow South Carolinians are paying higher property tax bills, higher heating costs, or higher tuition at our colleges and universities, we believe that taxpayers deserve to share in the economic successes that have delivered these increases in tax revenue.

We again call for the General Assembly to enact restructuring legislation that would increase accountability to the taxpayers and reduce duplicative government. Fractured government with limited accountability provides little benefit to the people we are supposed to serve. According to *Governing* magazine's 2005 *Fact Book*, South Carolina government operates with a ratio of 251 state employees per 10,000 residents, 43 percent higher than the U. S. average of 176 state employees per 10,000 in population. The costs associated with this unusually high ratio of state employees take dollars away from direct benefits for the citizens served by South Carolina government and demands more in the way of funding from taxpayers. In addition, we are proposing for a second year, giving agency heads the flexibility to target pay raises to recruit and retain quality employees in high need areas. Building on that proposal, we have also proposed funding a \$63 million merit pay program for teachers in South Carolina. This proposal, which will create a direct link between pay increases and student achievement, will allow school districts to reward the many great teachers who are succeeding and excelling in the classroom.

We also propose fully funding the Base Student Cost, increasing the BSC to \$2,367 for FY 2006-07 which brings total funding per student in South Carolina to an average of \$10,846. In addition, we propose full funding for the Education and Economic Development Act, which we hope will help us improve the abysmal drop out rate in high school.

In total, we believe this budget corrects past fiscal management decisions, while setting the stage for more modest and predictable growth into the future. We also accomplish making major investments in education, health care, law enforcement, and quality of life within the confines of limited spending, by setting budget priorities. We present this budget, the result of hundreds of man hours by citizens from around the state, and urge you to join us in setting a more affordable and accountable government to the taxpayers.

I look forward to working with the General Assembly on ways we can make such initiatives work for the taxpayers of South Carolina.

Mark Sanford

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Executive Summary

Mission Statement

The mission and objectives of this executive budget are similar to the ideas that were laid out in our two previous executive budgets. Our objectives are to present to the General Assembly a balanced state budget that does not raise taxes. In addition, our budget implements greater fiscal discipline by holding spending to the growth of population plus inflation and fully restoring monies diverted from trust and reserve funds in recent years. Finally, we propose the funding of essential services for the citizens of South Carolina in the priority areas of education, health care and social services, economic development, public safety, and natural resources.

Administration Goals

To achieve our objectives, the administration first established nine major budget goals for the FY 2006-07 Executive Budget. Adhering to these goals, we then prioritized and funded the state's critical needs, while retaining the fiscal discipline demanded by both the citizens of the state and the national bond rating companies. Our nine goals for the FY 2006-07 Executive Budget are as follows:

- 1) **Limit the annual growth of recurring general fund spending by not exceeding population growth plus the rate of inflation** – In an effort to provide both stability and sustainability to the state's yearly purchases, we propose limiting the growth of recurring general fund spending to 5.15 percent during FY 2006-07, exempting yearly constitutional funding requirements. This rate is based on recent Bureau of Labor Statistics and United States Census Bureau population data. In addition to preventing a repeat of the state's erratic spending patterns during the past decade, we feel the annual limit will foster a more competitive economy in terms of attracting jobs and investment by ensuring that state government does not grow at a rate faster than the growth in incomes of the South Carolina taxpayers that fund government.

Further, with the excess revenues that exceed the spending limit, we propose using these recurring and/or non-recurring funding sources to repay diverted trust and reserve funds; correct the "embedded" Generally Accepted Accounting Principles (GAAP) deficit that resulted from accounting errors during 1991, 1993, and 2001; accelerate debt repayment; and, fund a tax refund. We believe that such uses are consistent with the goal of fiscal discipline demanded by the taxpayers of South Carolina. For the first time since the beginning of the administration, projected revenues exceed the population plus inflation spending limitation and will do so by \$445 million. Therefore, we propose to:

- a) completely repay diverted trust and reserve funds (\$173 million);
- b) correct the "embedded" GAAP deficit (\$105 million);
- c) accelerate debt repayment (\$16 million); and,

d) return to the taxpayers a share of the excess revenue (\$151 million).

- 2) **Fund property tax relief and return a portion of the surplus to the taxpayers** – Since 1995, the state has returned billions in property tax relief to the people of South Carolina. A decade later, the General Assembly has begun discussions on property tax relief again, and we agree that the burden of being a homeowner has become too great for some of our fellow citizens.

After we fund our priority items, eliminate outstanding trust and reserve balances, and eliminate the accounting deficit, there still remain additional funds. We believe those dollars should be returned to the people who provided that revenue.

a) **Fully Fund Property Tax Relief Trust Fund** – In 1995, the General Assembly passed legislation to provide relief for homeowners through the Trust Fund for Property Tax Relief. Since enacting that broadbased legislation, \$4 billion has been returned in the form of property tax relief. In this budget, we set aside \$515 million for FY 2006-07 in payments back to local governments for property tax relief.

b) **A Surplus Dividend for Taxpayers** – Since our first executive budget, we have advocated restoring our fiscal house by eliminating the unconstitutional \$155 million deficit, restoring the borrowed funds from trust and reserve funds, and finally eliminating the GAAP deficit created by the General Assembly beginning in 1991. In this budget, we propose finishing that goal, while funding our priorities at the same time. However, we believe that the taxpayers should share in good economic times, just as they have to pay through the bad economic times. Whether it is a higher property tax, increased energy costs as a result of Hurricanes Katrina and Rita, or increasing tuition costs for students or parents, we are proposing returning the \$151 million in excess tax revenue to ease the burden of taxpayers.

- 3) **Appropriate funds based on a rational assessment, from the citizen's perspective, of the relative importance of the activities of government** – In an effort to prioritize and then provide for the core needs of the state, we again are utilizing the **Budgeting for Results** process that we established last year. In preparing our budget, in September 2005 we held a series of public discussions, open to the public and the press, with directors of 41 state agencies throughout South Carolina to discuss better and more efficient ways to achieve our state's budgetary goals.

In addition to public budget hearings, we worked with legislative staff and "results teams" made up of over 62 state employees and private volunteers to compile a list of more than 1,614 activities performed in our state. Using the Budgeting for Results process, we then worked with the results teams to rank

all of these activities as they relate to the core outcomes we think government should provide. Instead of “funding” agencies, we “purchased” the activities and outcomes we believed would deliver the greatest results for our citizens.

Through these actions, our proposed budget recommends over **\$113 million in specific general and other fund savings** to the taxpayers through operational efficiencies, savings realized by our cabinet agencies, and by not purchasing approximately \$7 million in lower-priority activities. We are recommending the re-investment of these savings into higher priority activities in the areas of education, health care and social services, economic development, public safety, natural resources and finally constitutional and statewide needs described as follows.

- a) **Education** – To provide for the state’s K-12 needs during FY 2006-07, we propose increasing recurring spending for K-12 education by nearly \$120 million to keep our per pupil expenditures above the national average – at an estimated \$10,846 per pupil. We also maintain our commitment to fund South Carolina teachers at \$300 above the Southeastern average. However, we believe that good teachers should be rewarded for achieving in the classroom. For that reason, we propose a merit pay system to allow local school districts greater discretion in how they pay teachers by rewarding them based on how their students achieve in schools. As with all other components of this budget, we believe tax dollars should buy results. In addition to increased funding, we offer several suggestions for receiving better value for those dollars and providing more flexibility at the local level. It should be noted that our proposed level of education funding for FY 2006-07 meets the state’s education funding requirements for K-12 education established under Proviso 72.1.
- b) **Health care and Protections of Children and Adults** – To provide for the state’s health and human services needs during FY 2006-07, we propose funding Medicaid with \$109 million in recurring and non-recurring dollars (\$101 million recurring) to maintain core health care benefits for the poor, elderly, and persons with disabilities. We also propose a \$5 million increase in recurring funding for the prevention grants program, a \$2 million increase for adoption subsidies for special needs children, and a \$1 million increase for acute psychiatric services.
- c) **Economic Development** – To provide for the state’s economic development needs during FY 2006-07, we propose more than \$11 million in new recurring funds at the Department of Commerce to enhance the state’s ability to compete globally. These items include a first-ever Closing Fund to assist the Executive Branch in finalizing projects that will have a significant economic impact on the state, and

additional employees focused on marketing the state and recruiting or expanding companies. Additionally, we provide \$2 million in funding for Clemson University's International Center for Auto Research (ICAR), \$400,000 in marketing for the state's agriculture resources and an additional \$1.6 million for advertising and marketing at the Department of Parks, Recreation and Tourism.

- d) **Public Safety** – To provide for the safety of the state's people and property during FY 2006-07, our executive budget adds \$23 million in new recurring funds to support 320 additional law enforcement officers – including 125 new troopers. Also included are 10 new SLED agents for increased enforcement of methamphetamines crimes in South Carolina. Last year our budget provided 425 law enforcement officers. Therefore, over the past two years, we have proposed the funding of nearly 750 new law enforcement officers. We also propose \$3.6 million for the Department of Probation, Parole, and Pardon Services to increase the monitoring of convicted sex offenders. Additionally, our executive budget provides \$26 million in nonrecurring funds to renovate and construct new juvenile and adult penal facilities at the Department of Corrections and the Department of Juvenile Justice, upgrade and construct weigh stations in order to better maintain the state's road system, and make renovations at the criminal justice academy. Finally, we also propose a \$2.2 million increase for additional Criminal Domestic Violence Prosecutors around the state.
- e) **Natural Resources** – To provide for the state's natural resource needs during FY 2006-07, we propose more than \$4 million in new recurring dollars which will: bolster water quality efforts, provide improved permitting services for businesses, and support the cleanup of contaminated hazardous waste sites. In addition, we commit \$65 million to fully restore the Barnwell Long-Term Care Fund for future management of the waste site. We also propose \$10 million to help protect large tracts of timberland for future generations.
- f) **Constitutional/Statewide Obligations** – To provide for constitutional/statewide needs during FY 2006-07, our executive budget funds \$24 million in constitutional items (i.e Capital Reserve Fund; General Reserve Fund) and \$79 million in statewide/statutory items (i.e., Local Government Fund, an employee pay raise, and, the state employee health plan). Like last year, we propose a targeted pay raise for state agencies totaling three percent. This funding level represents a \$30.4 million increase over last year's pay level. Further, we propose a \$29.5 million increase in funding for the state employee health plan marking the second consecutive year that non-smoking

employees will not have premium increases. For five years prior to FY 2005-06, employees saw increases in their health premiums.

- 4) **Decrease the size of state government by consolidating agencies, boards and commissions, and strengthening the cabinet form of government** – This administration has been committed to continuing the legacy of Governor Carroll Campbell by further restructuring state government to increase accountability and reduce duplication and waste. Our state government today is still largely fractured and duplicative, taking dollars that would otherwise go to the citizens of our state. Many agencies are run by boards and commissions comprised of well-intended people who give of their time, typically for little to no pay. While we are grateful to any citizen who is willing to give of their time to serve the people of this state, these are also people with families and jobs that keep them away from the daily operations of state government. We believe that the Cabinet form of government significantly increases accountability, as we have seen with the Cabinet agencies created during Governor Campbell's time in office. We are again proposing the restructuring of state government within the FY 2006-07 Executive Budget. These restructuring proposals, when taken in total, will allow us to eliminate or merge duplicative state offices, departments, agencies, board or commissions. In doing this, the state will realize restructuring savings of \$19 million during FY 2006-07.

As an example of the impact of restructuring, during FY 2005-06, we proposed merging the Office of Appellate Defense and the Office of Indigent Defense because these offices essentially served the same clientele. This merger was adopted by the General Assembly, and as a result, for FY 2006-07 we are proposing annual administrative savings of \$178,321 at the newly created Office of Indigent Defense. These cost savings will assist us in our proposed general fund increases to the agency's Conflict Fund (\$297,351) and the Death Penalty Trial Fund (\$50,000) during FY 2006-07.

- 5) **Honor the promises and obligations of prior years** – When we released our first executive budget in FY 2004-05, the state was coming out of an unprecedented period of revenue decline. This decline strained agency budgets – as agencies endured a series of across-the-board mid-year cuts – and led to the state closing its books with a \$155 million unconstitutional operating deficit during FY 2001-02 as well as the depletion of the state's General Reserve Fund (\$153 million) during FY 2001-02 and FY 2002-03.

As the fiscal crisis persisted, \$209 million was diverted from various trust and reserve funds to mitigate the impact of the mid-year cuts. In addition, there is an "embedded" GAAP deficit of \$105 million that resulted from the General Assembly taking a 13th month of revenues for spending in a 12-month Fiscal Year in 1991, 1993, and 2001. The \$135 million shortfall in the State Health Plan reduced the standard 45-day payout ability down to as low as zero. By

the time we presented our initial FY 2004-05 Executive Budget, the state faced financial obligations of three-quarters of a billion dollars.

With work, we have convinced the General Assembly to join us in restoring most of the diverted and shortfall funds and we believe we can complete that goal this year. Thanks to Comptroller General Richard Eckstrom, who has shown leadership in working to eliminate the \$105 million GAAP deficit, we may finally eliminate a deficit that dates back 15 years. Therefore, as noted earlier, we propose dedicating \$278 million to correcting and fully restoring these items. This amount represents 36.6 percent of the \$758 million in “new” funds available for allocation in our executive budget.

- 6) **Reduce reliance on one-time funding for recurring costs** – The FY 2005-06 Appropriations Act passed by the General Assembly utilized \$201 million in one-time monies for recurring needs (“annualizations”) – creating a significant hole to be filled in the upcoming budget year. Annualizations from last year’s executive budget were significantly lower at \$95 million. In the FY 2006-07 Executive Budget, we propose using \$66 million in one-time monies to fund recurring needs. If adopted, this would be the lowest annualizations level in over a decade.
- 7) **Reduce our recent growth in debt** – From FY 1996-97 to FY 2003-04, South Carolina’s *state* tax supported debt increased 102 percent, from \$1.16 billion to around \$2.34 billion, making South Carolina’s debt expansion the 17th fastest growth rate in the nation. This is in contrast to states such as Wyoming, Colorado, South Dakota, Nebraska and Arizona which carry no state debt whatsoever.

For the same time period, South Carolina’s *local* tax supported debt increased 107 percent, from \$2.4 billion to around \$4.9 billion. Local government borrowing includes obligations of counties, municipalities, special purpose districts, and public school systems. Statewide, local tax supported debt per capita increased 90 percent during the period, from \$614 to \$1,170. Local debt per capita now exceeds \$1,000 in fourteen South Carolina counties, three of which have local debt per capita exceeding \$2,000. Statewide, local debt as a percent of personal income increased 45 percent during the period from 3.1 to 4.6 percent.

As a result of the growth in state and local debt, the average South Carolinian is now responsible for about \$1,728 in debt.

With all bonded indebtedness comes the cost of repayment. The bond costs may seem small, but they ultimately have a tremendous impact on the annual budget. According to the State Treasurer’s Office, our annual obligation for debt service has increased from \$142 million in FY 1996-97 to an estimated \$241 million in the coming FY 2006-07, an increase of nearly \$100 million.

In education terms, this \$100 million annual debt service increase equals roughly \$143 per pupil if added to the Base Student Cost.

As cited earlier, within our budget this year we propose the elimination of \$16 million in outstanding debt from non-recurring revenue sources which exceed the aforementioned spending limit. While certainly a small amount when compared to the state's annual debt service of \$241 million, this prepayment adds \$4.6 million in recurring general funds for FY 2006-07.

- 8) **Improve savings and returns from state assets** – Over the past several years, we have worked with the Budget and Control Board to find surplus property around the state that can be sold over the next 18 months with the proceeds then being converted to non-recurring revenue sources for fiscal year 2006-07. Further, we have looked for other non-real property assets or savings that may be available for the same purpose. In the FY 2006-07 Executive Budget, we propose using \$700,000 in proceeds from the sale of state assets to fund the one-time needs of trust and reserve fund repayment. Additionally, within the FY 2006-07 Executive Budget, we are funding the creation of a Central State Travel Office within the Comptroller General's Office. This \$50,000 budget addition will be used to manage and monitor agency travel and will provide \$726,365 in recurring general fund savings during FY 2006-07.
- 9) **Continue the process of reforming our retirement system so that we can honor our commitment to our state's retirees** – South Carolina's current retirement system crisis parallels the problems faced by other states as aging baby boomers in the nation's state government workforce prompt fears that payouts of defined benefit pension plans – those plans with a guaranteed benefit – will break state budgets. For instance, in the FY 2005-06 Executive Budget, we identified the immediate need to modify the state's defined benefit pension plans due to the fact that from 1999 to 2004, the debt load of these plans increased from \$178 million to \$4.2 billion – a staggering 2,000 percent increase. To alleviate the problems associated with defined benefit plans, we will support legislation expanding the current Optional Retirement Program administered by the South Carolina Retirement System. We believe the plan should be the only state plan extended to new state employees. This would allow new state employees greater control over their retirement account, so that they have the opportunity to earn larger investment returns from their accounts and at the same time reduce the amount taxpayers will have to spend for future retirement benefits.

FY 2006-07 Executive Budget Approach

We are again using the Budgeting for Results process – first initiated last year – for the FY 2006-07 Executive Budget. It is our opinion that this budgeting method – an activities and outcome-based model – is superior to budget models historically used by our state in that the other methods have been incremental in scope focusing primarily on new agency spending requests, not the existing activities or programs of an agency. Further, as we strive for permanence with the Budgeting for Results process this year, we want to commend the House of Representatives for adopting a proviso in their budget last year that would have created a study committee to review the feasibility of the General Assembly adopting the activities-based process to write the appropriations act. We recognize also that members of the Senate showed great interest in perfecting our budget process. We, therefore, respectfully ask that both the House and Senate consider adopting our proposed proviso which would again create a joint committee to study activity-based budgeting.

To begin the Budgeting for Results process for the FY 2006-07 Executive Budget, we first asked agencies to lay out their spending based upon activities and outcomes as opposed to traditional spending lines such as “personnel” and “other operating expenses.” We then identified seven broad goals for the state and sorted the 1,614 activities into these goal areas without regard to the agency that submitted them. We divided up into results teams by goal area to analyze these activities and their outcomes and to look for duplication or ways to achieve our goals more efficiently. A large part of that process was the two and ½ hour budget hearing held for each goal area, where agencies with related missions were invited to discuss their activities with the Governor, his staff, and the members of the results teams. We asked the participants to analyze these activities from a citizen and taxpayer perspective, rather than from an agency perspective.

The ideas and suggestions that resulted from this process are numerous and their combined general and other fund savings of over \$113 million will be discussed in the pages to come. The savings process began with the Governor, his staff, and the members of the results teams identifying \$106 million in goal area cost savings. Examples of these savings – which were often broad-based in scope – include our plan to identify a recurring source of general funds from those employees retiring under the Teachers and Employees Retirement Incentive (TERI) plan during the current year and during FY 2006-07.

After deducting the cost savings, we spread the dollars available to us across the goal areas and purchased activities from the top of our priority list down, until we ran out of money. The cumulative result is that because of this activity-based prioritization process, there are 41 activities (or 0.03 percent of our total number of 1,614 activities) totaling \$7 million that we recommend not investing state dollars into this year – the activities that “fell below” the spending line. This is not to say that these activities do not have merit – most, if not all, of them do and some could perhaps continue to exist without our tax dollars funding them. However, budgeting should be about weighing

the relative merits of activities and funding the ones that provide the greatest benefit. In the collective opinion of this administration and our results teams, these activities did not provide as good an investment of the public's resources as the other 99.97 percent of the activities. While some will certainly disagree with our prioritization, we believe this process is the most responsible way to allocate the public's resources and have used it in putting together our recommendations.

FY 2006-07 Executive Budget Summaries

On the following pages we provide a summary of general fund revenue and expenditures for FY 2006-07, including the Capital Reserve Fund. Of particular interest, is the impact of the population plus inflation growth limit on revenue allocation.

Also included within this section are pie graphs illustrating aggregate summaries of the seven goal areas including other statewide obligations and debt service where both general and total funds are allocated in the current FY 2005-06 budget compared with our recommendations for the upcoming FY 2006-07 budget. Although some of the changes may seem small on a fractional basis, it is important to emphasize that each tenth of a percent of spending equates to approximately \$6 million in general funds and \$19 million in total funds.

Finally, we have also provided a one page graphic showing a big picture view of our spending decisions. This page shows all state funding in our proposed budget including the general fund, other funds, federal funds, the Capital Reserve Fund, surplus funds, Education Improvement Act funds, and Education Lottery funds. The line is drawn to provide examples of those activities that we recommend purchasing and those that we do not.

FY 2006-07 Revenue

As noted, our primary budget goal for FY 2006-07 is to limit the state's recurring expenditure growth to a rate which does not exceed population plus inflation growth, exempting yearly constitutional funding requirements. Our calculation of population plus inflation growth for the FY 2006-07 budget is 5.15 percent or \$289,284,845 above the FY 2006-07 base of \$5,617,181,458. This percentage increase comes from an estimate provided by the state's Board of Economic Advisors (BEA) whereby they project population and inflation growth rates for FY 2006-07. Specifically, the BEA uses U. S. Census Bureau data which points to South Carolina population growth of 1.508 percent during FY 2006-07 (under the same methodology as H.3329 – a bill introduced and referred to the Ways and Means Committee in January 2005 which provides that the limitation for a fiscal year is appropriations for the current fiscal year as of February 15, increased by the lesser of 6 percent or a percentage determined by the increase in population and increases in the Consumer Price Index) and a Bureau of Labor Statistics' Consumer Price Index-Urban (CPI-U) increase over the past year of 3.64 percent.

Included within the population plus inflation revenue formula is: (a) the November BEA estimated increase in recurring general fund revenue for FY 2006-07 (\$310,951,671 or 5.54 percent over FY 2005-06 as of November 10, 2005); (b) the BEA's estimated surplus for FY 2005-06 (November 10, 2005, estimate, \$275,666,470); (c) the unobligated surplus from FY 2004-05 (\$118,029,004); (d) the anticipated "Maybank" surplus from FY 2005-06 following distributions from the Grants Review Committee set up under Proviso 63.49 (\$34,050,000); (e) excess debt service (\$3,507,254); (f) taxes and fees redirected from Economic Impact Zones – EIZs (\$8,650,352); (g) taxes and fees redirected from Redevelopment Authorities – RDAs (\$2,829,578); (h) excess agency cash (\$4,000,000); and, (i) the sale of state-owned real estate or other property (\$700,000).

Not included within, or subject to, the population plus inflation formula are the FY 2006-07 non-recurring appropriations of the Capital Reserve Fund (CRF) in the amount of \$102,325,596. Also not subject to the population plus inflation spending limitation are Lottery (\$265,105,841) and EIA appropriations (\$652,342,646) for the upcoming fiscal year.

When the above factors are considered, the state's November 10 projected growth for both recurring and non-recurring revenue sources is \$758,384,429 over the FY 2006-07 base of \$5,617,181,458.

Expenditure items excluded from the formula are the annual incremental constitutional reserve fund spending requirements of the state: Capital Reserve Fund (\$9,495,617 required during FY 2006-07 to fund at constitutional levels) and the General Reserve Fund (\$14,243,425 required during FY 2006-07 to fund at constitutional levels).

When considering the exclusion of the proceeds for the Capital Reserve Fund, Lottery and EIA appropriations, and the yearly funding level requirements of the Capital and General Reserve Funds from the population plus inflation formula, we are assessing a growth rate of no more than *5.57 percent* or \$313,023,887 for FY 2006-07.

Thus, the projected growth of the state's recurring and non-recurring revenue is higher than the population plus inflation requirement by \$445,360,542.

With the \$445,360,542 overage of the population plus inflation limit, we would then: (1) completely repay diverted trust and reserve funds (\$173,281,718); (2) correct the GAAP deficit (\$104,934,400); (3) accelerate debt repayment (\$16,455,000); and, (4) fund a tax refund (\$150,689,424).

In summary, the state's projected revenues for FY 2006-07 are as follows:

FY 2006-07 Executive Budget

REVENUES	FY 2006-07 BASE	FY 2006-07 EXECUTIVE BUDGET	\$ CHANGE
FY 2006-07 BEA Estimate		\$6,432,777,763	
Gross General Fund Revenue (11/10/05)			
Less: Tax Relief Trust Fund		(\$515,396,670)	
Plus: Tax Relief Trust Fund Carryforward		<u>\$10,752,036</u>	
Net General Fund Revenue Estimate	\$5,617,181,458	\$5,928,133,129	\$310,951,671
Revenue Adjustments			
– Use of BEA Certified Surplus Revenue (FY 2005-06)		\$275,666,470	
– Unobligated Surplus from FY 2004-05		\$118,029,004	
– “Maybank” Surplus from FY 2004-05 <i>following Grants Review Committee</i> <i>(Proviso 63.49) distributions</i>		\$34,050,000	
– Excess Debt Service		\$3,507,254	
– Taxes and Fees redirected from Economic Impact Zones		\$8,650,352	
– Taxes and Fees redirected from Redevelopment Authorities		\$2,829,578	
– Excess Agency Cash (DMV)		\$4,000,000	
– Sale of assets		\$700,000	
Revenue Increases	\$5,617,181,458	\$6,375,565,887	\$758,384,429
Spending Limit	\$5,617,181,458	\$5,930,205,345	\$313,023,887
Based on 5.15 percent with spending limitation exclusions:			
– FY 2005-06 Capital Reserve Fund proceeds, \$102,325,596			
– FY 2006-07 Lottery appropriations, \$265,105,841			
– FY 2006-07 EIA appropriations, \$652,342,646			
– General Reserve Fund yearly funding requirements, \$14,243,425			
– Capital Reserve Fund yearly funding requirements, \$9,495,617			
Difference between revenue increases and spending limitation		\$445,360,542	
Uses of revenue in excess of spending limitation			
Trust and Reserve Fund Total Repayment:		\$173,281,718	
Correction of GAAP Deficit		104,934,400	
Debt Repayment		16,455,000	
Tax Refund		<u>150,689,424</u>	
		\$445,360,542	

EXECUTIVE SUMMARY

FY 2006-07 Expenditures (Purchases)

With \$313,023,887 available to us for new agency spending, we first back out those items considered constitutional/statutory/statewide. These total \$102,792,050 and include: (a) Capital Reserve Fund (\$9,495,617); (b) General Reserve Fund (\$14,243,425); (c) Local Government Fund (\$19,115,137); (d) state employee health plan increases (\$29,504,000, which avoids premium increases for non-smoking employees); and, (e) pay plan increases (\$30,433,871, based a three percent targeted increase excluding higher education and non-state employees).

Backing out the constitutional/statutory/statewide requirements (\$102,792,050) from the population plus inflation projected increase (\$313,023,887) yields \$210,231,837 available for new agency spending in FY 2006-07.

Competing for the \$210,231,837 in “new” general funds available were agency general fund requests totaling \$856,209,446 for FY 2006-07. The Department of Education’s general fund request alone was \$465,067,651 or 54.3 percent of all of the agency requests. The following outlines new agency spending by goal area approved and included within the FY 2006-07 Executive Budget:

GOAL AREA	FY 2006-07 NEW AGENCY SPENDING (Recurring General Funds)
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Improve K-12 Student Performance

Department of Education	
– EFA and Fringe (BSC Projection \$2,367)	\$58,127,911
– Education & Economic Dev. Act.	14,871,640
– K-5 Reading, Math & Science Program	36,575,984
– Student Health & Fitness Act of 2005	4,140,340
– <u>Teaching Standards</u>	<u>6,214,500</u>
Total Department of Education:	\$119,930,375
 Total Improve K-12 Student Performance:	 \$119,930,375

Improve the Health and Protections of Our Children and Adults

Department of Health & Human Services	
– Medicaid Annualization and Program Growth	\$101,100,000
– Increase Personal Care by \$1 per hr.	950,000
– Add 500 slots to elderly/disabled waiver	1,209,394
– <u>Partnership Grants</u>	<u>5,000,000</u>
Total Department of Health & Human Services:	\$108,259,394

Note: *In addition to general funds, Hospital Services, a Medicaid line within the Department of Health & Human Services, is being funded with \$8,000,000 in Tobacco Dellocation proceeds during FY 2006-07.*

FY 2006-07 Executive Budget

Dept. of Alcohol & Other Drug Abuse Services	
– Community Based Treatment Services	\$750,000
– <u>Targeted Case Management</u>	<u>8,000</u>
Total Dept. of Alcohol & Other Drug Abuse Services:	\$758,000
Department of Social Services	
– Child Welfare Services Program Improvements (350 FTEs)	\$14,334,646
– <u>Targeted Case Management</u>	<u>480,400</u>
Total Department of Social Services:	\$14,815,046
Medical University of South Carolina (MUSC)	
– Hollings Cancer Center	\$500,000
– Hypertension Initiative	250,000
– <u>Targeted Case Management</u>	<u>200</u>
Total Medical University of South Carolina:	\$750,200
Vocational Rehabilitation	
– <u>State/Federal Fund Match (Direct Client Services)</u>	<u>\$659,629</u>
Total Vocational Rehabilitation:	\$659,629
Department of Mental Health	
– Colleton County Veterans Nursing Home	\$3,600,000
– Acute Psych	1,300,000
– Long Term Inpatient Psych	400,000
– Inpatient Alcohol & Drug	100,000
– Community Residential Housing Support	600,000
– <u>Targeted Case Management</u>	<u>85,200</u>
Total Department of Mental Health:	\$6,085,200
Department of Disabilities & Special Needs	
– Agencywide/Early Intervention (Medicaid Match Requirements)	\$1,968,000
– Head and Spinal Cord Injury Waiver Services	112,000
– Mental Retardation Community Training Homes	2,242,351
– Autism Community Training Homes	219,795
– Head and Spinal Cord Injury Community Training Homes	29,222
– <u>Targeted Case Management</u>	<u>322,500</u>
Total Department of Disabilities & Special Needs:	\$4,893,868
Department of Health & Environmental Control	
– General Sanitation Program	\$365,000
– Immunization Program	449,705
– Infectious Disease Prevention	323,000
– Maternal and Infant Health	333,605
– Minority Health	36,700
– <u>Targeted Case Management</u>	<u>3,400</u>
Total Department of Health & Environmental Control (Health):	\$1,511,410
Lieutenant Governor's Office	
– <u>Loan Forgiveness Program (Geriatric Physicians)</u>	<u>\$140,000</u>
Total Lieutenants Governor's Office:	\$140,000

EXECUTIVE SUMMARY

FY 2006-07 Executive Budget

Commission for the Blind	
– Prevention of Blindness	\$129,990
– <u>Targeted Case Management</u>	<u>100</u>
Total Commission for the Blind:	\$130,090
Continuum of Care, DJJ, School for Deaf and Blind	
– <u>Targeted Case Management</u>	<u>100,200</u>
Total Continuum of Care, DJJ, Deaf and Blind:	\$100,200
Total Improve the Health and Protections of Our Children and Adults:	\$138,103,037

Improve the Safety of People and Property

State Law Enforcement Division (SLED)	
– Agents for methamphetamine Enforcement (10 FTEs)	\$1,100,000
– Abuse, Neglect & Exploitation Allegations – <u>DDSN & DMH Facilities (7 FTEs)</u>	<u>450,000</u>
Total State Law Enforcement Division:	\$1,550,000
Department of Public Safety	
– Hwy Patrol Replacement Trooper Class (100 FTEs)	\$5,023,781
– Advancement of Troopers & TCOs	1,248,904
– BPS Additional Law Enforcement Officers (5 FTEs)	226,733
– <u>Criminal Justice Academy/Registrar</u>	<u>91,448</u>
Total Department of Public Safety*:	\$6,590,866

(*New Class of STP Officers (25 FTEs) totaling \$1,332,600 funded with other funds during FY 2006-07)

Department of Corrections	
– Operating Funds – 192 Bed Turbeville (28 FTEs)	\$2,250,000
– Substance Abuse Programs (4 FTEs)	2,000,000
– <u>Improve Mental Health Services (9 FTEs)</u>	<u>1,500,500</u>
Total Department of Corrections:	\$5,750,500

Department of Juvenile Justice	
– Intensive Probation & Parole Supervision (42 FTEs)	\$2,065,049
– Alternate Placements & Intensive PPS	581,160
– Re-Open Omega Dorm (24 FTEs)	1,246,346
– Video Conferencing	155,000
– Girl's Transition Home (11 FTEs)	493,149
– Sex Offender Treatment Program	160,500
– <u>Electronic Monitoring (3 FTEs)</u>	<u>571,505</u>
Total Department of Juvenile Justice:	\$5,272,709

Dept. of Probation, Parole & Pardon Services	
– Sex Offender Programming – <u>Community Supervision (47 FTEs)</u>	<u>\$3,694,311</u>
Total Dept. of Probation, Parole & Pardon Services:	\$3,694,311

FY 2006-07 Executive Budget

Adjutant General's Office	
– EMD – Homeland Security – Natural Hazards Preparation & Response (12 FTEs)	\$776,724
– EMD – Homeland Security (Security & Operations Support)	100,974
– <u>Air Guard Operations & Maintenance (2.25 FTEs)</u>	<u>115,272</u>
Total Adjutant General's Office:	\$992,970
Department of Natural Resources	
– <u>Law Enforcement Officers (12 FTEs)</u>	<u>\$600,000</u>
Total Department of Natural Resources:	\$600,000
Prosecution Coordination Commission	
– <u>Criminal Domestic Violence Prosecutors</u>	<u>\$2,200,000</u>
Total Prosecution Coordination Commission:	\$2,200,000
Total Improve the Safety of People and Property:	\$26,651,356

Improve the Conditions for Economic Growth

Department of Commerce	
– Agency Operating/Agency Wide	\$700,000
– Business Dev., Business Solutions, Community & Rural Dev.	256,000
– CDC Initiative	1,000,000
– Governor's Closing Fund	7,000,000
– Competitive Enhancements (12 FTEs)	2,253,750
– <u>Hydrogen/Fuel Cell</u>	<u>367,640</u>
Total Department of Commerce:	\$11,577,390
Note: Capital Access Program totaling \$3,000,000 funded with other funds during FY 2006-07	
Department of Parks, Recreation & Tourism	
– <u>Advertising</u>	<u>\$1,600,000</u>
Total Department of Parks, Recreation & Tourism:	\$1,600,000
Tech & Comp. Education	
– <u>Center for Accelerated Tech. Training</u>	<u>\$1,500,000</u>
Total Tech & Comp. Education:	\$1,500,000
Department of Insurance	
– Electronic Doc. Image Management & Workflow System	\$100,000
Total Department of Insurance:	\$100,000
Clemson University	
– <u>International Center for Auto Research (ICAR)</u>	<u>\$2,000,000</u>
Total Clemson University:	\$2,000,000
Department of Agriculture	
– <u>South Carolina Quality Program/Marketing & Promotions</u>	<u>\$400,000</u>
Total Department of Agriculture:	\$400,000
Total Improve the Conditions for Economic Growth:	\$17,177,390

EXECUTIVE SUMMARY

FY 2006-07 Executive Budget

Improve Our Higher Education System and Cultural Resources

South Carolina State University	
– <u>Transportation Center</u>	\$748,365
Total South Carolina State University:	\$748,365
Commission on Higher Education	
– Higher Ed. (Barnwell)	\$738,317
– <u>Academic Program Review</u>	250,000
Total Commission on Higher Education:	\$988,317
State Library	
– <u>DISCUS Content Enhancement</u>	\$250,000
Total State Library:	\$250,000
Total Improve Our Higher Education System and Cultural Resources:	\$1,986,682

Improve the Quality of Natural Resources

Department of Health & Environmental Control	
– Water Pollution Control Program/Reduce Pollutant Loading (26 FTEs)	\$2,236,885
– <u>Land & Waste Management/Cleanup Fund (13 FTEs)</u>	1,954,870
Total Department of Health & Environmental Control:	\$4,191,755
Total Improve the Quality of Natural Resources:	\$4,191,755

Strengthen Government's Ability to Achieve Its Results Efficiently and Effectively

Budget & Control Board	
– <u>South Carolina Enterprise Information System Project (8 FTEs)</u>	\$2,790,000
Total Budget & Control Board:	\$2,790,000
Comptroller General's Office	
– <u>State Travel Office (1 FTE)</u>	\$50,000
Total Comptroller General's Office:	\$50,000
Total Strengthen Government's Ability to Achieve Its Results Efficiently and Effectively:	\$2,840,000

Statewide – Legislative, Judicial, and Transportation

Commission on Indigent Defense	
– Conflict Fund Increase	\$297,351
– <u>Death Penalty Trial Fund</u>	50,000
Total Commission on Indigent Defense:	\$347,351

FY 2006-07 Executive Budget

Legislative Audit Council	
– <u>Sunset Commission</u>	\$585,570
Total Legislative Audit Council:	\$585,570
 Total Statewide – Legislative, Judicial, and Transportation:	 \$932,921

New General Fund Agency Spending:	\$311,813,516
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FY 2006-07 Executive Budget

FY 2006-07 Cost Savings and Below-the-Line Reductions

As the above approved increased spending totals \$311,813,516 (or 36.4 percent of agency recurring general fund requests for FY 2006-07) versus \$210,231,837 in new general funds available for increased agency spending, we cut \$101,581,679 in marginal activities in order to balance the state's recurring general fund budget for FY 2006-07.

Using the Budget for Results process, this shortfall was made up by: (1) identifying general fund cost savings opportunities within agency budgets (\$94,443,412) and (2) eliminating lesser ranked general fund activities (\$7,138,267). K-12 was exempted from this exercise due to the educational "funding test" requirements established under Proviso 72.1 of which we will be able to meet during FY 2006-07. The following outlines cost savings and below-the-line reductions by goal area within the FY 2006-07 Executive Budget:

GOAL AREA	Cost Savings & Below-The-Line Reductions
Improve the Health and Protections of Our Children and Adults	
– Cost Savings Opportunities	\$20,612,408
– <u>Below-The-Line Savings Opportunities</u>	<u>957,708</u>
Total Improve the Health and Protections of Our Children and Adults:	\$21,570,116
 Improve the Safety of People and Property	
– Cost Savings Opportunities	\$21,658,360
– <u>Below-The-Line Savings Opportunities</u>	<u>342,954</u>
Total Improve the Safety of People and Property:	\$22,001,314
 Improve the Conditions for Economic Growth	
– Cost Savings Opportunities	\$1,747,056
– <u>Below-The-Line Savings Opportunities</u>	<u>1,317,590</u>
Total Improve the Conditions for Economic Growth:	\$3,064,646
 Improve Our Higher Education System and Cultural Resources	
– Cost Savings Opportunities	\$16,413,372
– <u>Below-The-Line Savings Opportunities</u>	<u>873,062</u>
Total Improve Our Higher Education System and Cultural Resources:	\$17,286,434

FY 2006-07 Executive Budget

Improve the Quality of Natural Resources

– Cost Savings Opportunities	\$4,831,604
– <u>Below-The-Line Savings Opportunities</u>	<u>1,576,422</u>
Total Improve the Quality of Natural Resources:	\$6,408,026

Strengthen Government's Ability to Achieve Its Results Efficiently and Effectively

– Cost Savings Opportunities	\$28,998,451
– <u>Below-The-Line Savings Opportunities</u>	<u>2,074,371</u>
Total Strengthen Government's Ability to Achieve Its Results Efficiently and Effectively:	\$31,072,822

Statewide – Legislative, Judicial, and Transportation

– <u>Cost Savings Opportunities (Office of Indigent Defense)</u>	<u>\$178,321</u>
Total Statewide – Legislative, Judicial, and Transportation:	\$178,321

General Fund Cost Savings Opportunities	\$94,443,412
General Fund Below-the Line Savings Opportunities	7,138,267
Total General Fund Savings Opportunities:	\$101,581,679

FY 2006-07 Executive Budget

FY 2006-07 Capital Reserve Fund

In addition to recurring revenue, the state has \$102,325,596 in Capital Reserve Funds available for capital purchases during FY 2006-07. Items funded under this source by goal area for FY 2006-07 include:

GOAL AREA	FY 2006-07 CAPITAL RESERVE FUND
Improve K-12 Student Performance	
Department of Education	
– <u>School Buses/Transportation</u>	\$6,993,546
Total Department of Education:	\$6,993,546
Total Improve K-12 Student Performance:	\$6,993,546
Improve the Health and Protections of our Children and Adults	
Department of Social Services	
– <u>Automation of Child Support Enforcement System</u>	\$16,500,000
Total Department of Social Services:	\$16,500,000
University of South Carolina – Columbia	
– <u>Palmetto Poison Center</u>	\$200,000
Total University of South Carolina – Columbia:	\$200,000
Department of Health & Environmental Control	
– <u>Equipment (Vehicles)</u>	\$206,631
Total Department of Health & Environmental Control (Health):	\$206,631
Department of Mental Health	
– <u>Equipment (Vehicles)</u>	\$48,657
Total Department of Mental Health:	\$48,657
Total Improve the Health and Protections of Our Children and Adults:	\$16,955,288
Improve the Safety of People and Property	
State Law Enforcement Division (SLED)	
– Datamaster Equipment	\$1,920,000
– 800 MHz Statewide User Fee	\$250,000
– <u>Vehicle Funding</u>	\$2,000,000
Total State Law Enforcement Division:	\$4,170,000
Department of Public Safety	
– Hwy Patrol Replacement Trooper Class/ Vehicles & Equipment	\$3,828,085
– STP New Class of Officers/ Vehicles & Equipment	1,361,325

FY 2006-07 Executive Budget

– BPS Additional Law Enforcement Officers/ Equipment	39,148
– Criminal Justice Academy/Registrar Equipment	580,000
– Criminal Justice Academy Renovations/Upgrades	1,000,000
– Vehicle Purchases for Existing Officers	3,000,000
– Equipment	129,489
– <u>Weigh Station Upgrades/Renovations</u>	<u>5,000,000</u>
Total Department of Public Safety:	\$14,938,047

Department of Corrections	
– Facility Maintenance	\$7,000,000
– Computer Upgrades	489,850
– Improve Mental Health Services/ Equipment	1,100,000
– Multi-Purpose Buildings	600,000
– Equipment	422,900
– <u>Construction of Food Service Warehouse</u>	<u>4,887,005</u>
Total Department of Corrections:	\$14,499,755

Department of Juvenile Justice	
– Intensive Probation & Parole Supervision/ Equipment	\$89,648
– Re-Open Omega Dorm/ Equipment	44,166
– Electronic Monitoring/ Equipment	4,722 113,400
– Replacement of Dormitories at Willow Lane & <u>J.G. Richards</u>	<u>4,961,871</u>
Total Department of Juvenile Justice:	\$5,213,807

Dept. of Probation, Parole & Pardon Services	
– Sex Offender Programming – <u>Community Supervision/Equipment</u>	\$248,186
Total Dept. of Probation, Parole & Pardon Services:	\$248,186

Adjutant General's Office	
– EMD – Homeland Security (Natural Hazards <u>Preparation & Response)/Equipment</u>	\$203,088
Total Adjutant General's Office:	\$203,088

Department of Natural Resources	
– <u>Law Enforcement Equipment</u>	<u>\$2,250,000</u>
Total Department of Natural Resources:	\$2,250,000

**Total Improve the Safety of People
and Property: \$41,522,883**

Improve the Conditions for Economic Growth

Department of Commerce	
– <u>Hydrogen/Fuel Cell</u>	<u>\$81,230</u>
Total Department of Commerce:	\$81,230

FY 2006-07 Executive Budget

Department of Parks, Recreation & Tourism	
– <u>Beach Renourishment</u>	<u>5,000,000</u>
Total Department of Parks, Recreation & Tourism:	\$5,000,000
Tech & Comp. Education	
– <u>Center for Accelerated Tech. Training/Equipment</u>	<u>\$3,000,000</u>
Total Tech & Comp. Education:	\$3,000,000
Department of Insurance	
– Electronic Doc. Image Management & Workflow System	\$996,000
Total Department of Insurance:	<u>\$996,000</u>
Total Improve the Conditions for Economic Growth:	\$9,077,230

Improve Our Higher Education System and Cultural Resources

Dept. of Archives & History	
– <u>Digitization Project</u>	<u>\$217,000</u>
Total Department of Archives & History:	\$217,000
Total Improve Our Higher Education System and Cultural Resources:	\$217,000

Improve the Quality of Natural Resources

Department of Natural Resources	
– Timber Conservation Fund	\$10,000,000
– Information Technology	2,800,000
– <u>Infrastructure Repairs</u>	<u>1,500,000</u>
Total Department of Natural Resources:	\$14,300,000
Department of Health & Environmental Control	
– Water Pollution Control Program/Reduce Pollutant Loading/Equipment	\$666,000
– <u>Conservation Mapping</u>	<u>350,000</u>
Total Department of Health & Environmental Control:	\$1,016,000
Forestry Commission	
– <u>Wildland Fire Suppression</u>	<u>\$860,839</u>
Total Forestry Commission:	\$860,839
Total Improve the Quality of Natural Resources:	\$16,176,839

Strengthen Government's Ability to Achieve Its Results Efficiently and Effectively

Budget & Control Board	
– <u>South Carolina Enterprise Information System Project</u>	<u>\$5,700,000</u>
Total Budget & Control Board:	\$5,700,000

EXECUTIVE SUMMARY

FY 2006-07 Executive Budget

Election Commission	
– <u>2006 General Election</u>	<u>\$3,125,000</u>
Total Election Commission:	\$3,125,000

Total Strengthen Government's Ability to Achieve Its Results Efficiently and Effectively:	\$8,825,000
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Statewide – Legislative, Judicial, and Transportation

Ports Authority	
– <u>Harbor Dredging</u>	<u>\$2,400,000</u>
Total Ports Authority:	\$2,400,000

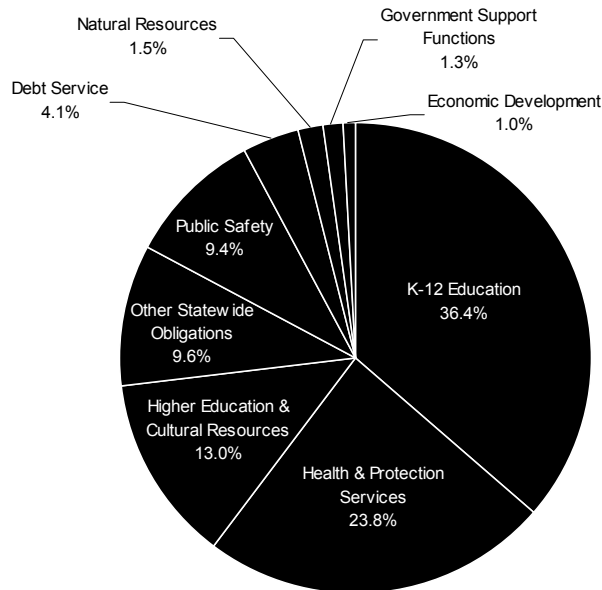
Statewide License Plate Legal Bill	
– <u>SCDC, DSS, DMV</u>	<u>\$157,810</u>
Total Statewide License Plate Legal Bill:	\$157,810

Total Statewide – Legislative, Judicial, and Transportation:	\$2,557,810
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New Capital Reserve Funding Spending:	\$102,325,596
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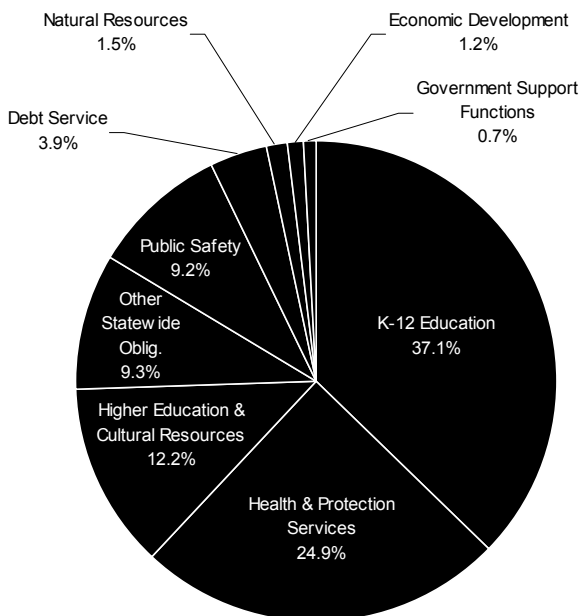
Summary Comparison of General Fund Expenditures

Current Budget – FY 2005-06 General Fund Expenditures



Category	Dollars in Millions
K-12 Education	2,044.5
Health & Protection Services	1,336.7
Higher Education & Cultural Resources	728.8
Other Statewide Obligations	539.7
Public Safety	528.3
Debt Service	228.4
Natural Resources	86.7
Government Support Functions	70.7
Economic Development	53.4
TOTAL	5,617.2

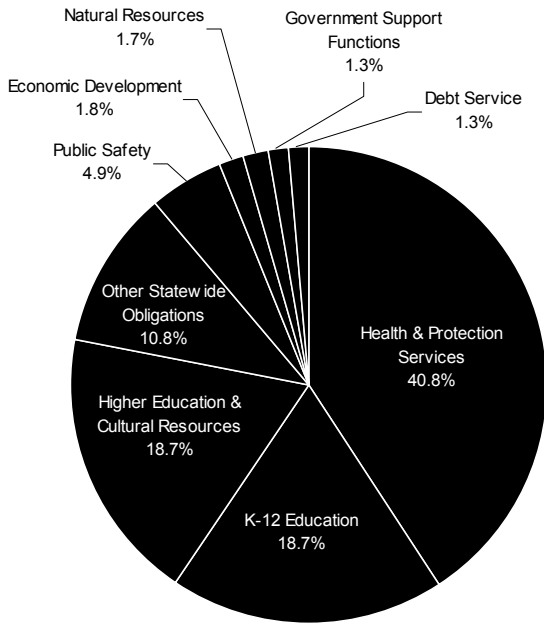
Governor's Purchase Plan – FY 2006-07 General Fund Expenditures



Category	Dollars in Millions
K-12 Education	2,164.4
Health & Protection Services	1,453.2
Higher Education & Cultural Resources	713.5
Other Statewide Obligations	540.4
Public Safety	533.0
Debt Service	228.4
Natural Resources	84.5
Economic Development	67.5
Government Support Functions	42.5
TOTAL	5,827.4

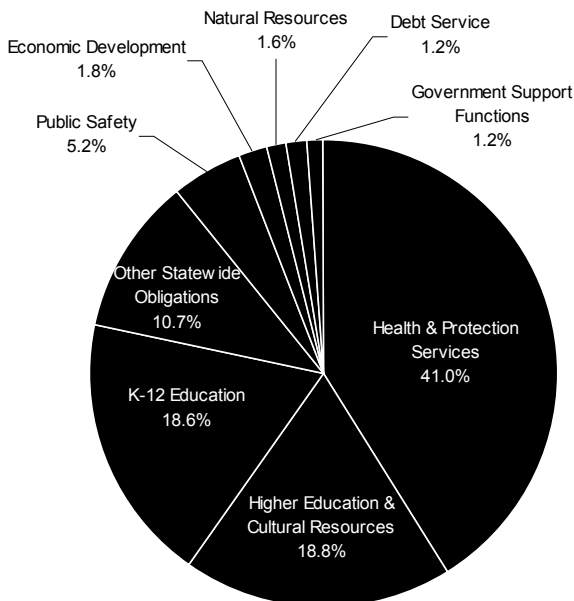
**Summary Comparison of
Total Fund Expenditures**

Current Budget – FY 2005-06 Total Fund Expenditures



Category	Dollars in Millions
Health & Protection Services	7,434.2
K-12 Education	3,407.1
Higher Education & Cultural Resources	3,404.2
Other Statewide Obligations	1,975.0
Public Safety	889.5
Economic Development	334.1
Natural Resources	304.1
Government Support Functions	244.2
Debt Service	240.4
TOTAL	18,232.8

Governor's Purchase Plan – FY 2006-07 Total Fund Expenditures



Category	Dollars in Millions
Health & Protection Services	7,801.3
Higher Education & Cultural Resources	3,574.1
K-12 Education	3,543.8
Other Statewide Obligations	2,029.2
Public Safety	979.2
Economic Development	349.8
Natural Resources	296.9
Debt Service	228.4
Government Support Functions	223.3
TOTAL	19,026.0

\$20.1 Billion

Includes all funding such as the General Fund, Other & Federal Funds, Capital Reserve Fund, Surplus, EIA, Lottery, other Revenue Adjustments

Higher Priorities

Lower Priorities

What Our Plan Buys:

\$7.80 billion	Health care and protection for nearly a million children and adults.
\$3.58 billion	Higher education for over 170,000 students & cultural resources.
\$3.54 billion	K-12 education for over 670,000 students
\$2.03 billion	Statewide Obligations – Including 66,252 miles of roadways (Transportation)
\$979 million	Public safety, including 320 new officers
\$515 million	Property Tax Relief Fund.
\$350 million	Economic development
\$297 million	Protection of our natural resources
\$228 million	Debt service for General Obligation Bonds
\$223 million	Government Support Services
\$173 million	Replenishing of trust and reserve funds
\$151 million	Tax rebate
\$105 million	Correction of GAAP deficit resulting from accounting oversight from 1991, 1993, and 2001
\$60 million	Increased resources for state employee pay and benefits
\$43 million	Constitutional/statutory funding requirements
\$16 million	Accelerated Debt Repayment
\$20.1 billion	TOTAL

Examples of what our plan does not buy:

\$23.7 million	Employees being hired or rehired at the prevailing TERI salary when a TERI employee vacates a position. (Instead, we purchase at the agency's average salary)
\$19.2 million	Duplicative administrative costs that can be saved from restructuring.
\$12.9 million	Result area spending inefficiencies
\$11.1 million	DMV activities with recurring general funds
\$9.4 million	Less cooperation and collaboration at the state's higher education institutions
\$8.4 million	Lottery retailer commissions above the national average
\$7.1 million	Agency activities ranked lower by our budget results teams
\$6.3 million	One-time equipment with recurring funds
\$4.6 million	Annual debt payments that can be saved by prepaying bonds.
\$3.3 million	Pharmacy reimbursement significantly above the Southeastern average
\$3.0 million	State Transport Police activities with recurring general funds
\$2.7 million	County detention for juvenile offenders with state funds
\$1.5 million	Non-competitively awarded pass-through funds
\$113.2 million	TOTAL

\$113.2 Million

(\$11.6 million in Other Funds and Lottery cost savings)

Additional Information

More details of agency activities can be found at the Office of State Budget's website at <http://www.budget.sc.gov/OSB-agency-activity.phtm>. Further specific highlights of the Governor's Purchasing Plan for each goal area can be found later in this document starting with Improving K-12 Student Performance on page 120. The Governor's complete Purchasing Plan by goal area can be found in Appendix B-2; the complete Purchasing Plan by agency can be found in Appendix B-3; and the complete Savings Proposals can be found in Appendix C.

Budgeting for Results

Continuing the Budgeting for Results Process

Those charged with creating a budget need to see themselves as buyers, or purchasing agents, for the citizens... As such, these buyers cannot be tied to any potential supplier – whether an agency, a department, or a private contractor. Instead, they must be impartial figures who can take a government-wide perspective... their charge is to develop a purchasing plan that will give citizens the best results for their money

– David Osborne & Peter Hutchinson, *The Price of Government*

On January 5, 2005, we presented to the General Assembly and the public our FY 2005-06 Executive Budget. We described this budget as:

A balanced, “activity-based” spending plan designed to focus spending on “critical needs” and “core” government functions while limiting the growth of government and not raising taxes. At the end of the day we believe that approach is central to protecting the taxpayers of this state and providing them with the maximum return on their investment.

Our FY 2005-06 Executive Budget was a vast departure from the traditional state budgeting practices of the past. Discouraged with the traditional or “incremental” budget method of examining new or expanded programs only, and ignoring the “base” budget, we initiated an innovative budget process called “Budgeting for Results” (BFR) that examined the entire budget – virtually every activity, and its associated funding, performed by state government.

The BFR process included input from ordinary citizens and subject-matter experts, designated as Results Teams, who first identified primary indicators of success associated with the pre-set goals established by the Governor’s Office and then developed purchase strategies to achieve these indicators of success. Using these “purchase strategies,” the Results Teams then prioritized all state governmental activities, looking where possible for cost-savings, consolidations, and process improvements. This extensive information became the blueprint for our FY 2005-06 Executive Budget.

Definition of Terms
Goal Areas – Seven broad result or priority areas that the governor believes South Carolinians most want from their state government.
Indicators – Key measures or indices that provide the best evidence to the citizen that a statewide goal area is being achieved.
Strategies – Proven or promising approaches, influences or factors for achieving goals or results.
Activities – Individual or discrete actions taken by state government to accomplish goals and objectives. For the citizen, “What is the state doing, for whom, and does this accomplish something that is both valuable and needed?” “Precisely, why are we doing it?” “And at what cost?”

Overall, the new executive budget process was a success. For the FY 2005-06 budget, some 1,500 government activities were scrutinized and prioritized, and in many cases, adjustments or improvements were proposed in an executive budget comprising 346 pages. Eliminating 67 activities, the potential savings amounted to \$162 million.

The new budget process, according to most observers and experts, was creative, cutting-edge, and forward-thinking. For example, Charleston’s *Post and Courier* editorial on January 7, 2005, stated:

Governor Mark Sanford deserves the high marks he’s getting from legislative leaders for his new approach to budget writing... it is an impressive piece of work... It bolsters essential services by redirecting the state’s limited resources and offers surprising economies through a fresh examination of how government services can be streamlined. It seeks strong support for public education, public safety, natural resources and health care. Notably, the governor’s budget states that the approach he has taken is “free from the old-fashioned bureaucracy-driven emphasis on self-preservation.”

Given the success of the executive budget approach for FY 2005-06, we have renewed the BFR process for FY 2006-07. Lessons learned from the first year’s efforts have been used to enhance and improve the second year’s executive “activity-based” budget process.

Budgeting for Results vs. Traditional Budgeting Approaches

Traditional governmental budget processes are often uninformative, marginal and, *counterproductive*. They were, and continue to be financial decision-making systems

that do little more than nominally control the growth of government – thereby preserving the status quo of the bureaucracy.

Why is this so? It is because the state budget is traditionally built on the preceding year's "appropriation's base." This incremental approach allows narrow, marginal discretion for the spending of state funds. This discretion or emphasis is focused on "new money" alone, that is, on those funds that result from revenue growth over the previous year. Thus, public policy is made in incremental or successive steps, resting on decisions – good or bad – made in prior years.

Agency programs, found within the appropriations base, are not examined generally, but are "automatically" funded. New agency programs, or increases to existing programs, are those funding areas given analytical attention and, as a consequence, compete for new funding dollars above the base.

Therefore, when using "incremental or traditional" budgeting processes, South Carolina's total budget of over \$19 billion is essentially "unexamined." Concentration is mainly on the approximate \$5.9 billion of the General Fund, and then only the marginal, new monies amounting to 5 to 10 percent of the General Fund.

Traditional Budgeting vs. Budgeting for Results	
Incremental or Traditional Budgeting	Results-based Budgeting
Focus is on the allocation of "new monies" only (5 percent of budget total)	Focus is on nearly all monies or the entire budget amount (excepting certain obligations such as debt service, reserve fund requirements, etc.)
Concentration is on inputs (what you buy), i.e. "objects of expenditure"	Concentration is on outputs (what results are expected)
Narrow or marginal decision making	Comprehensive or enterprise-wide decision making
Subjective based	Objective based
Preserving the status quo	Determining new, creative approaches to problems and needs
Agency or bureaucracy driven	Outcome driven
Promotes restraints, restrictions, and red-tape	Encourages flexibility and ingenuity
Control orientation	Planning and management orientation
Emphasizes compliance and preserving legality	Emphasizes performance and innovation
Stresses audit trails and conformity	Stresses program evaluation and improvement
Involves agency heads, elected officials and advocacy groups	Involves everyone wanting to participate, especially those wearing a "citizen's hat"
Encourages and perpetuates single agency programs	Encourages intra- and inter-agency cooperation among programs and activities

We adopted the Budgeting for Results process because of its *logical and innovative* approach to budgeting and fiscal decision making. As we noted last year, the BFR process examines the entirety of government and nearly all statewide funding.

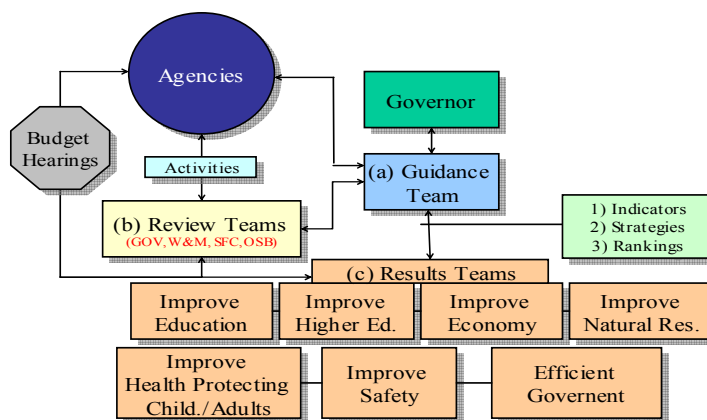
It is a budget process that concentrates on outcomes and results. It establishes priorities. It measures performance. To be precise, it sets statewide goals, identifies strategies to achieve those goals, and determines indicators to measure performance or progress towards these pre-established, wide-ranging goals.

Our budgeting approach is detailed, transparent, and rational. Overall, its focus is aimed towards bringing about positive consequences, both for the short- and long-term. In effect, the purpose of BFR and our executive budget for FY 2006-07 is: *To build and present a coherent, comprehensive spending plan for South Carolina based on clearly articulated statewide goals, effective strategies, creative and insightful thinking. To focus on the “keeps,” not the cuts. To underscore “results” in order to ensure that citizens – not agencies, special interest groups, or lobbyists – get their full money’s worth from state government.*

The Budgeting for Results Organization

The main structural components of BFR are units or “teams.” These organizational units consisted of (a) a Guidance Team, (b) seven Review Teams, and (c) seven Results Teams.

Budgeting for Results Structure



- 1) **The Guidance Team (GT)** was established chiefly to plan, support, and monitor the BFR process. The Guidance Team consisted of our deputy chief of staff and budget director as well as senior staff of the Office of State Budget. The GT also actively worked to energize the BFR process and met regularly to coordinate and maintain the efforts of the seven Results Teams.

- 2) **The Review Teams** were designed to review each agency's detailed activities before the activities were submitted to the Results Teams. Staffing consisted of personnel from the Office of State Budget, the House Ways and Means Committee, the Senate Finance Committee, and the Governor's Office. Each of these members had knowledge of the agency budgets within the various goal areas.

- 3) **The Results Teams (RTs)** were the workhorses of the entire BFR process. They were made up of groups of typically five to eight persons who possessed some expertise in relevant subject matter, but were asked to think like citizens, setting aside any agency or advocacy bias. Their chief roles and responsibilities were to identify and make understandable, those indicators that showed progress toward their respective goal areas. They also established key purchase strategies on how to best achieve each goal area. Most important, the RTs were then responsible for ranking and prioritizing agency or governmental activities that best met some aspect of their particular goal area. Finally, the RTs each prepared a *final* purchase plan detailing those activities to be funded to achieve their respective goal. These were subsequently submitted to the Governor's Office for consideration for inclusion in the budget.

For example, the RT for "Strengthening Government's Ability to Achieve Results Efficiently and Effectively" studied and analyzed best management practices, systems, and organizational constructs that were being utilized in government, non-profit and/or private sector organizations. Their goal was to recommend to the Guidance Team *enterprise-wide* ("government-wide") strategies or systems that, based on compelling evidence or research, were proven to enhance the overall functioning of state government organizations and operations, including those that resulted in the reduction of costs.

Executive Budget Process Schedule (FY 2006-07)	
June 17, 2005	Finalized Goal Areas
June 24–September 2	Budget Requests Submitted and Completed
July 1–25	Result Teams Appointed and Orientation Completed
July 23–August 2	Developed and Refined Activity Inventory
July 25–September 15	Result Teams Developed Indicators and Strategies and Result Teams Developed Initial Plans
September 13-30	Budget Hearings Conducted
October 3	Result Teams Final Purchase Plan and Report to Governor
November 10	BEA Preliminary Revenue Estimate
November 11-December 9	Developed and Completed Governor's Executive Budget for FY 2006-07
January 4	Submitted Governor's Executive Budget to the General Assembly

The Budgeting for Results Process

The BFR process consists basically of six steps: (1) setting major goal or result areas, (2) developing of agency activity inventories, (3) developing chief indicators of progress and key strategies for achieving results, (4) holding public budget hearings for each result area, (5) sorting and prioritizing agency or governmental activities and identifying savings, and (6) distributing resources among goal areas, i.e., the finalization of the purchase plans by result areas.

Step #1 – Setting major goal or result areas. The first step was to set major goals or results that we felt were needed in the state in the short- and/or long-term. To do this, we took several approaches. We revisited and studied the ideas and concepts contained in our State of the State addresses, the previous year’s executive budget, the MAP Commission Report, and other information and data. We ultimately came to the conclusion that seven statewide goals would represent what the citizens of South Carolina wanted to see in terms of results and progress made. Incidentally, these seven goal areas roughly coincide to the focus areas of the subcommittees of the House Ways and Means Committee and the Senate Finance Committee.

The following seven, wide-ranging goals or results areas were identified:

- Improve Conditions for Economic Growth;
- Improve the Health and Protections of Our Children and Adults;
- Improve the Safety of People and Property;
- Improve the Quality of Natural Resources;
- Improve K-12 Student Performance;
- Improve Our Higher Education System and Cultural Resources; and
- Strengthen Government’s Ability to Achieve Its Results Efficiently and Effectively.

Step #2 – Developing agency activity inventories. The next step was to develop an all-inclusive inventory of the activities that state government in South Carolina provides. For each activity, three main elements were required – a description of the activity, its expected outcome, and its cost.

To acquire this activity information and data, working in conjunction with the State Budget Office, we requested that each agency breakdown their budgets into “discrete and definitive activities.” Each agency was instructed to provide a description of each and every activity they provided to serve directly or indirectly the citizens of South Carolina. An activity was defined as something an organization does to accomplish its goals and objectives and which consumes resources and produces a product, a service or outcome. Most importantly, an activity should describe in a citizen-oriented way the following: What is done; for whom; why; at what cost; and, what is to be expected or accomplished.

Over approximately a three-month period, agency activities were submitted by state agencies to the Office of State Budget, where they were then entered into an existing database. Next, the Review Teams reviewed the activities to evaluate the quality of the activity descriptions and outcome measures. Those activities requiring more work or improvement were sent back to agencies for appropriate corrections and enhancements. Once this was completed, the Office of State Budget sorted the activities to correspond to the seven goal areas. For example, those activities – regardless of agency or department – that appeared to fall within the goal area of K-12 improvement were placed there; those activities that related to the improvement of health were directed there... and so forth.

Thus, the final product of this second step was the formation of a comprehensive inventory of activities, numbering over 1,614 separate and distinct activities that comprised the ‘entirety’ of what state government does, for whom, why, at what cost, and for what effects or outcomes.

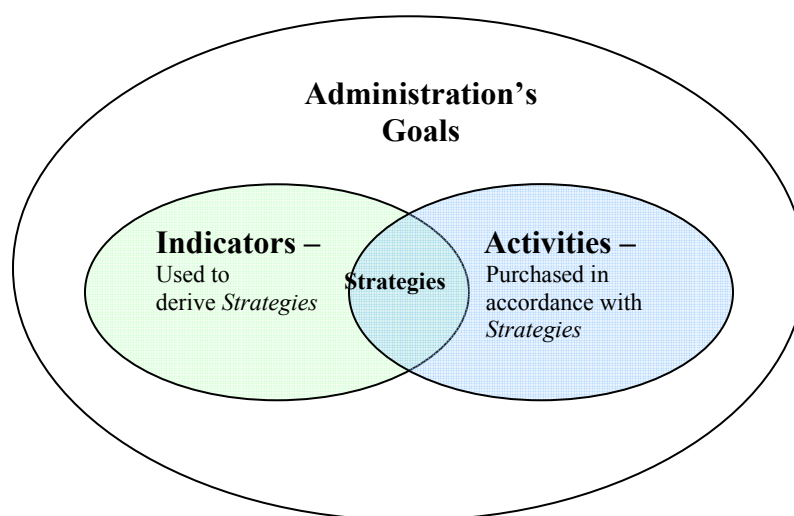
Step #3 – Developing chief indicators of progress and key strategies for achieving results. Again, seven Results Teams were put together consisting of experts, by varying degrees, versed in the subject matter of each goal area. Each RT was headed by a team leader from the Governor’s Office. The Office of State Budget provided financial, subject matter, and research expertise for each RT. Step 3 required each RT to develop chief *indicators* of progress and key *strategies* for achieving results. These indicators and, more importantly, the strategies would be later utilized by the RTs as the basis or criteria to review, analyze, and ultimately prioritize and rank activities which advanced the state towards the goals of improving economic growth, education, health, public safety, natural resources, higher education, and government efficiency.

Generally, through thoughtful and probing discussions, each RT began to formulate or list indicators and strategies. For instance, the Results Team for K-12 improvement decided that those indicators or measures that would best identify progress were: (1) high school completion rates, (2) increased participation and achievement in rigorous courses, (3) reduction in the “achievement gap” while improving the academic performance of all students, and (4) improvement in the efficiency with which education dollars are spent. From this point, the RT for K-12 improvement started to think about and discuss what major purchase strategies or approaches were keys to achieving progress. The question here was, “What does our experience and research tell us about those factors most critical to the success of student achievement?”

This year each Results Team repeated the efforts of teams last year in identifying indicators for each major goal. The indicators are key to the BFR effort and will allow the state – particularly our Office, the General Assembly, state agencies, and the public at-large – the opportunity to gauge the progress of accomplishing statewide policy goals, more specifically the seven goals designated in this FY 2006-07 Executive Budget. Also, these indicators will allow our Office, the General Assembly, and the public to determine if the strategies we have identified in achieving the statewide goals are effective, especially for both short-term and, more importantly, *long-term* evaluative purposes.

While RTs were identifying indicators and strategies, a new resource became available – a Web-based indicators system developed by the Institute for Public Service and Policy Research of the University of South Carolina. The *South Carolina Indicators (SCI) Project* was unveiled in September 2005. The site includes 91 indicators across eight major areas of public policy; including, the economy, education, the environment, public safety, health, social policy, culture and recreation, and government administration. Primarily, these indicators measure the relative status and position of South Carolina’s performance and provide useful trend analyses. SCI represents the first major comprehensive effort to measure South Carolina’s performance across all policy areas and, as such, will continue to serve as an invaluable resource for our Office, the General Assembly, and the public.

Diagram of Interrelationships of Goals, Indicators, Activities and Strategies



Step #4 – Holding public budget hearings for each result area. This step involved the opportunity for our Office, appropriate RT members, and other interested parties – including the general public – to meet with agency heads and personnel to discuss governmental activities particular to a goal area. There were, therefore, seven meetings corresponding to the aforementioned statewide goals. Additionally, budget hearings were held around the state this year to provide for greater public access and input. Meetings were held in Rock Hill, Columbia, Charleston, Greer, and Beaufort.

The hearings typically lasted two to three hours and can be accurately depicted as interactive, providing a forum for conversation rather than formal presentations by agencies. A total of 41 agencies participated in the budget hearings, beginning on September 13, 2005, in Rock Hill, with discussions about the goal to “improve our higher education system and cultural resources,” and concluding September 30, 2005,

in Beaufort with the goal “to improve the safety of people and property.” Generally, the discussions centered on how agency governmental activities were contributing to the results or goals set by our Office. Agencies were queried about their “most beneficial, highest priority activities as well as those that were marginal or less productive.”

Executive Budget Hearings by Goal Areas with Appropriate Agency Participants for FY 2006-07	
Goal Areas	Primary Agencies
<i>Improve our higher education system and cultural resources</i>	Commission on Higher Ed., TECH Board, Tuition Grants, Museum Commission, Arts Commission, Library, Archives & History
<i>Strengthen government’s ability to achieve its results efficiently and effectively</i>	Department of Revenue, Lottery, Budget and Control Board
<i>Improve the health and the protections of our children and adults</i>	Health & Human Services, Mental Health, DAODAS, Disabilities & Special Needs, Dept. of Social Services, Vocational Rehabilitation, Commission for the Blind
<i>Improve K-12 student performance</i>	Department of Education, First Steps, ETV, Ed. Oversight Committee
<i>Improve the quality of natural resources</i>	Dept. of Natural Resources, DHEC-Environmental, Dept. of Agriculture, Forestry Commission, Clemson PSA, PRT-Parks
<i>Improve the conditions of economic growth</i>	Commerce, Dept. of Insurance, PRT, Labor, License, and Review
<i>Improve the safety of our people and property</i>	Corrections, Juvenile Justice, SLED, Public Safety, PPP, DMV, DNR, Department of Transportation

Step #5 – Sorting and prioritizing agency or governmental activities and identifying savings. This step basically involved the RTs prioritizing or ranking – “purchasing,” so to speak – governmental activities. The product or deliverable here was the development of a preliminary purchase plan of prioritized activities – an initial budget for each goal area.

Early on, the Office of State Budget had sorted activities by the seven goal areas (Step #2 – the developing of agency activity inventories). During the interim steps above, OSB had then sorted activities by strategies which were developed by the RTs in Step #3 (i.e., the developing of chief indicators of progress and key strategies for achieving results). At this point, each RT was now charged with reviewing the activities, heretofore not seen by the RTs, and deciding which *linked most closely* to their respective goal area and strategies. Eventually, these activities would be ranked (and assigned an equivalent

numerical value) distinguishing those according to the following increments: those which were considered “absolutely essential,” those that were “very important,” those that were “important,” those “while perhaps important, not vital,” and finally, those designated as “non-essential.” Obviously, some activities would appear unrelated or non-important to the goal area or especially to the major purchase strategies. They would be abolished, placed on a wish list, or sent to a more appropriate goal area or RT.

Prioritization or Ranking Scale	
Ranking Values and Definitions	
5	Activity is absolutely essential and is best and most effective way to accomplish this strategy.
4	Activity is very important to accomplishing this strategy.
3	Activity is important to accomplish this strategy.
2	Activity, while it may be important in and of itself, is not vital or perhaps not the best way to accomplish this strategy.
1	Activity does not contribute to this strategy.

Each RT ranked or prioritized its share or portion of the 1,614 activities to complete a goal-specific preliminary purchase plan, one which was – by all accounts – perceived as both thorough and complete. The RTs also reviewed all costs associated with the activities regardless of the funding source (i.e., state General Fund, federal and “other” monies). Most importantly, perhaps, this step was an opportunity for RT members to challenge their previous assumptions and rationales for prioritization and to look for creative and innovative ways to do things differently and, hopefully, better. Central questions at this stage were, “As a citizen of South Carolina, are these activities the most efficient and effective ways to achieve the designated goal area(s)?” “Does this budget plainly make sense... can it *be easily understood* that it produces the results South Carolinians want and at the right price?” Equally important, other questions that required answers, to the extent possible, included:

- Can these activities (those ranked, at a minimum, as “important”) realistically be measured in terms of performance or outcomes, and how?
- For those activities *not* purchased, what are likely to be the consequences?
- Can those activities that obviously appear to be duplicative, in and across agency structures, be eliminated or merged? If so, where can the cost savings be targeted in terms of other activities?
- What activities appear to be antiquated, no longer relevant to today’s citizenry? Can or should they be salvaged or should they simply be abolished freeing up funds for more important, under-funded activities?
- What activities appear to be excessively funded, especially those ranked on the lower end of the prioritization list?

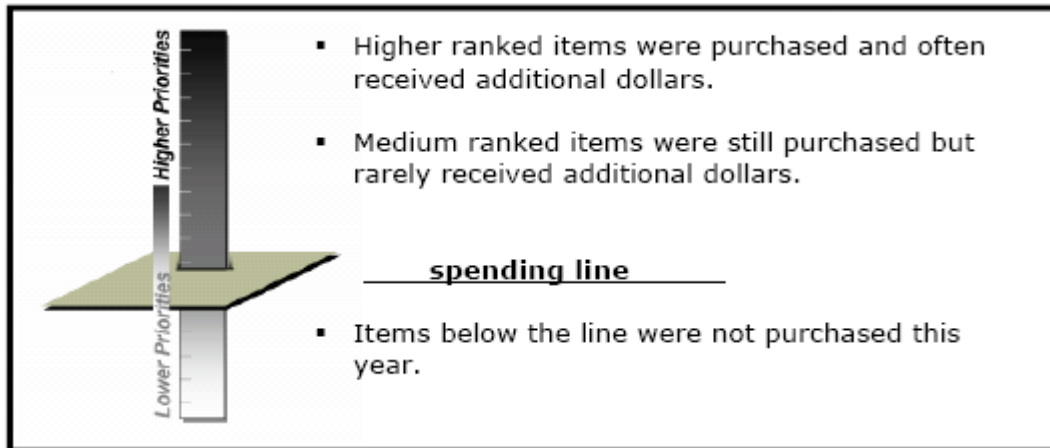
- In the final analysis, is this purchase plan for education, health, etc. the best possible budget – given the circumstances – for purposes of advancing the quality of life for all South Carolinians? Generally speaking, what more needs to be done in the future to make South Carolina great?

Step #6 – Distributing resources among goal areas, i.e., finalizing the purchase plans by result areas. The heart or quintessence of Step #6 was the methodical and careful review by our Office of the preliminary purchase plans by the RTs, and the finalization of a completed purchase plan reflecting our philosophy and policies. Ultimately, this final purchase plan took the form and substance of the FY 2006-07 executive budget.

It is noteworthy that the review of the RTs rankings or preliminary purchase plans and our Office's finalization of priorities was not, by any means, an easy task. As was the case for the FY 2005-06 budget, many governmental activities were of nearly equal importance relative to purchase strategies and statewide goals. Further, we clearly stated that even though one activity was ranked one space or even a few spaces below another activity, it was not correct to assume that the activity to be of lesser value or importance than those a few above it. We did point out, however, that activities ranked in the upper 15 to 20 percent of a goal area were clearly of the greatest significance and that those at or near the bottom of the rung were "perhaps not as valuable."

Further, during Step # 6, the distribution of resources – available funds and FTEs – were spread, based on historical spending patterns and our preferences, across the seven goal areas. This was done, of course, only after constitutional and statutorily mandated expenditures were met (e.g., debt service, aid to subdivisions, and property tax relief). After this spread among the goal areas, we then began – using the information and data from the RT preliminary purchase plans, along with other research and materials – *to purchase* activities of the highest priority until the funds allocated to the specific goal areas were exhausted. The result was that those governmental activities that were of the greatest importance, or moderately so, to respective goal areas were funded. Those activities that fell below the "spending line" were not funded.

The “Spending Line”



Finally, some concluding observations about Step # 6. As based on zero-base budgeting precepts, we evaluated new activities on equal grounds as old or existing activities. The evaluation of a governmental activity was based again on purchase strategies as related to the achievement of statewide goals. In other words, purchasing was done on the basis of anticipated outcomes rather than historical precedent. Additionally, once all ranking and the spending (“purchasing”) of resources were completed, we revisited the entire purchase plan to ensure that all cost-efficiencies were maximized. It should be noted, as well, that this year, we emphasized a greater delineation between cost savings recommendations and below-the-line-items.

As was the case last year, during this process, there were some activities that fell below the purchase line that gave us pause. However, given the priority ranking, the question that we had to ask ourselves was what activity above the purchasing line we would not purchase so that we could switch it with an activity below the line. This process, while difficult and tedious at times, helped us to prioritize our spending in a world of finite resources. The resulting budget recommendations represent this new focus on maximizing results for the citizens of South Carolina.

A Shift in Paradigms

The first year of the Budgeting for Results process proved to be successful and was well-received by the Legislature, the media, and the public. Indeed, we believe that the process was a landmark innovation in budgeting which was praised for its logic, execution, and positive outcomes.

This year’s BFR effort was for us, as we stated last year, “a shift in paradigms.” The outdated traditional budgeting approaches of concentrating on apportioning new monies only, the concentrating on inputs alone, and the continuing “bureaucracy-driven emphasis simply on self-preservation” were, like the French philosopher Rene Descartes said, “like dolls turned on their heads.” No longer were we wedded to past budget

decisions, ones that remain unexamined year after year. Additionally, no longer was there emphasis on merely cuts, but rather “keeps.”

In conclusion, we feel assured that the Budgeting for Results process for FY 2006-07 was another excellent step forward in the setting of goals and priorities critical to South Carolina. In light of this, and the willingness among many members of the General Assembly to find ways to improve and enhance budgetary processes and decision making, we propose that a similar proviso be introduced as was initiated by Rep. Dan Cooper last year and adopted by the House. We recognize also that members of the Senate showed great interest in perfecting our budget process. We, therefore, respectfully ask that both the House and Senate consider seriously the following new proviso for FY 2006-07:

NEW PROVISIO (GP: Joint Committee on Activity-Based Budgeting). *There is established the Joint Committee on Activity-Based Budgeting composed of nine members. The nine members shall be appointed as follows: three Senators appointed by the Chairman of the Senate Finance Committee; three members of the House of Representatives appointed by the Chairman of the House Ways and Means Committee; and three members appointed by the Governor. The Governor shall appoint the committee chairman. The terms of members shall be coterminous with the term of their appointing authority. Members of the Senate and House of Representatives shall serve ex officio. The committee shall study activity-based budgeting processes and how they may apply to the budget and appropriations processes for the State. Because the intent is to reduce duplication of government services, maximize cost-efficiencies, and still continue to provide excellent customer services, all costs of implementing a new budgeting system must be considered, including technological and human resource applications. Further, the committee will consider those budget processes that incorporate zero-based principles, particularly those which examine the entirety of government and state funding. Such budget processes must additionally emphasize, to the extent possible, the establishment of clearly delineated statewide goals; activity outcomes and results; spending strategies and priorities; and the measurement of performance.*

The committee may propose by majority vote, a budget process not inconsistent with to matters relating to the discharge of its duties. This proposal shall be reported to the Senate Finance Committee and the House Ways and Means Committee by no later than May 1, 2006.

Professional and clerical services for the committee must be made available from the staffs of the General Assembly, the Budget and Control Board, and other state agencies and institutions as needed. The members of the committee are not entitled to receive the per diem, mileage, and subsistence allowed by law for members of boards, committees, and commissions when engaged in the exercise of their duties as members of the committee. All other costs and expenses of the committee must be paid in equal proportion by the Senate, the House of Representatives, and the Office of the Governor, but only after the expenditures have been approved in advance by the President Pro Tempore of the Senate, the Speaker of the House, and the Governor.

Revenue

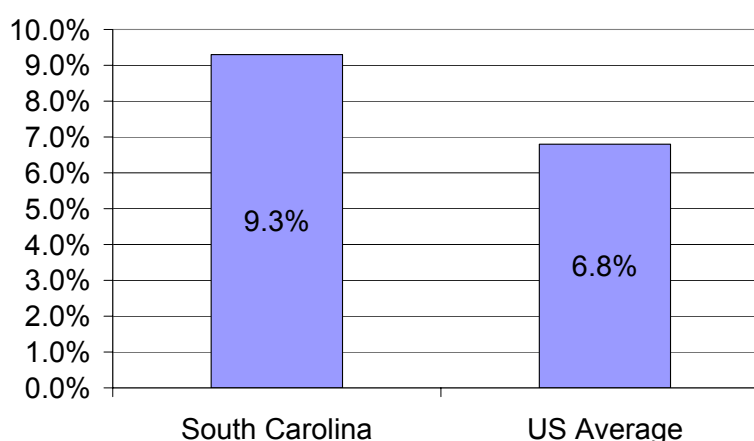
Revenue

Economic Growth Spurs Revenues

This past year the Comptroller General reported year-ending revenues showing a state economy that was on the rise. The state closed the fiscal year ending June 30, 2005, with total state revenues that were up \$475 million from the previous year – creating an operating surplus. In fact, the state's three major sources of revenue showed consumer spending is up, workers are seeing more money in their paychecks, and corporate profits are increasing – with sales tax revenue up 5.2 percent, individual income tax revenue up 10.4 percent, and corporate income tax up 23.2 percent.

State revenues are also climbing nationwide. According to the National Conference of State Legislatures, average revenues across the nation grew at a rate of 6.8 percent. Comparing this to our growth rate, South Carolina's economy has proven to be stronger, outpacing the nation by growing at 9.3 percent this past fiscal year.

FY 2004-05 Revenue Growth



The South Carolina Board of Economic Advisors (BEA) has the responsibility to forecast the economic conditions in the upcoming budget year. In setting the FY 2006-07 revenue estimate this past November, the BEA believed the economy is sound once again and even stated that rising revenues are not matching up with the unemployment numbers in our state. The BEA forecasts general fund revenue for FY 2006-07 at \$5.917 billion, an 8.4 percent increase over the FY 2005-06 appropriations. And while this estimate proves that the state economy is growing, we strongly urge the General Assembly to display fiscal conservatism by holding expenditures to a population plus inflation cap.

We are also glad the BEA adopted the policy of forecasting revenues 10 years into the future during the November meeting. This was an issue that we advocated realizing it will add predictability to budgets while demonstrating fiscal responsibility to credit rating agencies. Instead of projecting only one year forward, a long-term forecast will allow us to be better prepared from a fiscal standpoint well into the future as we continue to protect the financial security of South Carolina.

Increases to General Fund Revenue

In last year's executive budget, we believed it was time to take an in-depth look at the benefit of the Job Development Fees that continue to be dedicated for the

Redevelopment Authorities (RDA) of Charleston and Myrtle Beach. These monies have been dedicated since 1994 in response to previous base closings from the Base Alignment and Closure Commission. These RDA's have done effective jobs of redeveloping the former military bases and bringing other jobs back to these areas. However, these entities have fulfilled their original mission and we believe it is time the taxpayers stop supplementing a project that is already complete. To this end, we recommend these RDA income tax withholdings remain in the general fund which will lead to **an increase of \$2,829,578 in general fund revenue next year.**

We also believe it time to look at the benefits of the Economic Impact Zone (EIZ) investment tax credits that were also created in conjunction with the base closures of Charleston and Myrtle Beach. These tax breaks for new investment have been on the books since the mid-1990's and still exist even though the lost jobs in this part of the state have been made up for. But even more surprising, the incentive package is available in 27 of the 46 counties of the state. Under the current scenario, a company in Richland County will receive a tax break for a capital investment while the same company in Greenville cannot. This type of incentive structure – applying to only half the state – does not make good business sense. Therefore, as this administration continues to strive for policies that will strengthen the economic playing field for the entire state, we recommend repealing the EIZ credit for any future investments and instead use these revenues in a more effective manner within the Department of Commerce. This recommendation will lead to **an increase of \$8,650,352 in general fund revenue next year.**

In addition, the state budget for the current fiscal year includes proviso 73.17 which appropriates monies from increased enforced collections (or the so-called “Maybank Money”) within the Department of Revenue. Within this proviso, any excess revenue above the appropriated \$61 million in special projects is to be credited to a legislatively-controlled Grants Review Committee in the Budget and Control Board. We have consistently stated the need for a structured and merit-based grants review process but not one of legislative control. Instead, this process would be much more competitive if administrated from the executive branch and would allow a process that removes influences from special legislative interests – which is bound to happen under the current structure. During the current fiscal year, the dollars associated with this proviso are on pace to bring in \$183 million – leaving a possible \$122 million for the Grants Review Committee. Considering the excessive amount of dollars that will be available and the lack of accountability within the committee, it is our recommendation to the current Grant Committee to restrain from appropriating these dollars until a more accountable structure can be formed. We are specifically recommending any unappropriated dollars by the committee at the end of this current fiscal year become available in FY2006-07 for debt repayment and a newly created contingency fund for DSS (discussed later in the *Improve the Health and Protection for Our Children and Adults* section). To this end, the Department of Revenue conservatively predicts this recommendation will generate at least **\$70 million in nonrecurring revenue** for FY2006-07.

We continue to believe the state can do a better job at disposing property and assets that are being kept with little or no positive return to the taxpayers that pay for them. An example of this is a piece of property currently in the possession of DHEC located on Sullivan's Island. This real estate on the inter-costal waterway was formally used as a shellfish management station. However, this operation has been abandoned and the property serves as a mere boat ramp and storage facility. We believe it is time to liquidate this underutilized piece of property. It is estimated this real estate could sell for \$1 million. Under our proposed proviso, this sale will generate **\$250,000 in nonrecurring revenue** for FY2006-07. In addition, a recent vehicle study by Mercury Associates suggests that there are over 800 state agencies vehicles that have reached the end of their life-cycle. These vehicles are costly to the state and over time have created a financial burden for agencies to maintain. The selling of these assets will generate \$1.8 million in FY 2006-07. Under our proposed proviso, the sale of these vehicles will generate **\$450,000 in nonrecurring revenue** for the upcoming fiscal year.

It is also estimated in the upcoming year there will be a carry-forward in excess revenue from debt service payments allocated in FY2005-06. The state Treasurer's Office estimates lapsed debt service payments from the previous year will generate **\$3,507,254 in nonrecurring revenue** for FY2006-07.

During the late 1990's, the four largest cigarette manufacturers reached an agreement with 46 states to settle state suits to recover costs associated with treating smoking-related illnesses known as the Tobacco Master Settlement Agreement (MSA). South Carolina began securitizing its MSA payments in FY2000-01. In the past five fiscal years, the tobacco settlement has produced almost \$350 million in revenue – primarily dedicated toward health care purposes. It is estimated that the tobacco settlement will generate **\$8 million in revenue** for FY2006-07.

Revenue Estimates

A detailed listing of the BEA's current estimate for FY 2006-07 and the change in growth from the previous year is provided below.

PERSONAL INCOME GROWTH	GENERAL FUND REVENUE FORECAST					
FY06 – 5.7%; FY07 – 4.7%	FISCAL YEARS FY2005-06 TO FY2006-07					
	(DOLLARS)					
	APPROPRIATION		WORKING	PERCENT	PERCENT	
	ACT ESTIMATE		ESTIMATE	CHANGE	CHANGE	
REVENUE CATEGORIES	FY 2005-06		FY 2006-07	FY05/FY06	FY06/FY07	
RETAIL SALES TAX 1/	2,421,781,348		2,530,682,708	5.4	4.5	
EXCISE, CASUAL SALES TAX	22,192,478		23,235,525	5.7	4.7	
INDIVIDUAL INCOME TAX	2,816,247,286		2,893,742,901	4.6	2.8	
CORPORATION INCOME TAX	219,638,090		224,030,852	2.0	2.0	
SALES AND INCOME TAXES	5,479,859,202		5,671,691,986	4.9	3.5	
ADMISSIONS/BINGO TAX	32,837,820		34,282,685	4.4	4.4	
AIRCRAFT TAX	5,262,556		5,367,808	2.0	2.0	
ALCOHOLIC LIQUOR TAX	56,324,664		58,014,404	3.0	3.0	
BANK TAX	29,547,064		30,277,979	2.5	2.5	
BEER AND WINE TAX	96,835,214		98,965,589	2.2	2.2	
BUSINESS LICENSE TAX	29,550,887		29,491,785	-0.2	-0.2	
COIN-OPERATED DEVICES	2,066,569		1,900,000	10.8	-8.1	
CORPORATION LICENSE TAX	77,405,421		80,424,232	3.9	3.9	
DEPARTMENTAL REVENUE 3/	45,467,697		44,467,697	-10.2	-2.2	
DOCUMENTARY TAX	71,208,349		77,617,101	9.0	9.0	
LESS: CONSERVATION BANK TRUST FUND	(17,802,087)		(19,404,275)			
EARNED ON INVESTMENTS	51,000,000		51,000,000	95.6	0.0	
ELECTRIC POWER TAX	26,357,048		27,253,187	3.4	3.4	
ESTATE AND GIFT TAXES	60,563,991		61,714,707	1.9	1.9	
LESS: FEDERAL CHANGE TO ESTATE TAX	(59,200,000)		(61,714,707)			
INSURANCE PREMIUM TAX	139,412,489		146,940,764	4.7	5.4	
INSURANCE LICENSE TAX	9,763,130		21,967,041	-50.0	125.0	
INSURANCE RETALIATORY & OTHER TAX	5,900,000		6,300,000	-25.6	6.8	
LESS: INSURANCE CREDITS	(16,000,000)		(16,000,000)	22.9	0.0	
MOTOR TRANSPORT FEES	10,000		18,000	-49.0	80.0	
MOTOR VEHICLE LICENSES	123,177,682		125,641,235	2.0	2.0	
LESS: INFRASTRUCTURE BANK TRANSFER-TRUCK	(58,100,000)		(59,790,000)			
LESS: HIGHWAY FUND TRANSFER-CAR	(6,900,000)		(7,100,000)			
LESS: TRANSFER TO NON-FED HWY FUND	(15,571,467)		(40,511,423)			

FY 2006-07 Executive Budget

PERSONAL INCOME GROWTH	GENERAL FUND REVENUE FORECAST			
FY06 – 5.7%; FY07 – 4.7%	FISCAL YEARS FY2005-06 TO FY2006-07			
	(DOLLARS)			
PETROLEUM INSPECTION TAX	9,035,036	9,242,842	2.3	2.3
PRIVATE CAR LINES TAX	2,435,418	2,481,691	1.9	1.9
PUBLIC SERVICE AUTHORITY	13,267,988	14,170,211	6.8	6.8
RETAILERS LICENSE TAX	937,193	946,565	1.0	1.0
SAVINGS & LOAN TAX	2,877,924	2,978,651	3.5	3.5
SOFT DRINKS TAX	0	0	N/A	N/A
WORKERS COMP. INSURANCE	14,914,193	15,644,989	4.9	4.9
CIRCUIT/FAMILY COURT FINES	9,717,932	9,912,290	2.0	2.0
DEBT SERVICE TRANSFERS	2,161,082	1,953,928	-15.9	-9.6
INDIRECT COST RECOVERIES	18,052,819	18,052,819	0.0	0.0
MENTAL HEALTH FEES	3,800,000	3,800,000	0.0	0.0
PAROLE / PROBATION FEES	3,392,808	3,392,808	0.0	0.0
UNCLAIMED PROPERTY FUND	10,000,000	10,000,000	25.0	0.0
WASTE TREATMENT REPAYMENT	0	0	N/A	N/A
OTHER BASE SOURCES	761,685,130	761,085,777	-2.4	-.1
TOTAL GENERAL FUND REVENUE	6,241,544,333	6,432,777,763	3.9	3.1
APPROPRIATION ACT REVENUE	5,965,877,763		6.6	
LESS: TAX RELIEF TRUST FUND	(513,870,537)	(513,396,670)	1.7	0.3
PLUS: TAX RELIEF FUND CARRYFORWARD	7,589,618			
EXCLUDING TRUST FUND	5,459,596,844	5,917,381,093	7.3	8.4
CAPITAL RESERVE FUND (2%)	102,325,596	111,821,213	3.0	9.3
GENERAL RESERVE FUND (3%)	153,488,394	167,731,819	104.2	9.3
TOTAL RESERVES	255,813,990	279,553,032	46.6	9.3
REVENUE EXCESS / SHORTAGE	275,666,570			
EDUCATION IMPROVEMENT ACT 2/	612,859,456	640,199,558	4.7	4.5
EIA FUND	610,993,456	638,479,558	4.6	4.5
EIA INTEREST	1,866,000	1,720,000	89.0	-7.8

1/: Excludes (1%) Education Improvement Act and (2%) Accommodations Taxes.

2/: Includes interest earnings.

3/: Includes former Dept. of Agriculture agency revenue other than the Petroleum Inspection Tax now shown separately.

Source: Board of Economic Advisers – 11/10/2005

Education Lottery Revenues

Our main objective for the Education Lottery is for it to run in the most efficient manner possible while making sure that each and every lottery dollar is going to the most effective educational program. This has never been more important as the North Carolina lottery is set to begin next year and is estimated to reduce South Carolina lottery profits by over nine percent.

For this reason, we propose to change the current retail commission of seven percent to a commission of six percent – which is in line with the national average. Lottery numbers show that there is no correlation between retailer commissions and lottery

FY 2006-07 Executive Budget

sales – as the top ten lotteries in the nation have a commission that averages only six percent. A lower commission will generate more lottery revenue to benefit our education system. While this recommendation will provide new lottery dollars, we still will be lacking the available lottery revenue seen in last year's budget.

The BEA has estimated that the North Carolina lottery will reduce lottery profits in our state while there also will not be last year's carry-forward revenue in the upcoming budget. We have an estimated \$265,105,841 to appropriate in total lottery dollars in FY 2006-07 – this includes revenues generated from reducing retailer commissions by one percent. However, this amounts to \$24 million less than the total appropriated amount in the FY 2005-06 budget.

LOTTERY REVENUES	FY 2005-06	FY 2006-07
BEA Revenue Estimate*	277,000,000	252,400,000
BEA Interest Estimate	6,000,000	4,300,000
Unappropriated FY 2004-05 Interest Earnings Estimate	5,000,000	
DAODAS Remittance of Unspent FY2004-05 Appropriation	1,000,000	
Limit Retailer Commissions to 6% of Sales		8,405,841
Education Lottery Revenue	289,000,000	265,105,841
*Includes Unclaimed Prizes		

Run a Fiscally Disciplined Government

Run A Fiscally Disciplined Government

Of course, a good many proposals are made by people that have very excellent things that they would like to have the Government do, but they come from people that have no responsibility for providing ways and means by which their proposals can be carried out. I don't think in all my experience, which has been very large with people that come before me in and out of Government with proposals for spending money, I have ever had any proposal from anyone as to what could be done to save any money.

– Calvin Coolidge, 30th President of the U. S.

Nothing focuses the mind better than the constant sight of a competitor who wants to wipe you off the map.

– Wayne Calloway, Former President and CEO of the Pepsi Corporation

When we presented our first executive budget (FY 2004-05), South Carolina was mired in a \$750,000,000 financial hole. This budget crisis was caused by legislative and executive branch overspending in FY 2001-04 (\$512 million), by accounting errors in 1991, 1993 and 2001 (\$105 million) and by underfunding of the State Health Plan (\$135 million).

This crisis led to questions about how we spend as a state and how we intend to address such challenges going forward. As a first step, in June 2004, we signed into law the Fiscal Discipline Act which set us on a path to repay the unconstitutional deficit and the General Reserve Fund over a three-year period. Further, the Act – a joint effort by the executive branch and the Legislature – required us to hold spending growth at three percent annually in an effort to restrain government spending and maintain our AAA Bond Rating.

We believe that the reestablishment of the state's prestigious AAA rating will only occur through favorable economic conditions and with a fiscally disciplined government as prescribed by legislation such as with the Fiscal Discipline Act. Unfortunately, the Fiscal Discipline Act was short lived.

For instance, as soon as the deficit and the General Reserve Fund were restored, the General Assembly soon reverted back to the spending patterns which helped lead to the recent fiscal crisis in the first place. In the FY 2005-06 budget year as revenues came in higher than expected, the General Assembly had an unprecedented opportunity to use

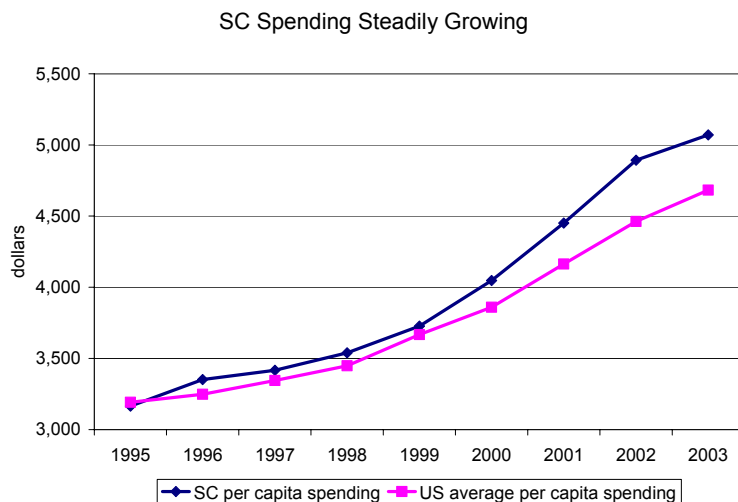
the monies to help further replenish depleted trust funds and help restore fiscal order to our state budget and finances. When presented with a budget that increased spending by 9.1 percent, we followed through on our pledge to limit spending growth until the trust funds were replenished and consequently we vetoed over \$95 million in new spending items in the FY 2005-06 budget. We believe that we were acting consistent with the spirit of the Fiscal Discipline Act.

The Need for Permanent Fiscal Discipline

The business cycle of up and down is a constant in any market-based economy. We, therefore, believe that when economic times are good, government must resist the temptation to spend greater sums of money on new programs that cannot be sustained when times are not so good. For example, in two short years (FY 1998-00) state revenues and subsequent spending grew by 25 percent. However, as revenues fell in subsequent years, this extra spending had to be curbed by a series of across-the-board mid-year cuts totaling \$800 million and the use of trust and reserve funds. Across-the-board cuts hit effective programs the same as marginal ones. Using trust funds and reserve funds to compensate for agency reductions is an inappropriate use of these accounts. And, while the repayment of the fund diversions or shortfalls has been a priority of our administration over the past several years, the inevitable nature of the business cycle requires of us a long term and permanent strategy to address our fiscal deficiencies.

The economic good times have also led to above average spending in our state. Currently, South Carolinians are paying more for government than our counterparts in other states. Across the nation, the average person can expect to see the equivalent of a little less than 15 percent of their paycheck being spent on state government. In South

Carolina, however, more than 19 percent of the average person's income is being spent on state government. This is particularly troubling when South Carolinians only earn about 83 percent of the national average. In addition, growth in South Carolina's per capita spending has gone from being below the national average in 1995 to being almost \$400 more than the national average today. We feel in order to maximize our competitive business environment we must reduce South Carolina's out of



line spending on state government – especially as it compares to the national average. Therefore, in addition to continuing the Budgeting For Results process and seeking the structural changes to state government that provide for the greatest level of

accountability, we propose the following five actions to enhance the state's financial position:

First, we believe that trust and reserve funds must be restored in the near future. While the General Assembly is to be commended for its efforts to restore many of these accounts in last year's budget, with government growth of 9.1 percent last year, we believe they could have repaid more.

Second, we maintain a commitment to reducing our reliance on annualizations, and in this budget we propose the lowest level of annualization spending in over a decade.

Third, we propose taking funds from the FY 2005-06 projected surplus and using them to pay off some of the state's outstanding debts. In total, we propose \$16 million dollars to retire outstanding obligations.

Fourth, we will support legislation expanding the current Optional Retirement Program administered by the South Carolina Retirement System. We believe the plan should be the only state plan extended to new state employees. In the FY 2005-06 Executive Budget, we identified the immediate need to modify the state's defined-benefit pension plans due to the fact that from 1999 to 2004, the debt load of these plans increased from \$178 million to \$4.2 billion – a staggering 2,000 percent increase. Our approach would allow new state employees greater control over their retirement account, so that they have the opportunity to earn larger investment returns from their accounts and at the same time reduce the amount taxpayers will have to spend for future retirement benefits.

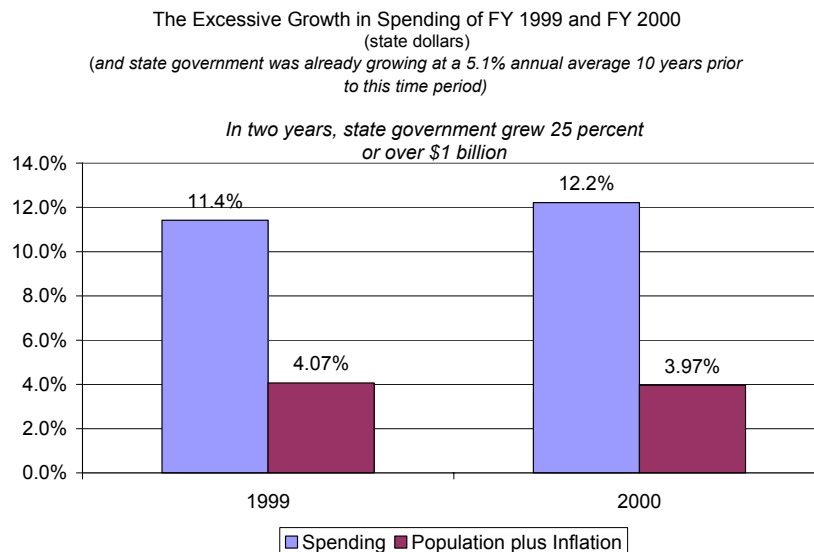
Fifth, and at the core of this year's appropriation act, we propose limiting increases in the annual budget to population plus inflation. We believe that the primary driver of the economy is in the hands of the private sector of this state. For this reason, we must maximize the financial resources that are being directed in this area and recognize that excessive growth in the public arena will not allow this to happen. The estimated revenue in the upcoming year has provided an excellent opportunity to do this. The estimated \$6.3 million in the FY2006-07 budget will allow us to fund government priorities while refunding surplus dollars over the spending cap – or **\$151 million back to the taxpayers**. The economic upswing gives us the chance to rebate dollars back to citizens during times of rising gas and energy prices, high property taxes, and increasing tuition cost for students. These refunded dollars mean families across the state will receive a **rebate of approximately \$150 in the upcoming year**. This proposal speaks directly to the policy incorporated in our Taxpayer Empowerment Amendment (TEA). To restore fiscal integrity to our state and ensure long term economic growth, we are proposing to ask South Carolina voters on the November 2006 ballot if they want to amend the state constitution to limit annual state spending to population plus inflation.

**Refund Per
Family**

\$150

The Taxpayer Empowerment Amendment

This administration has always believed in the fundamental concept that excess revenues coming into government would be better invested back in the hands of the hard working taxpayers of this state. Unfortunately, the Appropriations Act passed by the General Assembly last year spent over \$700 million in new revenue and grew government at a rate of 9.1 percent.



The FY 2005-06 Appropriations Act exemplifies a long standing practice in our state where we spend whatever new revenue comes in creating an up and down pattern of budgeting. This lack of fiscal discipline also occurred between FY 1997-98 and FY 1999-00 as government grew at a rate of 25 percent. This two year pattern also shows government growing at a rate that is substantially higher than the growth of inflation and population – in fact at a rate that is almost triple that of inflation and population. This period of excessive government expansion resulted in significant shortfalls and cutbacks when revenue growth slowed. The extra spending from FY 1997-98 to FY 1999-00 resulted in mid-year cuts of over \$800 million during the next four years. Now that revenues are once again rising, we have an opportunity to restore fiscal order and stability.

Last year we recommended replenishing depleted trust and reserve funds with excess revenues. But instead, the General Assembly chose to continue an irresponsible pattern of budgeting by funding expanded or new services that must continue to be funded in years to come. Without fiscal accountability, we risk running into the same fiscal troubles again in the future.

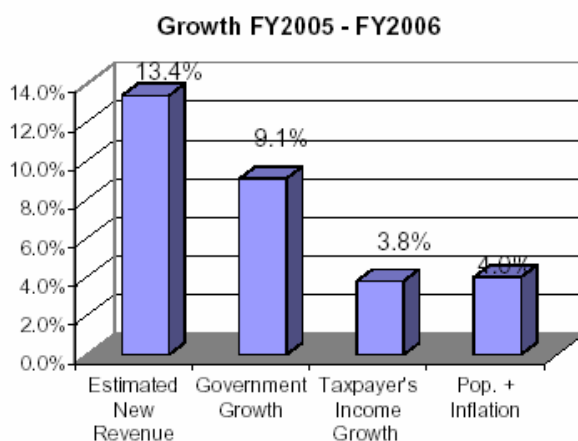
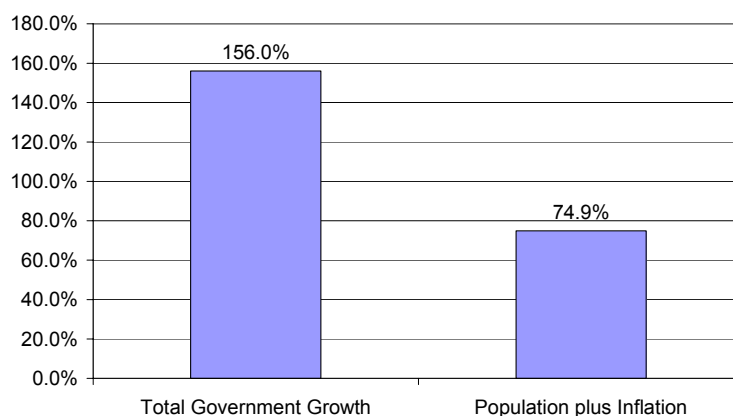
We believe it is time for government to be held more accountable to the taxpayers of this state. Continuing concerns about the future of the economy in this state and across the nation highlight the need for fiscal responsibility. The federal deficit is roughly \$400 billion and deteriorating while gas prices are at unprecedented levels. For this reason,

we feel that it is time to prepare ourselves for the future. We believe our fiscal future will be protected better by enacting a population plus inflation spending limit known as the Taxpayer Empowerment Amendment.

Limiting Government Growth

Our state has seen government grow by over \$11 billion since FY 1989-90 or an annual increase of over 6 percent. This type of growth represents an ongoing problem. We are spending tax dollars at a rate that is much greater than the rate the economy is growing (inflation) and much greater than the growth in population. In fact, total government grew more than double the rate of population plus inflation during this time period.

Total Government Growth more than Double that of Population plus Inflation from FY 1990 to FY 2006



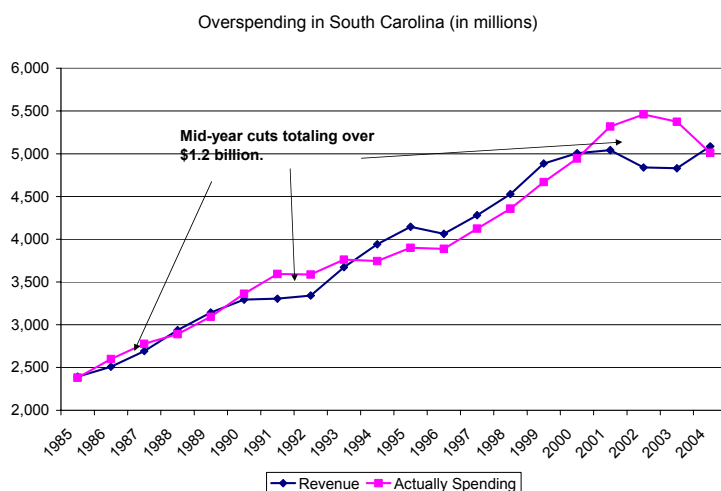
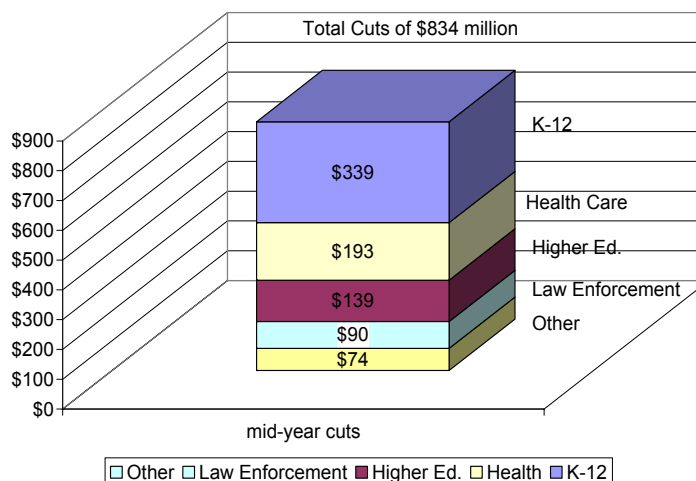
When taking a more detailed look at what happened in this past year's budget, the same excessive spending continues to be seen. While the taxpayer's income is only expected to grow 3.8 percent and population plus inflation is expected to around four percent during FY2005-06, government is projected to see more than 13 percent growth in state revenue. To this end, the General Assembly decided to use these new dollars to grow government by over nine percent. We ask the same

question now as we did last year – with these kinds of dollars coming into the state, are we being fair to the taxpayers? The answer is no. It is unfair to ask the people of this state to grow government at a rate that is over three times the growth of their paychecks. A population plus inflation spending limit will help keep this from happening.

Preventing Budget Deficits and Mid-year Cuts

Past spending habits have unfortunately hindered the long term fiscal security of the state – and ultimately reduced our ability to compete at the national and international level. While times were good from a revenue perspective during the mid to late 1990's, dollars were appropriated to create new programs and grow existing services. This, however, created a fundamental problem during the following years. As the economy turned and revenues began to slow, legislators found they were unable to fully fund these new and bigger government programs – creating large budget deficits and over \$800 million in mid-year cuts from FY 2000-01 to FY 2003-04. In fact, we asked the core services of our state to make the majority of these cuts – our schools were forced to cut \$339 million, our health care system almost \$200 million, our colleges \$139 million, and our law enforcement officers \$90 million. However, all of these cuts leading to layoffs and reduced services could have been avoided. By implementing a population plus inflation spending limit in the late 1990's, jobs and core government services would have been preserved – while not one dollar would have been removed from trust and reserve funds.

The Mid-Year Cuts of FY 2001 to FY 2004 that Would Not Have Occurred with TEA (million of \$)



This administration consistently supports budgeting practices that exemplify responsibility and display accountability to the taxpayers of this state – such as the Budgeting For Results model. While this would help prevent budget shortfalls and cuts, this has not been the practice in South Carolina over the last 20 years. The General Assembly has over-appropriated revenues numerous times during this time period leading to 14 different mid-year cuts and over \$1.2 billion being cut

from agencies and the services they provide. A spending cap would have added budget

stability and allowed government to grow at a reasonable annual average rate of 4.4 percent – but most importantly it would have helped prevent mid-year budget cuts during times of economic distress.

Stimulating Economic Growth

This administration believes that the private sector is more efficient and effective at allocating capital for productive uses than government. And while last year's income tax reduction for small business was a step in the right direction, we must continue to push for policies that will further encourage business growth and greater consumer spending. Every excessive dollar that we put into government is a dollar that we take away from expanding our economy in this manner. The whole notion of freeing up dollars for the private sector is critical to our state's ability to become more competitive.

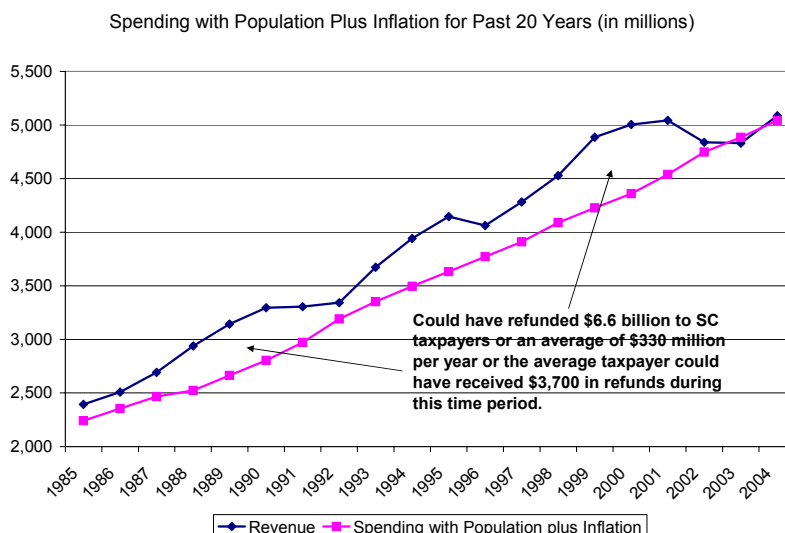
In exploring ways to boost the economic growth of this state, we are constantly pushing for changes that will improve the state's per capita personal income (PCPI). The fact remains that the average worker in South Carolina earns only 83 percent of the national average – ranking us 44th in the nation and 9th among our Southeastern counterparts. These statistics clearly show not only that we are not successfully competing in the United States, but that we are also not competitive in our own region.

Southeast Per Capita Personal Income		
Rank	State	2004
1	Virginia	35,477
2	Florida	31,455
3	Georgia	30,051
4	Tennessee	30,005
5	North Carolina	29,246
6	Alabama	27,795
7	Kentucky	27,709
8	Louisiana	27,581
9	South Carolina	27,172
10	West Virginia	25,872
11	Arkansas	25,725
12	Mississippi	24,650
	Southeastern Average	28,562

If our goal is to be more competitive at a national and global level, we must continue to look at ways to increase business activity in our state and find ways to get more tax dollars back in the hands of the hard working people who ultimately pay for state government. A spending limitation will do this, just as it did in Colorado – a state that had arguably the most stringent and effective spending limit in the nation. Since the implementation of Colorado's population plus inflation spending limit (named TABOR for the Taxpayer's Bill of Rights) in 1992, the state has outpaced South Carolina and the nation when it comes to per capita income growth. While Colorado citizens have seen their paychecks increase by more than 71 percent since 1992, neither South Carolina citizens nor the average United States citizen has seen their paychecks grow over 61 percent – a full 10 percentage points less.

We believe that to achieve economic growth, better jobs, and higher income levels, we must reduce the proportional amount that government makes up in our economy. In fact, if South Carolina had implemented a population plus inflation spending limit 20

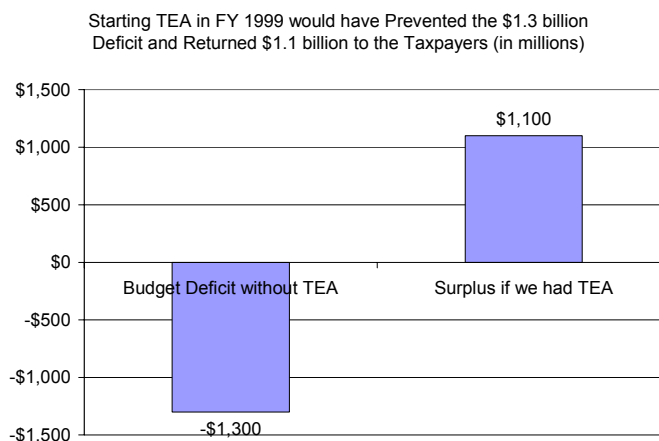
years ago, more than \$6.6 billion could have been reinvested in the private sector back of this state – translating into each taxpayer receiving an average return of almost \$3,700 over this time period. Every unnecessary dollar that South Carolina citizens put into government is a dollar that would be better served investing in new businesses and empowering the taxpayers of this state.



Empowering the People

The Taxpayer Empowerment Amendment is about more than just limiting government spending – it is about asking the hard working people who pay for state government if they are satisfied with their return on investment. This administration continues to believe in the fundamental concept that the voters know how best to spend their money. Currently many politicians have the mindset to spend other people’s hard-earned tax dollars on programs that may not be of the greatest merit to the entire state – often leading to cumbersome, invasive, and ever-growing government programs. Considering the excessive spending of last year and in years past, we believe it is time we ask the voters of the state if they want to restrict government spending and hold elected officials accountable when it comes to appropriating their taxpayer dollars.

If the people of the state had been given the opportunity to weigh the merits of a spending limit during the late 1990’s and had approved such a limit, the financial security of the state would have been in much better shape. In fact, trust and reserve funds would have remained untouched, no mid-year cuts would have occurred, and state government would have grown at a very reasonable rate of 3.5 percent.



A Taxpayer Empowerment Amendment implemented in FY 1998-99 would have prevented a budget deficit of over \$1.3 billion – and instead would have returned over \$1.1 billion into the hands of the taxpayers.

Money is power – giving more of it back to a state or nation’s citizenry is fundamental to positive reform of a republic. At the same time, giving power to the people of South Carolina is a fundamental concept of democracy. That is why over a dozen states are looking to implement a Taxpayer Empowerment-type spending cap and want to do so by putting the question on the ballot in November 2006. In fact, Ohio has shown voter support by collecting over 500,000 signatures to put a population plus inflation spending limit question on their November 2006 ballot. The bottom line is voters across the country are showing they want to hold government more accountable. We think it is only fair to give our voters the same opportunity.

Proposed FY 2006-07 Tax Empowerment Act

We would propose asking the South Carolina voters on the November 2006 ballot if they want to amend the state constitution to limit annual state spending to population plus inflation. We are recommending that the ballot question address spending at the state, county, and city level of government. The following is a summary of the core details of our proposal:

The Taxpayer Empowerment Amendment	
How are the state limits determined and where do they apply?	Annual spending is limited to population plus inflation. The limitation will apply to all appropriations in the annual budget and any supplemental budgets in a year – excluding the Capital Reserve Fund.
What happens to the excess revenue – the taxpayers’ money?	It is deposited into a Taxpayer Relief Fund and held until the next fiscal year to be refunded to the taxpayer.
Who will the spending cap apply to?	Population plus inflation would apply at the state and local level.
How are the County and City limits determined and how are they applied?	By annual inflation growth and annual local population growth. This limit would apply to all local spending.
What if there is a revenue shortfall following a year with excess revenue?	The excess revenues sitting in the Taxpayer Relief Fund will be the first means used to fill the budget deficit and will not be refunded to the taxpayers.
What if citizens are unhappy with the services they are getting under the spending cap?	Every other November, we will ask the voters on the ballot if they want to continue to operate government under this spending limit.
When would the Taxpayer Empowerment Amendment be on the ballot?	November 2006

Trust and Reserve Fund Repayment

Trust funds are collected and used by the state for carrying out specific purposes and programs in accordance with the terms and conditions of a trust agreement or statute. Reserve funds are funds set aside to fulfill obligations or liabilities for very specific needs. We believe these funds should be used for the purposes for which they are collected and, therefore, should not be utilized for the general operations of government. If, under extraordinary circumstances these funds are used, the fund accounts should be repaid in a timely manner.

Noting this, within our executive budget last year we proposed dedicating \$157.9 million to restoring diverted money from trust and reserve funds. This amount represented 37 percent of the \$414 million in “new” funds available to us at the time of our executive budget. Trust and reserve funds included:

<u>Trust/Reserve Fund</u>	<u>Amount</u>	<u>Source</u>
General Reserve Fund:	78,333,866	BEA Surpl. (Cert.)
Barnwell Trust Fund:	25,000,000	BEA Surpl. (Cert.)
Pinewood Trust Fund:	942,290	BEA Surpl. (Cert.)
Insurance Reserve Fund:	2,113,041	BEA Surpl. (Cert.)
Insurance Reserve Fund:	6,552,030	CRF
<u>State Health Plan Reserve</u>	<u>45,000,000</u>	<u>“Maybank”</u>
Total Trust/Reserve Fund	\$157,941,227	

The General Assembly – notwithstanding a sizable increase in estimated revenue – proposed trust and reserve repayment of \$113.6 million. For instance, the Legislature used only 17 percent of the \$707 million available to them as “new” funds for such repayments. Trust and reserve funds included:

<u>Trust/Reserve Fund</u>	<u>Amount</u>	<u>Source</u>
General Reserve Fund:	\$78,333,866	BEA Surplus. (Cert.)
Barnwell Trust Fund:	20,472,134	“Maybank”
Barnwell Trust Fund:	4,527,866	CRF
Pinewood Trust Fund:	942,290	“Maybank”
Repay. of Various Tr. Funds	<u>9,326,854</u>	<u>“Maybank”</u>
Total Trust/Reserve Fund	\$113,602,810	

Had we been afforded the increased revenue estimate as used by the Conference Committee budget, we would have paid down nearly \$95 million more in trust and reserve funds. In fact, as mentioned earlier, our veto message was aimed primarily at the Legislature’s reduced level of trust and reserve fund restoration in relation to the

new funds, as we sought to divert funding away from the non-essential projects spelled out within the Conference Committee budget to trust and reserve accounts.

By not adopting our proposals last year, the state has a substantial amount of diverted trust and reserve funds that it still must repay. The following chart represents funds diverted to pay for the general operation of government – such as trust and reserve funds – and shortfalls since FY 2001-02:

Uses:						
	Unconstitutional Deficit	GRF ¹	Various Earmarked & Restricted Sub- Funds to GF	Other Ins. Reserve Fund Diversion	State Health Plan Under- Funded (Goal of 45 day cash reserve)	GAAP Deficit ³
FY 01-02:	\$155,000,000	\$153,488,194	\$42,500,000	\$0	\$67,500,000	\$104,934,400
FY 02-03:	\$0	\$0	\$104,410,737	\$27,900,000	\$67,500,000	\$0
FY 03-04:	\$0	\$0	\$26,240,125	\$0	\$0	\$0
FY 04-05:	0	\$0	\$7,500,000 ²	\$0	\$0	\$0
	\$155,000,000	\$153,488,194	\$180,650,862	\$27,900,000	\$135,000,000	\$104,934,400

- 1) During FY 2001-02 and FY 2002-03, the state realized zero year-end balances in its General Reserve Fund (GRF). As the GRF balance must equal three percent of the General Fund revenue of the latest completed year – unless, this balance is withdrawn for the purpose of covering an operating deficit at which time the state has three years to restore the balance – the state realized a fund deficit of approximately \$153 million during FY 2001-02 that remained for FY 2002-03. By FY 2005-06, the GRF had been fully restored.
- 2) H.3847 is a bill, which among other things, outlines the General Assembly's repayment of funds that were diverted from trust and reserve funds in recent years. The amount cited for repayment is \$180 million. Of the amount to be repaid, \$7.5 million is in accordance with the use of these funds prescribed by Proviso 73.8 of the FY 2004-05 Appropriations Act. However, it should be noted that the use of these funds is consistent with our FY 2004-05 Executive Budget whereby we proposed spending \$10 million in excess cash available at select agencies for recurring operational needs. This practice was continued during FY 2005-06 when we proposed using \$6 million in one-time cash from the Department of Motor Vehicles to assist with the recurring operational needs of agencies. While using one-time cash for recurring operations contributes to larger annualizations for the state, we view the use of excess, unencumbered special revenue (typically, subfund 3035) to be a legitimate non-recurring revenue source until: (a) fees/fines associated with this source may be lowered to reconcile to agency expenditures or (b) "needed" agency services are expanded to approximate the revenue. As such, in the FY 2006-07 Executive Budget, we are proposing the use of \$4 million in excess cash available to the Department of Motor Vehicles to repay trust and reserve funds. In following the spirit of H.3847, we seek the repayment of the \$7.5 million removed from operating sources during FY 2004-05; however, we will not seek the repayment of special revenue accounts which have generated excess cash, and for which that cash is unencumbered, beyond FY 2004-05.
- 3) The FY 2001-02 revenue deficit of \$105 million represents an "embedded" GAAP deficit brought forward from prior fiscal years. For instance, when the state faced fiscal problems during 1991, 1993, and 2001, former office holders included \$105 million of additional revenues in the state's operating budget by picking up an additional month (i.e., Fiscal Month 13) of certain taxes and fees of one or the other of those years. By doing this, since 1991, the state's budgetary records used by the General Assembly have been artificially inflated. Further, this condition has produced chronic deficit fund balances in the state's audited financial statements since that time.

Thus, since FY 2001-02, the state has realized total annual fund diversions and shortfalls as follows:

FY 2006-07 Executive Budget

	<u>Total Diversions & Shortfalls/ Year</u>
FY 2001-02:	\$523,422,594*
FY 2002-03:	\$199,810,737
FY 2003-04:	\$ 26,240,125
<u>FY 2004-05:</u>	<u>\$ 7,500,000</u>
Total	\$756,973,456

* \$104,934,400 of the FY 2001-02 diversion is from the GAAP deficit, described above. This deficit occurred prior to FY 2001-02.

Meanwhile, since coming to office, we have remained diligent in our efforts to repay these encumbrances. As a result of collaborative efforts between the executive branch and the Legislature, most of the fund diversions and shortfalls have now been restored through appropriations. For instance, the following represents fund diversions and shortfalls restoration since FY 2004-05:

Sources:

	Unconstitutional Deficit	GRF	Various Earmarked & Restricted Sub- Funds to GF	Other Ins. Reserve Fund Diversion	State Health Plan Under- Funded (Goal of 45 day cash reserve) ¹	GAAP Deficit ²
FY 04-05:	\$155,000,000	\$75,154,528	\$0	\$0	\$0	\$0
FY 05-06:	\$0	\$78,333,666	\$35,269,144	\$0	*\$135,000,000	\$0
1)	With rate increases and several cost saving mechanisms (i.e., deductible increases and changes to co-payments) implemented during calendar year 2005, the State Health Plan – as of 9/30/05 – had a reserve of 53.2 days, making the plan fully funded for the first time since July 1999.					
2)	At the close of FY 2005-06, the Comptroller General used \$104.9 million – of the \$118 million available to the state as surplus funds from FY 2004-05 – to address the “embedded” GAAP deficit, described earlier. A 12/2/05 ruling by the Attorney General’s office points out that the Comptroller General’s office lacked the authority in using the surplus funds for this purpose. Nevertheless, when considering the importance of addressing this issue due to its impact on the state’s credit rating – whereby support has been exhibited in press releases and comments from the Governor’s office as well as top Ways and Means and Senate Finance Committee members – within the FY 2006-07 Executive Budget we propose using \$104.9 million to address the “embedded” GAAP deficit.					

Thus, since FY 2001-02, the state has realized the following encumbrances related to fund diversions and shortfalls:

	<u>Total Encumbrances</u>
FY 2001-02:	\$523,422,594
FY 2002-03:	\$723,233,331
FY 2003-04:	\$749,473,456
FY 2004-05:	\$526,818,928
FY 2005-06:	\$278,216,118

Proposed FY 2006-07 Trust and Reserve Fund Restoration

Within our executive budget this year, we propose dedicating \$278 million to fully restoring money diverted from trust and reserve funds (\$173 million) and the aforementioned GAAP deficit (\$105 million). This amount represents 36.7 percent of the \$758 million in “new” funds available to us at the time of our executive budget. Please see Appendix F for a schedule of trust and reserve funds that we propose paying towards during FY 2006-07.

Annualizations (Non-recurring Dollars)

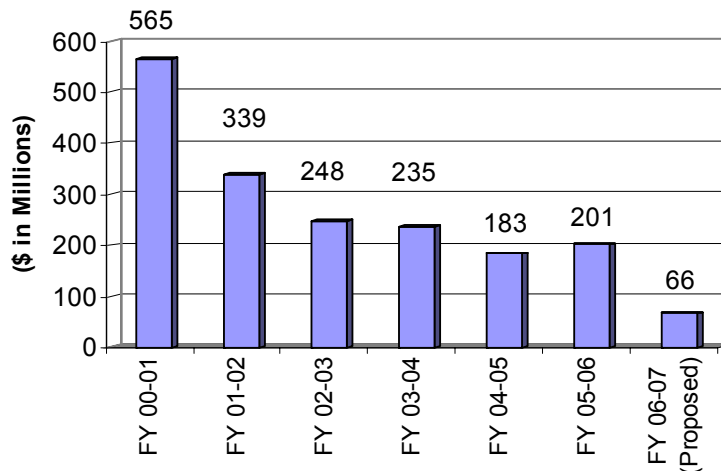
Annualizations are items that will require funding in next year’s budget because they were either partially funded in the current year or were funded with non-recurring funds. It is important that we continue to address the problems associated with annualizations because these one-time funds may not be available in the next fiscal year for ongoing activities.

In many cases, these are important statewide core items. As an example, during FY 2004-05, \$90 million dollars in non-recurring revenues were appropriated to core functions within many agencies, including 20 percent for critical frontline services at the Department of Social Services.

Such practices highlight the poor fiscal management of the state as it is hard to imagine a commercial banker so misaligning the recurring revenue stream with recurring expenses, when underwriting a loan for a business. Nevertheless, in the FY 2005-06 Appropriations Act, the General Assembly relied on \$201 million in annualizations to balance their budget as follows:

- \$157.8 million – Nonrecurring Part IA appropriations;
- \$19.7 million – Employee Health Insurance;
- \$12.3 million – Constitutional/Statutory; and
- \$11.5 million – Agency Items (\$7.4 million tobacco deallocation)

It should be pointed out that such one-time revenue usage, as spelled out within the FY 2005-06 Appropriations Act, provided for the first annualizations increase in five years. By contrast, within our proposed budget, we project \$66 million in annualizations, a significant reduction, as shown below:



Proposed FY 2006-07 Annualizations

As noted, in this budget, we propose using approximately \$66 million in one-time revenue dedicated to the budget as follows:

- \$7.7 million – Employee Health Insurance;
- \$15.0 million – Constitutional/Statutory; and
- \$9.8 million – Agency Items (\$8.0 million tobacco deallocation)
- \$33.0 million – Targeted Case Management Items

If adopted, annualizations will be at their lowest level in over a decade.

Managing South Carolina's Statewide Debt

State Tax Supported Debt

From 1997 to 2004, South Carolina's *state* tax supported debt increased 102 percent, from \$1.16 billion to around \$2.34 billion, making South Carolina's debt expansion the 17th fastest growth rate in the nation. For the same time period, statewide tax supported debt per capita and tax supported debt as a percent of personal income, both of which measure taxpayer debt burden, increased 81 percent and 38 percent, respectively. At \$558, South Carolina's debt per capita ranked 34th in the nation, but grew at the 19th fastest rate among the 50 states. Likewise, at 2.2 percent, the state's debt to personal income ranked 29th in the nation, but grew at the 17th fastest rate among all states. This is in contrast to states such as Wyoming, Colorado, South Dakota, Nebraska and Arizona which carry no state debt whatsoever.

Local Tax Supported Debt

From 1997 to 2004, South Carolina's *local* tax supported debt increased 107 percent, from \$2.4 billion to around \$4.9 billion. Local government borrowing includes

obligations of counties, municipalities, special purpose districts, and public school systems. Statewide, local tax supported debt per capita increased 90 percent during the period, from \$614 to \$1,170. Local debt per capita exceeded \$1,000 in fourteen South Carolina counties, three of which have local debt per capita exceeding \$2,000. Statewide, local debt as a percent of personal income increased 45 percent during the period from 3.1 to 4.6 percent. On a combined state and local basis, the average South Carolinian is responsible for about \$1,728 in debt.

South Carolina's tax supported debt per capita, excluding local debt, ranks 9th of the twelve states in the Southeast, but grew during the period at the 5th fastest rate – only Mississippi, West Virginia, Arkansas and North Carolina grew faster. The state's tax supported debt as a percentage of personal income ranks 8th among the twelve Southeastern states, but grew during the period at the 4th fastest rate, behind West Virginia, Arkansas and North Carolina.

Proposed FY 2006-07 Debt Repayment

With all bonded indebtedness comes the cost of repayment. The bond costs may seem small, but they ultimately have a tremendous impact on the annual budget. According to the state Treasurer's Office, our annual obligation for debt service has increased from \$142 million in FY 1996-97 to an estimated \$241 million in the coming FY 2006-07, an increase of nearly \$100 million. In education terms, this \$100 million annual debt service increase equals roughly \$143 per pupil if added to the Base Student Cost.

In this budget, we propose taking funds from the FY 2005-06 projected surplus using them to pay off some of those outstanding debts. In total, we propose \$16 million dollars to retire outstanding obligations. Although this spending represents a small percentage of the overall debt burden held by the state, as cited above, it is a down payment on a policy we believe is critical to making us more competitive and easing the overall burden to South Carolina's taxpayers. If implemented, our proposal to better manage statewide debt will free up \$4.6 million in recurring monies for FY 2006-07.

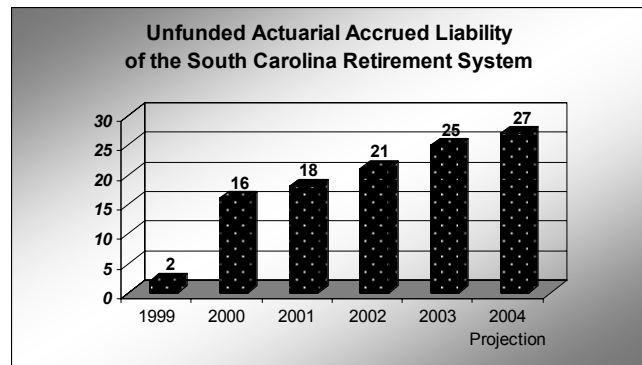
We also seek the maintenance of the state's overall debt to at least the constitutionally-mandated five percent, with a longer-term aim of getting to the four percent level in the coming years. The state constitution sets a five percent cap on the annual debt service, but gives the General Assembly authority to lower it to four percent or to increase it to as much as seven percent. Over the past few years, the General Assembly has increased the debt service limit from five percent to six percent in two separate pieces of legislation.

Retirement System Crisis

South Carolina's current retirement system crisis parallels the problems faced by other states as aging baby boomers in the nation's state government work force, prompt fears that payouts of defined-benefit pension plans – those plans with a guaranteed benefit – will break state budgets. Nationwide, states, counties and cities are facing shortfalls of

nearly \$300 billion promised through their public employee retirement systems, making them time bombs for state and/or local budgets.

For instance, in Oregon where the unfunded liability grew to \$17 billion, its Legislature suspended cost of living adjustments (COLAs) for some retirees, limited the amount the state contributed for employee retirement accounts, and updated the state's life expectancy tables. Similarly, Governor Schwarzenegger proposed that California roll back benefits for newly hired state employees to 1999 levels, while property taxes have been raised 44 percent and 50 percent in Syracuse, New York, and Hanover, Pennsylvania, respectively, to cover pension costs.



In the FY 2005-06 Executive Budget, we identified the immediate need to modify the state's defined-benefit pension plans due to the fact that from 1999 to 2004 debt load of these plans increased from \$178 million to \$4.2 billion – a staggering 2,000 percent increase.

This increase stems from the structural problems typical of defined-benefit plans when facing a large retiring population – the baby boomer population – as well as the benefit increases made by the Legislature in recent years. For example, since 1999, the state's retirement system has been strained by the addition of the Teacher and Employee Retention Incentive (TERI) program, the reduction of the years of service required to retire from 30 years to 28 years, and the continued payment of COLAs. Another factor that has strained the state's retirement system is the reduced investment yield during FY 2000-01.

The result of these events is that SCRS went from strong financial soundness to near its constitutional limit within a handful of years. Governmental accounting standards require that the unfunded portion of future liabilities be amortized within 30 years. As a result of the debt load increase, cited above, the retirement system's unfunded liability skyrocketed from a two year unfunded liability in 1999 to 27 years in 2004.

As an attempt to mitigate this, Senate Bill 618 (S.618) – a retirement reform bill – was passed by the General Assembly and signed into law by the Governor on June 10, 2005. At the time of our signing, we wrote that S.618 provides the retirement system with “temporary breathing room,” but that “it does not secure the long term health of the system.”

In our FY 2005-06 Executive Budget, we wrote that the state had few options afforded to it under existing law for dealing with the enormous unfunded liability of the

Retirement System. We noted that the state could increase employer and/or employee contributions to the system, reduce or eliminate benefits, or obtain increased investment returns on the current assets of the system. In essence, S.618 tweaked each of these items. The following highlights the major changes associated with S.618:

Contributions

S.618 changes both employee and employer contributions for SCRS. Effective July 1, 2005, SCRS members began contributing 6.25 percent of their gross pay (up from 6 percent) into SCRS. After July 1, 2006, the rate will be further increased to 6.5 percent. This action, in effect, offsets a portion of the pay increases to state employees during FY 2006-07.

Meanwhile, SCRS-covered employers – state agencies, counties, municipalities – will continue to contribute 7.55 percent until July 1, 2006, at which time their contribution rate rises to 8.55 percent. This rate increase alone will cost state agencies and thus the taxpayers around \$15 million in general funds during FY 2006-07.

In addition to current employees and their SCRS-covered employers, effective July 1, 2005, retired SCRS and Police Officer Retirement System (PORS) members who work for a covered employer began making active member contributions for the duration of their covered employment. This includes SCRS members who participate in TERI.

Benefits

Like contributions, there are several benefit changes associated with S.618. For instance, effective July 1, 2005, eligible SCRS members began receiving an annual guaranteed cost-of-living adjustment of up to one percent if the Consumer Price Index as of the prior December 31 is at least one percent. S.618 also allows the state Budget and Control Board to grant a COLA in excess of one percent if the unfunded liability amortization period for SCRS does not exceed 30 years.

S.618 also removes the \$50,000 service retiree earnings limitations for SCRS retirees who return to covered employment after a 15-day break in service.

The new law also eliminates the unused annual leave payout at retirement for state retirees who begin TERI participation on or after July 1, 2005, and requires the recalculation of the TERI participant's average final compensation and annuity to include the payment made at termination for unused annual leave. In addition, a second payment for unused annual leave is no longer made to state retirees rehired on or after July 1, 2005.

Other benefit changes provide for any retired employee who worked for a state agency on or after July 1, 2005, to be exempt from the State Employee Grievance

Act. Additionally, after June 6, 2005, new TERI participants are exempted from the Grievance Act.

Investments

Finally, the new law provides for changes to the System's equity investment structure. Under S.618, equity investment can now reach 70 percent of the total investment portfolio. Prior to enactment, the equity target allocation could not exceed 40 percent.

The above changes – while substantial – were essentially implemented to support the payment of COLAs for retirees and do little to reduce the unfunded actuarial liability impact. For instance, while the amortization period for the system's unfunded liability will move from 27.9 years to 22.8 years with the implementation of S.618, with just a series of COLA payments, the retirement system will again be near its 30 year constitutional limit.

While we view S.618 as an incremental step at reforming the state's defined-benefit plans, we believe that it will neither solve nor contain our state's retirement problems. For example, while S.618 essentially ends the attractiveness of the TERI retirement option by requiring employee contributions of these individuals and by eliminating their double leave payments, the legislation fails to move the system back to a 30 year retirement level for newly hired employees – an essential first step toward the long-term viability of a defined-benefit plan.

Moreover, the legislation does not adequately address how future COLAs will be funded. A one percent COLA is provided for under S.618, but the system has paid an average COLA over the past twenty years of 3.06 percent. The legislation allows the Budget & Control Board to approve COLAs above one percent as long as the system's amortization period is under 30 years. In the FY 2005-06 Executive Budget, we indicated that the total cost of COLAs should be reflected in the system's funding formula. COLAs granted from 2001 to 2003 added seven years to the amortization period. If this trend continues, it will only take us three years or so before the system is right back to the brink of financial unsoundness.

Perhaps most importantly, the difficulty in successfully amending a defined-benefit plan, as exhibited by S.618, begs the questions of whether we should seek to retain this type of retirement plan at all.

The enormous costs of defined-benefit pension plans have resulted in many corporations abandoning them. Nationwide, only 17 percent of private sector workers are covered by a defined-benefit plan (versus a defined-contribution plan). Among South Carolina state employees, this figure is reversed as only 17 percent of those eligible employees for the defined-contribution plan participate in them.

It is our view that state employees should have more options and control over their retirement accounts. Nothing amplifies this as much as the legal battle shaping up over the impact of S.618. In essence, this battle is between the funding of COLAs for the state's retirees on the one hand, and the level of benefits received and contributions required of the state's TERI employees on the other. Regardless of the eventual winner, the losers will likely be the taxpayers of South Carolina.

Proposed FY 2006-07 Retirement System Initiative

As a move toward greater control, we will support legislation expanding the current Optional Retirement Program administered by the SCRS. This program is a defined-contribution retirement plan for state, public school, and higher education employees. Under the Optional Retirement Program the employee makes the investment decisions regarding his/her retirement account. The funds can be transferred to other eligible retirement plans if the employee leaves state service. We believe the plan should be the only state plan extended to new state employees. This would allow new state employees greater control over their retirement account, so that they have the opportunity to earn larger investment returns from their accounts and at the same time reduce the amount taxpayers will have to spend for future retirement benefits.

Several governors around the nation have recently proposed such private sector solutions to move their state employees from defined-pension plans – with a guaranteed payout – to a defined-contribution plan, such as the Optional Retirement Program, where the employer and/or employee contributes a set amount each month to an employee's investment fund. When employees retire or leave the system, the money in the fund is theirs.

One such governor is Alaska Governor Frank Murkowski. Recently Governor Murkowski proposed, and the state adopted, a mandatory defined contribution plan for all state employees, beginning with those hired after July 1, 2006. This action was prompted by the nearly \$6 billion shortfall owed to Alaska's public employees and teachers when they retire.

"Employers know up-front their costs, rather than having costs determined down the road. ... It adds certainty to the system," says Murkowski spokeswoman Becky Hultberg.

As was discovered by the private sector years ago – and is now being discovered by the public sector in states such as Alaska – the long-term requirements of defined-benefit plans are so great as to jeopardize the financial integrity of a corporate or public retirement system. This is certainly the case in South Carolina where the ability to Consumer Price Indexed-COLAs for state retirees is now directly at odds with a financially sound retirement system.

Restructure and Streamline Government

Restructure and Streamline Government

Boards and Commissions are not very well suited for administrative work.... It diffuses accountability and responsibility for decision making. This inherent clumsiness of boards and commissions as governing agents is often described in common language as ‘building a racehorse by a committee – you wind up with a camel!’

- **Chairs David Wilkins and Nick Theodore, *Modernizing South Carolina State Government for the 21st Century*, September 1991**

This administration has been committed to continuing the legacy of Governor Carroll Campbell by further restructuring state government to increase accountability and reduce duplication and waste. Our state government today is still largely fractured and duplicative, taking dollars that would otherwise go to the citizens of our state. Many agencies are run by boards and commissions comprised of well-intended people who give of their time, typically for little to no pay. While we are grateful to any citizen who is willing to give of their time to serve the people of this state, these are also people with families and jobs that keep them away from the daily operations of state government. We believe that the Cabinet form of government significantly increases accountability, as we have seen with the Cabinet agencies created during Governor Campbell’s time in office. We are again proposing the restructuring of state government within the FY 2006-07 Executive Budget. These restructuring proposals, when taken in total, will allow us to eliminate or merge duplicative state offices, departments, agencies, board or commissions. In doing this, the state will realize restructuring savings of \$19 million during FY 2006-07.

Becoming more efficient, effective, and accountable to the taxpayer ultimately results in South Carolina obtaining a competitive edge in creating jobs and small businesses. The need for more accountability is especially important in light of the significant growth of state government. Our state currently spends nearly 130 percent of the national average on the cost of government. In 1995, South Carolina’s total budget was \$10.650 billion. By 2005, it had increased 57 percent to \$16.818 billion.

In extending these efficiencies, *we propose the following three changes to create a centralized, accountable management structure:*

- 1) Restructure the executive branch’s management structure.
- 2) Streamline and create more accountability.
- 3) Make the support functions of government accountable to the governor rather than part-time boards or commissions.

I. Restructure the Executive Branch's Management Structure

It may appear that having multiple executive branch officers empowers the people; however, this structure really serves to erode any real accountability. As Alexander Hamilton noted, "One of the weightiest objections to a plurality in the executive...is that it tends to conceal faults, and destroy responsibility." For that reason, we propose the reduction and restructuring of the constitutional officers as follows:

Put the Governor and Lieutenant Governor on the same ticket.

In the long-standing tradition of the federal executive branch, where the President and Vice President run on the same ballot, we propose having the Governor and Lieutenant Governor run together as a team (as they do in 24 other states).

Make the following cabinet positions appointed by the Governor, with advice and consent of the Senate:

1. **Adjutant General** – In an effort to streamline the state's administrative offices and to provide a greater degree of accountability, we propose having the Adjutant General appointed by the governor (as they do in 48 other states).
2. **Commissioner of Agriculture** – As with the Adjutant General, in an effort to provide greater accountability, we propose having the Commissioner of Agriculture appointed by the governor (as they do in 30 other states).
3. **State Superintendent of Education** – As part of our plan to provide a centrally accountable management structure for the state's public education system, we propose having the state Superintendent of Education appointed by the governor (as they do in 11 other states).
4. **Secretary of State** – In the tradition of the federal executive branch, where the Secretary of State is an integral part of the president's cabinet, we propose having the Secretary of State appointed by the governor (as they do in seven other states).

The idea of inter-branch checks and balances requires three separate, but equal, branches of government; however, intra-branch checks and balances can cripple a branch's ability to perform its constitutional duties. The South Carolina Constitution, ratified in 1895 at a time when all women and most African Americans did not have the right to vote, established a very weak executive branch of government with the governor sharing the executive branch power with eight other elected statewide constitutional officers. Having such a large number of elected officials in the executive branch frequently results in our government working at cross-purposes and producing inconsistent public policy.

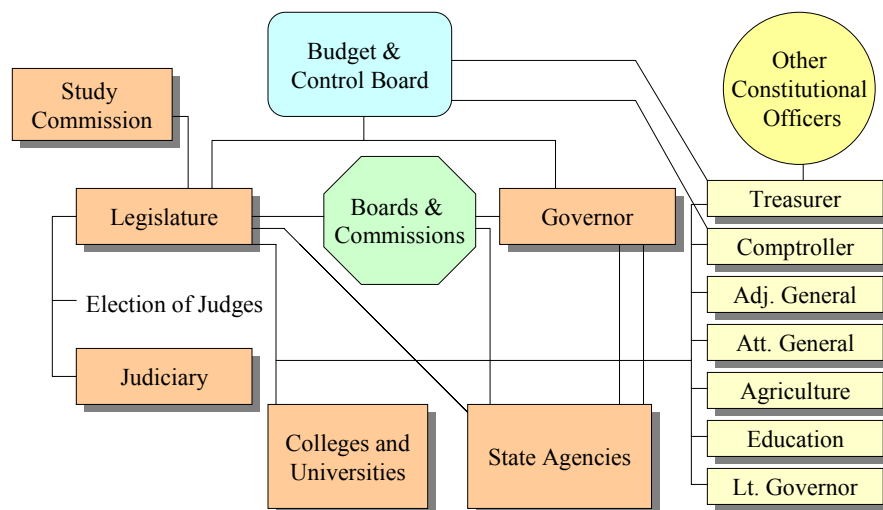
II. Streamline and Create More Accountability in Government

There is no central point of accountability for the performance of these agencies. Because non-cabinet directors are not directly appointed or terminated by the Governor, the Governor is not directly responsible for the performance of these agencies. . . . Governors in neighboring states have greater authority to appoint department heads than South Carolina's Governor.

– Legislative Audit Council Report, January 2003

In the past 83 years, South Carolina has conducted 15 major reorganization studies, all of which reached a similar conclusion – that state government in South Carolina has far too many government agencies, making it fragmented, unwieldy, and unaccountable. This is exhibited in the following flow chart:

SC Government Flow Chart



The resulting overlap of functions and the duplication of efforts make our government both expensive and inefficient. Our agencies are aligned based upon antiquated funding streams rather than being citizen-centric and organized by the needs of clients. We need to consolidate departments with similar missions under the cabinet to provide better service to our clients and better value to the taxpayer.

Last year, we proposed the merger of the Office of Indigent Defense and the Office of Appellate Defense. This merger was ultimately adopted by the Legislature because it

made sense. For instance, the state maintained separate Offices of Indigent Defense and Appellate Defense while in a number of other states, including North Carolina and Georgia, the appellate defense function had been incorporated into the larger indigent defense system. Like these states, South Carolina's former Offices of Indigent Defense and Appellate Defense provided separate and distinct services; yet, they ultimately served the same clientele. This was exhibited in the services that each agency provided for the other prior to the merger. Indigent Defense had provided monetary assistance to Appellate Defense to prevent Appellate Defense from running a year-end deficit while Appellate Defense served the Bar and South Carolina's public defenders by providing appellate representation.

A united system with one oversight board will provide more flexibility and eliminate competing budgetary interests. Most importantly, a merger of Appellate and Indigent Defense will result in more streamlined and efficient delivery of services to indigent clients and ultimately benefit the judicial process. As an example, for the upcoming fiscal year, we are proposing annual administrative savings of \$178,321 at the newly created Office of Indigent Defense. These cost savings will assist us in our proposed increases to the Conflict Fund (\$297,351) and the Death Penalty Trial Fund (\$50,000) during FY 2006-07.

Like the merger of the Office of Indigent Defense and the Office of Appellate Defense last year, we propose that the following state agencies be consolidated, simplified, and made more accountable to South Carolinians – a task which becomes much more feasible if a strong cabinet form of government is brought to the executive branch. By restructuring, we anticipate savings in excess of \$19 million during FY 2006-07.

Restructure the State Department of Education

Within our state education system, we have a State Board of Education that provides a duplicative level of administration above the statewide elected Superintendent of Education. We also have several special schools duplicating services or administrative structures and competing for scarce resources.

State Department of Education

1. Transfer the powers of the state Board of Education to the Superintendent of Education.
2. Move ETV, the Wil Lou Gray Opportunity School, School for the Deaf and Blind, the John de la Howe School, the Governor's School for Science and Mathematics, and the Governor's School for the Arts and Humanities under the administrative direction of the state Department of Education. -
 - The powers of the current Boards at ETV, Wil Lou Gray Opportunity School, School for the Deaf and Blind, the John de la Howe School, the Governor's School for Science and Mathematics, and the Governor's School for the Arts and Humanities would be given to the Superintendent of Education, and the members of the Boards would serve as an advisory board.

Create an Efficient Health and Human Service Delivery System

The state health and human service delivery system is fragmented with too many agencies providing duplicative services. As with the state's educational system, we propose that these state agencies be merged and established in a cabinet-level agency to improve accountability to the people of South Carolina. In accomplishing this task, we are adhering to the recommendations of the following Legislative Audit Council reports.

January 2003 Legislative Audit Council Report – In January 2003, the Legislative Audit Council (LAC) completed an in-depth study of the state's eight health and human service agencies. The report found that similar services are provided by multiple agencies, causing these agencies to spend extra resources on service coordination. The report noted that the overlap causes increased administrative costs in areas such as finance, personnel, and information technology.

The report also found that since most of the agencies were outside the cabinet, the result is “no central point of accountability for their performance.” The report pointed out that “[a] cabinet system could increase accountability and responsiveness to client concerns by directly linking the performance of agencies with a single statewide elected official who is authorized to implement changes.” The report concluded, “If programs with similar services were consolidated into fewer agencies, under the authority of a single cabinet secretary, obtaining help from state government could be made less complex. The need for different agencies to make referrals to each other could be reduced while planning and budgeting could be done more comprehensively. In most cases, administrative costs could be lower.”

October 2004 Legislative Audit Council Report – In October 2004, the LAC produced a follow-up to the January 2003 report. While the agencies have implemented some of the LAC recommendations, none of the 2003 recommended changes to state law were enacted. The LAC's recommendations to restructure the health and human services agencies have not been implemented. The LAC found that similar services are often provided by multiple agencies. It was further found that five of the eight agencies are not in the governor's cabinet, and there is no single point of accountability for their performance.

We largely agree with the LAC reports and have based much of our proposed structure around their findings. Our main concern is the need for services to efficiently and effectively meet the needs and choices of consumers. Our current system clearly does not. The following proposed system will be a health and human service delivery system that will be more accountable, more affordable, and most importantly, will provide for improved care for our citizens.

Department of Health Oversight and Finance

1. Rename the Department of Health and Human Services the Department of Health Oversight and Finance.
2. This agency will continue to be the lead agency for Medicaid oversight and finance of Medicaid expenditures.

Department of Health Services (Health Services)

1. Division of Public Health (currently the health programs at the Department of Health and Environmental Control). **{Proposed Restructuring Savings: \$5,897,634}**
2. Division of Mental Health (currently Department of Mental Health). **{Proposed Restructuring Savings: \$6,444,805}**
 - The powers of the current Mental Health Commission would be given to the director of Health Services and the members of the commission would serve as an advisory board.
 - Continuum of Care for Emotionally Disturbed Children would be moved from the Governor's Office to the new Division of Mental Health. **{Proposed Restructuring Savings: \$144,885}**
3. Division of Disabilities and Special Needs (currently Department of Disabilities and Special Needs) **{Proposed Restructuring Savings: \$2,210,269}**
 - The powers of the current Disabilities and Special Needs Commission would be given to the director of Health Services and the commission would serve as an advisory board.
4. Division of Addiction Services (currently Department of Alcohol and Other Drug Abuse Services). **{Proposed Restructuring Savings: \$422,537}**

Department of Rehabilitative Services

1. Merge the Vocational Rehabilitation Department and the Commission for the Blind. **{Proposed Restructuring Savings: \$534,033}**
2. The administrative responsibilities of the Vocational Rehabilitation Department and the Commission for the Blind would be given to one director appointed by the governor with advice and consent of the Senate.
3. The board members of the Vocational Rehabilitation Department and the Commission for the Blind would serve on advisory boards.

Establish a Department of Environment and Natural Resources

Currently, the state's environmental and natural resource programs are distributed among several state agencies. In managing these important resources, there should be, in our view, a closer connection between the agency that manages our natural resources and the agency that provides environmental regulation.

In order to reduce duplication, we have proposed consolidating these agencies into a single agency accountable to the governor. By doing this, we will be more in line with our neighboring states. For instance, North Carolina's Department of Environment and Natural Resources and Georgia's Department of Natural Resources provide both regulation and enforcement of environmental and wildlife laws.

The inefficiencies of our current system are exhibited by the bifurcated approach to water quality, as DNR and DHEC are both actively involved in watershed management. Pooling the conservation activities from DNR with the regulatory activities from DHEC, as well as both agencies' enforcement functions will provide for a more cost-effective and comprehensive management approach to this crucial state function.

We propose the creation of a Department of Environment and Natural Resources with a cabinet-level director, appointed by the governor with the advice and consent of the Senate. DENR would be structured as follows:

Department of Environment and Natural Resources (DENR)

1. Division of Environmental Protection (currently the Environmental Quality Control Division and the Ocean and Coastal Resource Management Division of the Department of Health and Environmental Control).
 - Maintain an environmental regulatory board.
2. Division of Natural Resources (currently the Department of Natural Resources).
{Proposed Restructuring Savings: \$945,177}
 - The powers of the current Department of Natural Resources Board would be given to the DENR director, and the members of the Board would serve as an advisory board.
3. Division of Forestry (currently the South Carolina Forestry Commission).
{Proposed Restructuring Savings: \$460,511}
 - The powers of the current Forestry Commission would be given to the DENR director, and the members of the Commission would serve as an advisory board.

Merge Departments of Corrections and Probation, Parole and Pardon Services

South Carolina is one of only ten states in which the functions of the Department of Corrections are separate from the responsibilities of the Department of Probation,

Parole and Pardon Services. Indeed, more than half of all states house all of their probation, parole, and pardon functions within a unified corrections department.

We believe a unified Department of Corrections and Probation will ensure that offenders are managed and measured by one agency from admission to final release, whether that release is directly from prison or from a lesser level of state supervision. A unified corrections system will ensure that decisions about behavior and risk assessment are made consistently. The agency would be run by a cabinet-level appointment of the governor with advice and consent of the Senate.

We believe a unified system will have several benefits:

- 1) A unified system would immediately allow better coordination and the exchange of information, resources, and personnel.
- 2) Savings in eliminating administrative duplication would immediately allow for better use of our scarce programming resources in areas such as drug and alcohol treatment and re-entry programs.
- 3) Victims of crime would have a single point of contact to learn about the status of their offender from entry to completion of sentence.

This administration will be working with the leadership of the General Assembly to develop a new alternative sentencing option for non-violent offenders. Options such as restitution centers and electronic monitoring fall squarely between the missions of the two agencies charged with the oversight of criminals. By joining these related functions into a single entity, as most other states have done, we will be able to improve coordination, better manage limited resources, realize significant financial savings, and improve protection for our law-abiding citizens.

In addition to combining the Department of Corrections and PPP, we propose combining the state's two parole boards. Currently, the state has separate boards at PPP and the Department of Juvenile Justice. The parole board at PPP has seven members and a budget of \$753,347 while the DJJ board has a budget of \$721,561 with ten members. Regardless of similar-sized budgets, the DJJ board hears far fewer cases per year. Because these two parole boards have very similar missions, we feel this presents an opportunity to gain efficiencies and savings by merging them.

Department of Corrections and Probation
<ol style="list-style-type: none">1. Division of Corrections.2. Division of Probation, Parole and Pardon Services. {Proposed Restructuring Savings: \$518,012}<ul style="list-style-type: none">– The PPP Parole Board would be combined with the DJJ Parole Board to perform probation, parole, and pardon functions. {Proposed Restructuring Savings: \$425,000}

Consolidate job creation and economic development programs

Our administration's primary goal is job creation and economic development. Federal, state, and local resources that help create jobs and promote economic development are poured into programs that promote that goal, but we fall far short of getting the most out of those dollars because the programs are inefficiently scattered among various state agencies. To maximize the effect of these dollars and to ensure that the mission focus is consistent, cohesive, and strong, we propose that the economic development programs, and in many instances the agencies that currently administer them, be housed in a single agency. In addition, the savings in administrative dollars would allow more funds to be dedicated to the core mission of job creation and economic development. This proposed consolidation, outlined below, offers us a great tool in strengthening the "laser-beam focus on economic development."

Department of Commerce
1. Retain the current functions of the Department of Commerce.
2. Office of Local Government (currently at the Budget and Control Board).

Last year, we were successful at moving Workforce Investment Act (WIA) funding to the Department of Commerce. WIA is a federal initiative that was created in 1998 to fund job training and employment programs. Moving WIA to Commerce – from the Employment Security Commission – will ensure that over \$60 million in WIA funds will be used to help build the high-skilled workforce needed to attract new industry to South Carolina. The move will also result in better coordination of the spending of WIA funds within the overall framework of the economic development goals and strategies at the Department of Commerce.

Create a Department of Literary and Cultural Resources

In 1991, the Commission on Government Restructuring recommended putting all four of our cultural and literary agencies together under the administration of one agency. However, no such change was made as a part of the 1994 Restructuring Act. As we proposed last year, we believe that housing all of these agencies together will streamline management and administrative costs.

While we strive to eliminate administrative duplication in our arts and cultural agencies, our neighboring state of North Carolina has had a consolidated arts and cultural agency in place since 1971. The North Carolina Department of Cultural Resources was formed to provide cultural, artistic, and historic resources to the citizens of North Carolina in a unified manner. The department was formed by combining the Office of Archives and History with the then newly created Office of Arts and Libraries, which provides arts, literary, and cultural experiences to citizens throughout the state. Just as North Carolina has eliminated administrative duplication in its arts and cultural agencies, we would propose to do the same in the following manner:

Department of Literary and Cultural Resources (DLCR)

1. Create a Department of Literary and Cultural Resources and DLCR Board.
 - The DLCR Board would be responsible for appointing the director of the agency.
 - The DLCR Board should have equal representation from each of the four areas to ensure fair and balanced weight.
2. Division of Archives and History (currently the Department of Archives and History). **{Proposed Restructuring Savings: \$187,910}** We also propose moving the Institute for Archeology and Anthropology from USC to this division. **{Proposed Restructuring Savings: \$496,812}**
3. Division of Arts (currently the Arts Commission). **{Proposed Restructuring Savings: \$166,995}**
4. State Library. **{Proposed Restructuring Savings: \$93,408}**
5. State Museum. **{Proposed Restructuring Savings: \$94,364}**

Create a State Trust Fund Authority

Currently, the state maintains various internal service funds that manage a variety of risks related to public buildings, torts, medical malpractice, automobile use by public employees, health and disability, and workers compensation. These funds include the Insurance Reserve Fund, Employee Insurance Programs Fund, State Accident Fund, Patients' Compensation Fund, Medical Malpractice Liability Insurance Joint Underwriting Association, and Second Injury Fund. These funds are currently operated independently of each other. As a move toward merging these various funds, we propose unifying the Insurance Reserve Fund, which manages the state's property and tort liability risks, and the State Accident Fund, which manages the state's workers compensation risks. The risks managed by these funds are sufficiently related that they should be administered under the authority of one agency with one administrator. The creation of a trust fund authority will eliminate duplicative overhead costs and will allow the coordinated management of these funds. This approach would make it more likely that the funds would only be used for their prescribed uses. We believe other funds could be added over time. The administrator would be appointed by the governor for a six-year term, with the advice and consent of the Senate.

State Trust Fund Authority

1. State Accident Fund.
2. Insurance Reserve Fund.

III. Make Support Functions of Government More Accountable

The Commission found that the other functions that it had defined as clearly executive tasks also fall within the Budget and Control Board's responsibility. Day-to-day oversight of these functions has been delegated to the Executive Director of the Board, reinforcing the Commission's finding that these tasks are too immediate and crucial to be overseen by a Board that meets only twice a month.

- Chairs David Wilkins and Nick Theodore, *Modernizing South Carolina State Government for the 21st Century*, September 1991. [Note: The Budget and Control Board now only meets once a month.]

We believe that we must create a cabinet-level Department of Administration to provide better support services to state agencies. We are the *only* state in the country that empowers a quasi-legislative/executive board to oversee the administrative support functions of our state.

The 1,100 plus employee Budget and Control Board provides to nearly every state agency a variety of services and support, ranging from procurement, mail delivery, human resources, real estate, data and telecommunications, retirement, construction, and building maintenance. The five-headed structure of the Board results in a lack of accountability and contributes to some services of the Board costing too much. While they may be named different things, it is important to note that *all* of the other 49 states have their administrative support agency under the sole authority of the governor. A Chief Executive of any well-run company or well-run state must have that direct line of authority in order to have the accountability needed to be successful. Therefore, we once again urge the General Assembly to create a Department of Administration.

As the state's Chief Executive Officer, the governor should be responsible for the central administration of Executive Branch functions of state government. However, currently the Budget and Control Board assumes several functions that we have proposed putting into a single, cabinet-level agency to manage daily operations of the state government. For instance, two of the Budget and Control Board's stated policy objectives, which we believe fall under the executive branch under the direction of the governor, are:

- 1) Provide a structure for coordinating inter-agency activities and operations.
- 2) Bring about the efficient and effective use of the state's personnel, fiscal, and capital assets.

The Department of Administration would be in the governor's cabinet to ensure accountability of support services and hiring policies in state government. We propose

that the director of the Department of Administration be appointed by the governor with advice and consent of the Senate.

Department of Administration

From the Budget and Control Board and the Governor's Office:

1. Office of General Services – Our state owns over 8,000 buildings comprising 60 million square feet of space with no central authority to make management decisions. Tens or even hundreds of thousands of square feet of state-owned office space sits vacant, yet the state leases hundreds of thousands more square feet of office space from the private sector.
2. Office of Human Resources – Not having any one person in charge or responsible can allow for the perpetuation of programs that need fixing or ending. The Teacher and Employee Retention Incentive Program was created to retain our best teachers, but instead has resulted in the possibility of double or even triple leave payouts and has increased the unfunded liability of our state retirement system by over \$100 million. Our state has a generous retirement system that has run up \$4.2 billion in unfunded debt that is growing and must be addressed.
3. Employee Insurance Program.
4. Energy Office.
5. Division of Procurement Services – Our state's antiquated procurement system, currently overseen by the Budget and Control Board, sometimes serves as a roadblock that unnecessarily slows down time sensitive projects. For instance, the Department of Parks, Recreation and Tourism recently engaged the procurement system to assist them in outsourcing the state's bait and tackle shops. What should have been a simple procurement matter was delayed, thereby preventing PRT from outsourcing these shops within a reasonable timeframe.
6. Division of Internal Audit and Performance Review.
7. Research and Statistics (excluding Digital Cartography and Precinct Demographics) – Digital Cartography and Precinct Demographics are related to redistricting after the Decennial Census, which is largely a legislative branch function.
8. One-half of the Executive Director's office.
9. One-half of the Internal Operations office.
10. Governor's Office of Executive Policy and Programs (excluding Guardian ad Litem Office, Continuum of Care, and the state Ombudsman).

By moving the above-listed central administrative functions to the governor's cabinet, the Budget and Control Board could then focus on key areas of state fiscal policy, specifically by:

- 1) Approving state revenue and expenditure projections.
- 2) Authorizing the issuance of bonds.
- 3) Addressing budgetary shortfalls.
- 4) Administering the State Retirement System.
- 5) Exercising such other specific fiscal responsibilities as may be enumerated by law.

In addition to those activities being moved from the Budget and Control Board to the governor's cabinet, we also propose that the Department of Administration provide administrative support for a Chief Information Officer (CIO) and a State Inspector General (IG).

Department of Administration – CIO and IG

1. Chief Information Officer (CIO) – The CIO's Office would be responsible for establishing information technology standards and strategic plans across state government. Currently, there is a division of the State Chief Information Officer within the Budget and Control Board. This division would be transferred to the Department of Administration and the CIO would be appointed by the director of the Department of Administration.
2. State Inspector General – We propose creating a central office responsible for identifying waste, fraud, and abuse within the executive branch. The Inspector General's Office would be established and appointed for a 6-year term in the same manner as the Chief of the State Law Enforcement Division. The Inspector General would be nominated by the governor and confirmed by the Senate, serving a six-year term.

Create a Sunset Commission

Former President Ronald Reagan once said that “nothing lasts longer than a temporary government program.” We have found this to be the case in South Carolina – even if the activity is something that the public no longer needs.

Much of this problem results from our lack of a routine review of the agencies and basic functions of our state. A 2002 study entitled “Sunsetting to Reform and Abolish Federal Agencies” by the Cato Institute points out that “companies are routinely put out of business, or ‘sunset,’ by new firms that better serve the public. Government agencies are the only organizations in society that can have immortality without good performance. In the private sector, poor performers are routinely weeded out and resources shifted to more productive activities. A sunset law could help bring that same healthy process of renewal to the government sector.”

One of our country's most progressive sunset programs was enacted by Texas in 1982. As part of the creation of their Sunset Commission, the charter of nearly every agency in the state expires every 12 years unless it is renewed by the state Legislature. This expiration date, which actually includes a 13th year grace period, forces a legislative commission to review 1 out of 12 of their agency's charters every year and make suggestions as to whether or not the agency should continue as is, should continue with different functions, should merge with a similar agency, or should continue to exist at all. The Texas Sunset Commission has saved taxpayers over \$720 million since its inception, generating a return of \$42 for every \$1 invested in the agency.

In the 2000-01 bi-annual budget years, an impressive 207 of the 230 recommendations made by the Texas Sunset Commission were accepted by the state Legislature, which resulted in \$17 million in savings. The recommendations ranged from major changes such as restructuring the Texas Department of Economic Development for \$3 million in savings to smaller ideas such as a \$168,000 adjustment to the Texas State Board of Plumbing Examiners' budget. Florida uses a similar process under their Office of Program Policy Analysis and Government Accountability. This agency proposes an annual business plan to the Florida Legislature based upon agencies' performance and outcome measures. A total of \$443 million in recommended savings has been adopted by the Florida Legislature since 1994.

The results in both Florida and Texas have yielded benefits to the taxpayers in lower costs of government. In fact, both states have no income tax and operate with low state revenues of approximately \$2,800 per person. This number compares very well with the United States average of \$3,810 for states and especially when contrasted with South Carolina's revenue of \$4,140 per person. *Governing* magazine's 2005 *Fact Book* reveals that South Carolina state government operates with a ratio of 251 state employees per 10,000 residents, which is 43 percent higher than the United States average of 176 state employees per 10,000 in population. South Carolina's ratio is 64 percent higher than Texas at 153, and more than double Florida's number of 123 state employees per 10,000 residents.

Texas and Florida can offer some lessons for officials in South Carolina interested in running our government more efficiently and effectively. Last year, the South Carolina House passed a measure which would have created a Sunset Commission as a division of the Legislative Audit Council (LAC), but the bill stalled in the Senate. Because we strongly believe that a regular review of existing laws will provide substantial benefits to the taxpayers of South Carolina, our budget recommends \$585,570 to fund a Sunset Commission under the LAC.

Innovate Education

Innovate Education

Condition of Education in South Carolina

When South Carolina's education system was established, one of its key purposes was to prepare citizens for life and work. From its inception state-funded education was based on the notion that one of the most valuable services the state could offer its citizenry was to prepare them for gainful employment. The service was to be mutually beneficial. As citizens were equipped with the skills necessary to earn a good wage, their quality of life would improve. In turn, the government would have a stronger tax base to use to improve the quality of services it could offer. Education was seen as the driving factor in determining not just the competitiveness of South Carolina's workforce but in dynamically improving the quality of life of each individual citizen.

In keeping with its intended purpose, we should view our K-12 educational system in terms of its ability to prepare citizens for life and work. Though the purpose of education remains the same, the nature of work in our society has changed in many ways. Two essential changes have had deep and lasting impacts on South Carolina's labor force. First, technology has made individuals more productive, reducing the number of people necessary to complete a given task. This change has shifted the concentration of labor away from some industries, such as manufacturing, and into others, such as service. Second, increased connectivity has flattened the world so that companies are no longer limited by geographical or political borders in their efforts to recruit labor. Combined, these changes have made the competition for work fiercer now than it has ever been.

In light of these changes, the educational question before South Carolina is whether we are preparing all of our students to compete directly with individuals from every part of today's knowledge-based economy. This question should drive budgetary decisions made at the state level. It is important to evaluate whether South Carolina is investing its educational dollars so that each student will be equipped with the skills necessary to lead a high-quality life in a competitive world.

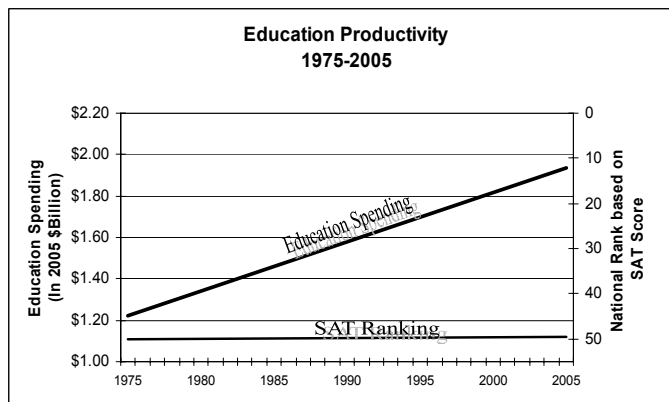
Our budget plan evaluates the effectiveness of South Carolina's educational spending by starting with an objective description of the condition of education in our state. This entails analyzing how effectively we spend our resources, where we are succeeding and where we face continuing challenges. We then consider innovations that can make South Carolina's education system one that produces graduates that are ready for the postsecondary world.

We believe that South Carolina's education system needs to improve more rapidly. Otherwise quality work opportunities will dissipate and our talent – the best and brightest among our youth – will make their homes elsewhere. Another of our beliefs is that we can no longer settle for pockets of success. While improvements should be praised, we cannot allow those praises to distract us from the fact that our education

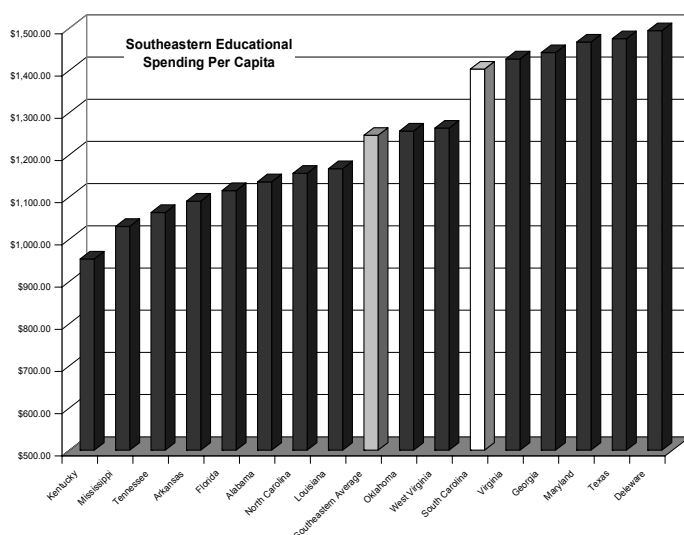
system is only as strong as is its weakest school. Every child deserves a fair chance at a high-quality education.

Education Spending in South Carolina

South Carolina makes a significant investment in its K-12 education system. The unfortunate reality is that the results produced by the K-12 education system are not commensurate to the commitment that taxpayers have made to education funding. Ever-increasing education funding combined with mediocre results demonstrates the need for real reform in not just educational practices but educational spending as well.



South Carolina's educational spending has grown at a rate that significantly outpaces enrollment increases or rising inflationary costs. Since FY 2000-01, total annual educational funding has grown from \$4.5 to \$5.3 billion, representing an 18 percent increase over a four-year period. This increase is well above the two percent growth in school enrollment over the same period. In fact, had growth in educational funding simply kept pace with enrollment and inflationary increases, current education spending would be less than \$5 billion.



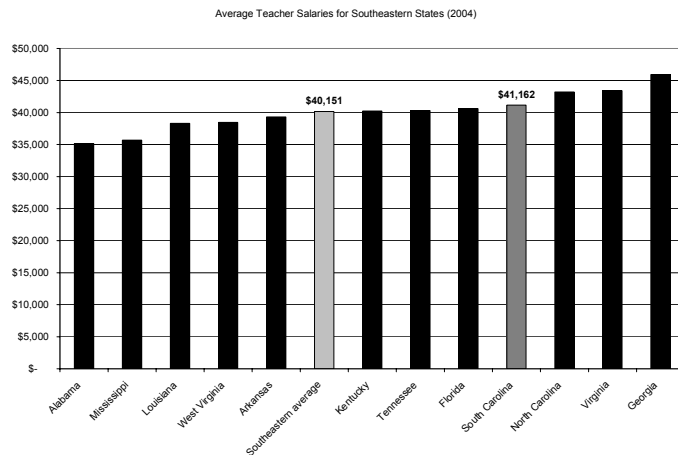
South Carolina's citizens are making a greater commitment to education than are individuals in most states. South Carolina ranks 22nd nationally in terms of its per capita spending on education. As the adjacent chart indicates, our per capita education spending is higher than most states in the Southeast. This has been accomplished despite the fact that the cost of living in South Carolina is less than that of most other states and regions in the country.

Relative to other state obligations, K-12 educational spending represents the largest spending category. In Fiscal Year 2004-05, education comprised 35.5 percent of all general funds expenditures. Fiscal Year 2005-06 educational expenditures increased to represent 36 percent of General

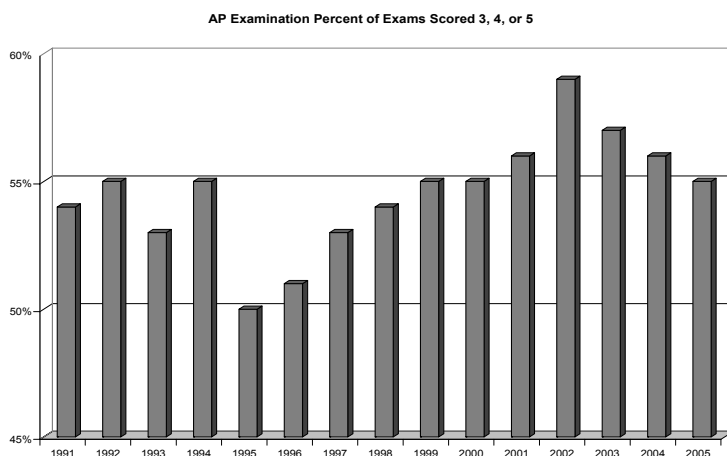
Fund expenditures. The Governor's Purchase Plan maintains the commitment to fully funding education by recommending that 42 percent of general funds expenditures be directed at improving the educational performance of K-12 students.

Incremental Progress

We have consistently advocated that the highest education spending priority is the front line of education – the classroom and teacher pay. Even through tough budget times, we have maintained our commitment to teachers by maintaining a salary standard of \$300 above the Southeastern average. As a matter of fact, a June 2004 study within the state Policy Reports ranks South Carolina seventh in the nation when comparing teacher salaries as a percentage of per capita income.



In addition to paying teachers above the Southeastern average, South Carolina has supported teachers who pursue and earn National Board Certification by offering them a monetary incentive to complete the process. As a result, South Carolina consistently ranks in the top five nationally in the number of teachers earning National Board Certification. South Carolina is one of 23 states offering both fee reimbursement and monetary compensation, having the largest annual salary bonus of all states providing such an incentive. According to the State Department of Education, if current passage rates persist the total number of Board Certified teachers will reach approximately 4,375 by November 2005 and 5,125 by November 2006.



Student performance on Advanced Placement (AP) tests is another area where South Carolina's education system has made marginal improvements. Over the last 15 years, the percent of AP exams receiving a passing grade increased from 54 percent in 1991 to 55 percent in 2005. This increase occurred while the number of tests taken has increased. From 2004 to 2005 the number of AP exams taken by public school students increased

from 10,000 to 11,000 representing a 10 percent increase in the number of test takers.

Since 1995, the SAT and ACT scores for South Carolina's public school students have increased. SAT scores have risen from 954 to 993, representing a 4 percent increase over the 10 year period. During the same time period the national average score improved 2.2 percent rising from 1,006 to 1,028. South Carolina's average composite ACT score rose from 19.1 in 1995 to 19.4 in 2005, while the national average improved one-tenth of a point, increasing from 20.8 in 1995 to 20.9 in 2005.

Continued Challenges

PISA Average Math Scores, OECD Nations					
2003			2000		
Rank	Country	Average	Rank	Country	Average
1	Hong Kong-China	558	1	Japan	557
2	Japan	553	2	Korea, Republic of	547
3	Korea	552	3	New Zealand	537
4	Switzerland	540	4	Finland	536
5	Finland	539	5	Australia	533
6	Liechtenstein	538	6	Canada	533
7	Belgium	530	7	Switzerland	529
8	Macao-China	528	8	United Kingdom	529
9	Czech Republic	527	9	Belgium	520
10	Netherlands	526	10	France	517
19	Germany	500	19	United States	493
20	Sweden	498	20	Germany	490
21	Poland	490	21	Hungary	488
22	Luxembourg	488	22	Russian Federation	478
23	Latvia	486	23	Spain	476
24	Norway	483	24	Poland	470
25	Hungary	479	25	Latvia	463
26	Spain	476	26	Italy	457
27	Ireland	476	27	Portugal	454
28	Russian Federation	474	28	Greece	447
29	United States	472	29	Luxembourg	446

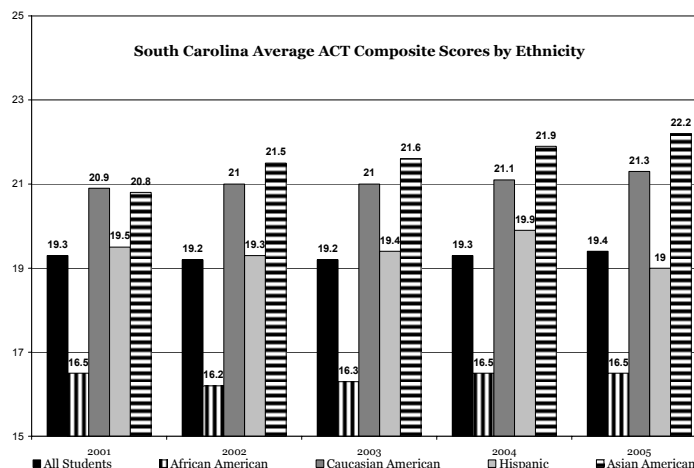
As the preceding section indicates, test scores on some assessments have shown slight gains over the last decade. However, there still remains much room for improvement. Student performance on standardized tests such as the ACT or the SAT illustrates this point. With the exception of 2002 and 2003, South Carolina's current national rank of 49 is the highest the state has accomplished over the last 30 years. ACT scores do not fare much better. In 2005, South Carolina ranked 48th in the nation based on its composite ACT scores. Similar to the SAT, the ACT is used as a measure of college or work preparedness. Among students who had completed South Carolina's high school curriculum, only 12 percent of the students received scores

indicating that they had the reading, writing, and mathematical skills necessary for work or college.

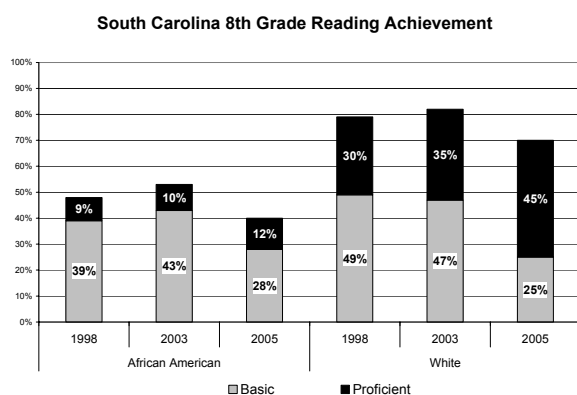
As dismaying as South Carolina's test scores are, what is more important is the fact that South Carolina continues to lag behind in a nation that is losing ground internationally. Among the 40 Organization of Economic Co-Operation and Development (OECD) member and partner countries the United States ranked 29th on the 2003 Programme for International Student Assessment (PISA) mathematics evaluation representing a significant decline from the rank of 19 the United States

received in 2000. In addition to the obvious countries such as South Korea, Japan and France, nations such as the Czech Republic, Slovakia and Hungary performed well above the United States' mean score. Student performance on the Science portion of the PISA evaluation was better, ranking 22 of 40 OECD member and partner nations. However, the point still remains that the competitive edge that the United States once maintained in science and mathematics is fading.

A contributing factor to South Carolina's perpetually low national rank is the fact that the current system has failed to adequately address the widening achievement gap. Student performance on the ACT between 2001 and 2005 demonstrates this point. In each testing year, African American students significantly underperform each of the other ethnic subgroups. The achievement gap between Hispanic and African American students and their Caucasian counterpart is greater in 2005 than in 2001. African American and Hispanic graduating students are significantly less well prepared for college and work than are their Asian and Caucasian American peers.



The achievement gap manifests itself in student performance on NAEP as well.

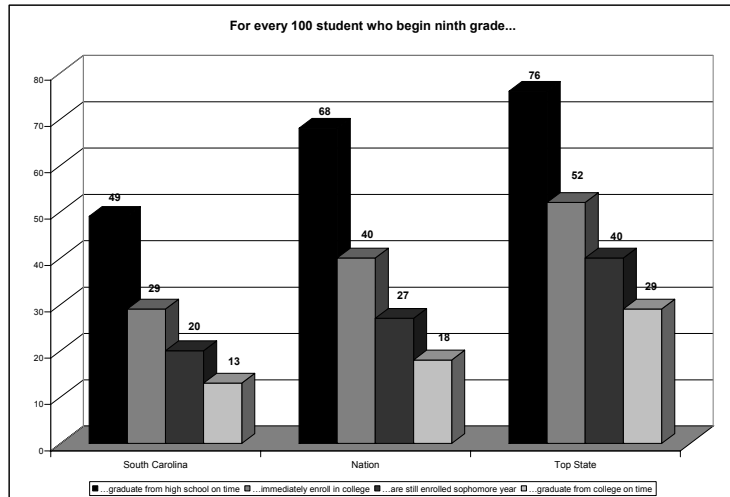


The adjacent chart shows that in reading the achievement gap between African American and white students increased between 1992 and 2005. In reading, the percentage of African American students who were proficient or advanced rose from 9 percent to 12 percent, a rather substantial increase. However, when compared to the 15 percent increase within the white student population, the improvement is overshadowed by the increased disparity between the two subgroups.

A final area of continued challenges can be found in South Carolina's declining graduation rate. The majority of the students who enter high school not only fail to graduate on time, but usually fail to complete any meaningful portion of their postsecondary education. The inability of the current system to prepare students to graduate represents a lost opportunity for this state. As the connection between earning

higher levels of education and the ability to gain a high wage increases, the failure of the public education system will continue to inhibit any efforts to improve South Carolina's economic development.

South Carolina's schools are in desperate need of innovation that goes beyond the reform efforts of the last 25 years. Parents and students who are not receiving a high quality education product deserve more high-quality options. Delivering this innovation will require greater flexibility for parents in finding the educational environment that is best for their child, greater efficiency in the use of educational spending, and an investment in programs that lead to better results.



Expanding School Choice as a Source of Innovation

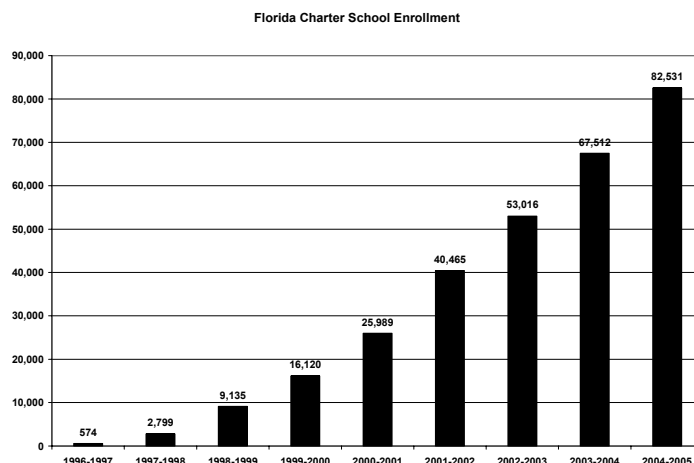
Often the debate over school choice is reduced to public versus private education, with discussion focusing on which is better. Such a limited school choice debate moves away from the underlying goal of school choice, which is to give parents the flexibility to find the best learning environment for their child so that overall student achievement is improved. Expanding school choice options can improve the state's ability to offer a higher-quality education product by leveraging all of the resources at our disposal.

Statewide Charter School District

In 1996, the General Assembly enacted the South Carolina Charter School Act allowing for the creation of charter schools, which are non-traditional public schools. The initial charter school legislation required the local school board approve and then provide oversight and funding for the operation of these schools. Any charter school applicant that was denied by the local school board could appeal to the State Board of Education. In 2000, the General Assembly modified the law to establish a statewide charter advisory board to review charter applications to ensure that an application complied with all aspects of the law before the application was considered by a local school board.

Despite these encouraging steps, only 27 charter schools have been approved to date. Other states that established charter school legislation at approximately the same time are experiencing more rapid growth in the number of charter schools being formed. For instance, North Carolina passed charter school legislation the same year as South Carolina and yet has nearly four times as many charter schools serving more than five times as many students. Florida has greatly surpassed South Carolina, with more than 82,000 students being served in 325 charter schools at the beginning of the 2004-05

school year. So rapid is the growth in the number of students served by charter schools that enrollment for the 2005-06 school year has already reached more than 96,000 students. Florida and North Carolina are but two examples of states that have embraced the importance of expanding school choice options for students.



One factor limiting the growth of quality charter schools in South Carolina is the fact that school districts are the only agencies that have the authority to issue a charter. While some school districts see the benefit of creating charter schools as a way to increase the quantity and quality of education options available to their students, many remain skeptical if not outright hostile towards charter schools. Some school districts struggle to improve the quality of service provided by the schools that already exist and find it hard to support charter schools. There are also school districts that are weary of the competition that charter schools represent. A district that sponsors a charter school runs the risk that the charter school will be more successful than other schools in the district, drawing criticism to the less successful schools and placing additional pressure on school and district administrators.

One way states have addressed the disincentive local school districts have in allowing charter schools is to create multiple authorizers. In fact, 22 of the 40 states that have passed charter school legislation have gone a step further and created multiple authorizers that can approve charter schools. Authorizers are the entities that accept and approve a charter school application and offer the charter school administrative support. Creating multiple authorizers increases the likelihood that a quality charter school will successfully apply for a charter by providing the applicant multiple options. Applicants that wish to locate in districts that, despite community interest, do not wish to allow a charter school have another alternative.

There is significant variation in how states form multiple authorizers. States such as North Carolina and Ohio allow public universities and colleges to create charter schools. New York and Rhode Island allow the state education agency to form charters. There are states that allow nonprofits, county councils, and city mayors to approve a charter school application. Lastly four states and the District of Columbia have created separate

statewide entities that serve as Independent Charter Boards that have the authority to approve or deny charter school applications throughout the state. While having multiple authorizers is essential to the growth of quality charter school options, there is no one alternative authorizer structure that fits all states.

We propose expanding the charter school legislation even further by creating an alternative authorizer, which can encourage the growth of charter schools and provide the additional support those schools need to succeed. By creating an Independent Charter School Board in the form of a statewide charter school district, South Carolina can alleviate the burdens that skeptical school boards face while facilitating the creation of more charter schools. There are four other states that have pursued a similar response to slow charter school growth. Independent Charter School Boards allow charter schools to be supported by a school board that is focused entirely on charter schools and benefits from the expertise that such focus develops.

A bill that would create such an independent board was introduced by Speaker Pro Tempore Doug Smith, and co-sponsored by Former Speaker David Wilkins, House Education and Public Works Committee Chairman Ronnie Townsend, and K-12 Education Subcommittee Chairman Bob Walker. The bill would create a statewide charter school district, the Carolina Public Charter School District, to govern newly formed charter schools or existing charter schools that choose to join the statewide district. Under the proposed legislation, this district would be considered a Local Education Agency and would be eligible to receive state, federal, and private grant and loan funds. Though this district would not have a local tax base, it would receive 100 percent of the state's Base Student Cost for which any school district is eligible as well as all other state and federal funding to which school districts are entitled. One of the benefits of this statewide district would be the ability to apply for more federal grant programs than under current state law. We expect that having multiple authorizers legislation, along with access to far more resources, would significantly increase the number of charter schools in the state. This legislation passed the House in 2005, and passed the Senate Committee on Education. Unfortunately the legislation was not debated on the Senate floor. We will again work closely with the General Assembly to enact this important legislation in the 2006 legislative session.

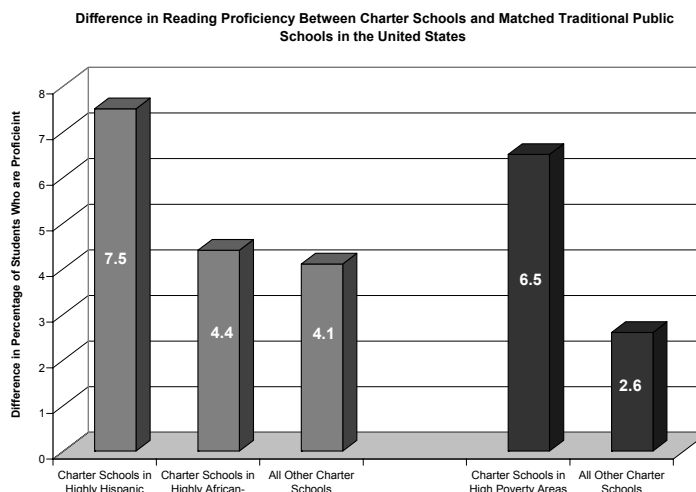
Benefits of Charter Schools

There are many states that have an active and growing charter school population that has experienced success in improving test scores. According to a recent study by Caroline Hoxby of Harvard University and the National Bureau of Economic Research, students in charter schools are four percent more likely to be proficient in reading and two percent more likely to be proficient in math. Compared to similar regular public schools, charter schools can be more effective at raising the achievement of traditionally underperforming subgroups. As the adjacent chart indicates, while charter schools tend to outperform comparable regular public schools, those that serve predominantly Hispanic and African American communities show larger gains than do charter schools

in other communities. A similar pattern persists when charter schools in high poverty areas are compared to all other charter schools.

Charter schools offer students from diverse backgrounds more educational options. This is reflected by the charter school enrollment in Arizona, where charter schools have been around for a decade. The student population does not mirror that of the public schools:

- 61 percent of charter students are on free or reduced lunch, compared to 50 percent in traditional public schools.
- 5.8 percent of the charter students were designated as having special needs, compared to 3.8 percent in traditional public schools.
- Only 2 percent of charter students were designated as gifted, compared to 7.6 percent of public schools.



Studies indicate that students in Arizona charter schools perform better than those in traditional public schools. In a three-year study of charter school students, researchers observed an annual achievement growth of roughly three points higher than traditional public schools. Over a four year period of elementary school, this amounts to an additional full year of growth. 62 percent of charter schools met the required Adequate Yearly Progress standard set by No Child Left Behind. This compares to 54.5 percent of traditional public schools. In Arizona, fourth grade students are about seven percent more likely to be proficient in reading and math.

Similar results are seen in other states. In California, students are eight percent more likely to be proficient in reading and three percent more likely in math. Charter school students in Colorado are 11 percent more likely to be proficient in reading and math. Most importantly, in the District of Columbia, the only area with lower SAT scores than South Carolina, charter school students are 35 percent more likely to be proficient in reading and 40 percent more likely to be proficient in math.

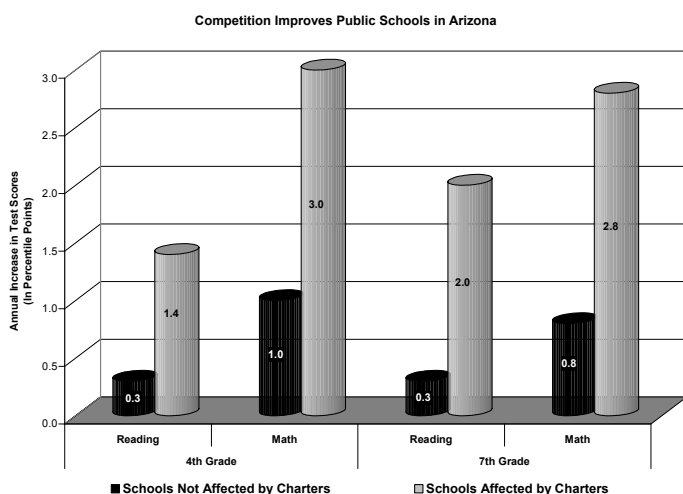
In Georgia, charter students exceed traditional public school students in “meets” or “exceeds the standards” in proficiency. As the tables below indicate, the performance of charter school students in Georgia across grade levels and subject areas meets or exceeds the performance of traditional public school students.

Percentage of Students Meeting or Exceeding Standard in Reading		
Grade Level	Charter Schools	Traditional Schools
4	81%	80%
6	84%	82%
8	86%	81%

Percentage of Students Meeting or Exceeding Standard in Math		
Grade Level	Charter Schools	Traditional Schools
4	74%	74%
6	73%	70%
8	73%	66%

Though charter school students start at about the same proficiency level in Grade 4, the charter students make greater gains in both math and reading by Grade 8. This is particularly important because success in the 8th grade is indicative of success in completing high school.

According to the Manhattan Institute, similar results were found when comparing the performance of charter schools in Texas to traditional public schools in their performance on the Texas Assessment of Academic Skills. In reading, students who were enrolled in charter schools demonstrated proficiencies that were the equivalent of eight percentile points higher than students in nearby traditional schools. In terms of rank, this translates to a student going from being better than 50 percent of the students in the state to being better than 58 percent of the students in the state. Math yielded similar results with students improving their performance by seven percentile points. These improvements were robust and persisted over time.

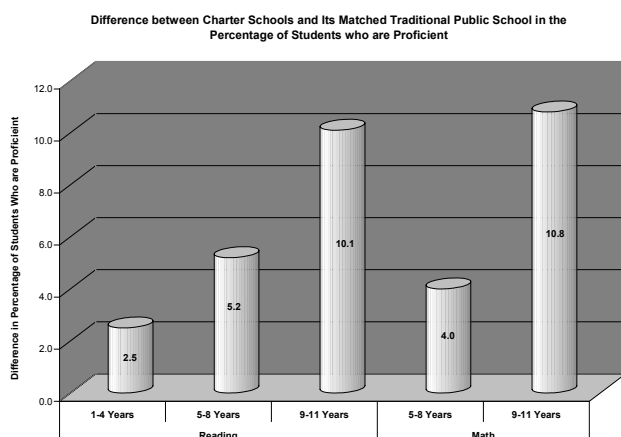


The benefits of charter schools are not limited to the students who take advantage of the choices they provide. Regular public schools respond to the existence of charter schools by implementing innovative strategies that improve student performance more rapidly than traditional methods. The Arizona Department of Education used the percentage of a district's population that chooses a charter school as a measure of the competitiveness of a district.

Districts where more than six percent of the student population enrolled in charter schools were considered more competitive than districts where a smaller portion of the student population chose a charter school option. Schools in more competitive districts began increasing student achievement more rapidly than comparable schools in districts that were not as exposed to the competition that charter schools created. Examining 4th and 7th grade reading and math scores shows that Arizona's traditional public schools that were in competitive districts improved as much as five times more rapidly on the

state issued assessment than did public schools that had a lower percentage of the student population choosing to enroll in charter schools.

The benefits of charter schools increase as the schools gain more experience. Charter schools that have been established for less than five years tend to outperform their regular public school counterpart. However, charter schools that are older experience even greater gains. For instance, when comparing regular public schools to charter schools, those that have been established for less than 5 years are 2.5 percent more likely to be proficient readers. However, in charter schools that have been established between 9 and 11 years, students are 10 percent more likely to be proficient readers than are students in traditional public schools.



Ultimately, we believe charter schools offer a public school option for students who may be struggling in traditional public schools. As we have seen in other states and cities, we believe the passage of a statewide district will foster a more successful charter school environment that will allow the option in much greater numbers than is available today.

Giving Parents Greater Control of Their Child's Success

In South Carolina the choices parents have over how and where their child is educated is determined by their income. Parents have access to choice to the extent that they can afford to live in communities that have schools offering the services their child needs. Some school districts allow parents to choose schools within the district, but these options are limited by the number of “slots” the district is willing to open to school choice. When districts make these options available, they are usually issued under a lottery system that places a child’s educational fate on the probability that their number is selected. Lastly, parents can transfer their children to public or private schools that are not part of the district in which they reside. However, these out-of-district transfers come at a cost in the form of tuition and other fees. Additionally, there are transportation costs associated with any choice option a parent pursues. These costs – transportation, tuition, and others – are prohibitive for many parents in our state.

In an effort to help parents fully realize the possibility of taking advantage of the best educational option available for their child, we supported enactment of the Put Parents in Charge Act last year and will continue to be supportive of similar plans. We believe this form of school choice is an important component of making transformative change

to education, and we will continue to support measures to give more options to parents to help choose the education that best suits their child.

Greater School Choice Increases Outcomes

The state of Florida has one of the largest school choice programs in the country. Their program, known as Opportunity Scholarships, provides scholarships to students in consistently failing schools to go to another school. In Florida, test scores at schools that face losing students as a result of their taking advantage of Opportunity Scholarships have increased at twice the rate of other schools. A study by the Manhattan Institute for Policy Research demonstrates that competition from school choice in Florida improves performance in failing schools more dramatically than reducing class sizes from 25 students to 17 students. In a recent study of the Milwaukee Parental Choice Program, 64 percent of the students enrolling in high school in 1999 under the program graduated in 2003 – compared to 34 percent in Milwaukee Public Schools.

Town Tuitioning – Vermont and Maine

To provide educational opportunities for its children, many of whom live in rural and non-urban areas, Vermont and Maine long ago instituted a practice known as “town tuitioning.” This practice has been in effect since 1869 in Vermont and 1873 in Maine, meaning that choice programs have existed in the United States for over 100 years. In both states, small, rural towns were given the choice of either building public schools or using public dollars to send students to another public school or a private school. The public funds could also be used to send students to out-of-state schools – even out of the country.

In Vermont, 20 percent of all secondary students are tuitioned students: 53 percent in public high schools, 41 percent in private schools, and 6 percent attend out-of-state schools. In Maine, 18 percent of all secondary students are tuitioned students: 66 percent enrolled in public schools, 33 percent in private schools, and one percent chose to go to school in another state. In Maine, towns spend an average of \$5,732 per pupil for tuitioning a student (totaling \$63 million statewide) – compared to Maine’s state average of \$8,393 per pupil. In Vermont, towns spend an average \$7,347 per pupil for tuitioning a student (totaling \$47 million statewide) – compared to Vermont’s state average of \$9,675 per pupil.

Studies indicate that schools that have higher standardized tests attract more tuition money from parents. According to a study of tuitioning, schools that are closer to tuition towns – whether affluent or poor, rural or urban – have higher standardized test scores than schools that are more distant from tuition towns. The study also finds that tuitioned students perform 13 percent higher on standardized tests than other students in the respective states. In an estimate of what it would cost the states to produce the same results in traditional public schools, the state would have to increase spending by \$909 per student, increasing education spending by roughly \$300 million dollars.

International Examples

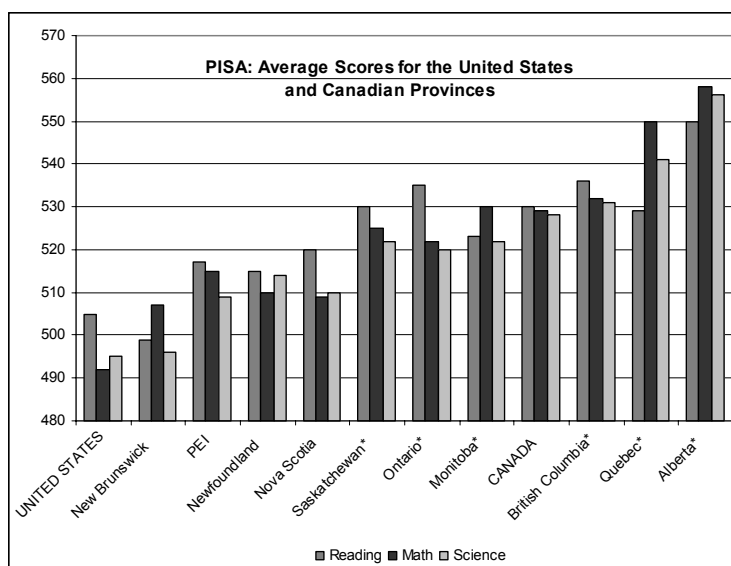
The United States is by no means the only country that has considered school choice as a way to improve student achievement. Countries all over the world have recognized the value of providing students access to all of the educational options available in their community. Rather than limiting students to government run or public schools, countries are giving parents increasing flexibility to choose where their child is educated.

Canada

Canada's longstanding tradition of allowing parental choice has led to the widespread use of a variety of educational options. Parents may choose to homeschool their children or to enroll them in an independent school of their choice. In regions that have a large Catholic population, religious schools are included among independent school options. In terms of the forms of school choice available, provinces in Canada are similar to South Carolina. What distinguishes school choice in Canadian provinces from the options available to parents in South Carolina are the ways in which Canadian school choice is funded.

Provinces in Canada have been creative in finding ways to fund parental choice. Some use refundable tax-credits and school vouchers to ease the financial burden that parents face when pursuing school choice options. Other provinces fund independent schools on equal footing with public schools while allowing them to maintain their independence through autonomous school boards. A few provinces combine the use of multiple funding models to maximize the number of educational options from which parents can choose.

Canadian school choice is raising student achievement. Provinces that use tax-credits, vouchers, or independent school funding to provide parents educational freedom have higher levels of student achievement on international assessments such as PISA. As the adjacent chart shows, provinces such as Quebec and Alberta that have more school choice options available to parents score well above the national average on PISA, and significantly outpace United States student performance on the same assessment. However, provinces where parents have less educational freedom have lower test scores. The differences in



student achievement are even greater in subjects such as math and science. In Canada, provinces that give parents greater flexibility in choosing how and where their child is educated experience higher levels of student achievement.

In addition to raising overall student achievement, school choice in Canada is breaking the connection between family income and the quality of the education a child receives. Provinces that have implemented school choice programs have a higher percentage of low-income students enrolled in independent schools, which is improving the likelihood that these students are placed in learning environments that match their individual needs. This flexibility works to close the achievement gap between students in poverty and those from affluent families. Conversely, in provinces that do not offer school choice family income is 20 percent more likely to determine the score a student received than it is in provinces where school choice existed.

Chile

As part of a massive school reform effort in the 1980s, Chile implemented a nationwide voucher system that gave parents the flexibility to choose public and private schools. Prior to 1981, the central government was responsible for funding and providing education services. This entailed establishing and implementing curriculum, managing capital and human resources, and regulating student outcomes. The 1981 reform provided local governments, Chilean municipalities, control over public schools, provided school funding on the basis of student enrollment, granted parents the ability to choose public or private schools, and opened the market for new schools to form.

The educational reforms of the 1980s led to the emergence of three types of schools: public schools that are run by the local government; subsidized private schools that receive funds from the government as a result of enrolling students who receive state vouchers; and unsubsidized private schools that receive no funds from the government. The first two types of schools tend to serve students from comparable backgrounds while the latter primarily serves students from higher income families.

The greatest impact on student achievement has been in the private subsidized schools where a large portion of the school budget is driven by student enrollment. The budgets of private subsidized schools rely on their ability to attract students by offering a higher quality educational service. When compared to public schools, students in private subsidized schools experienced greater gains in student achievement.

The gains in student achievement experienced under the voucher system in Chile have not been even. The lowest impact has been in public schools where the connection between the school budgets and student enrollment is weak. Public schools that lose students as a result of students choosing other options – different public schools or private school alternatives – are given increased per student subsidies from the local government. Rather than being forced to respond, public schools in Chile are protected from true competition.

Two primary lessons can be learned from the choice program implemented in Chile. School choice benefits students from a variety of backgrounds. Second, schools that are exposed to competition through school choice experience greater gains in student achievement.

Sweden

Most often known as a country with high taxation and a highly centralized national government, Sweden has had school choice for more than a decade. In the 1990's, Sweden enacted two very important reforms that have led to an outgrowth of school choice unexpected in this European nation.

First, the government transferred central authority of schools from a nationwide responsibility to one of the local municipality. When virtually all other government services are provided at the national level, Sweden determined that more local participation in the public education system would be beneficial.

Second, the government enacted two bills in 1991 to enhance the growth of independent, or private schools. The legislation, the Government Bill on Freedom of Choice and Independent Schools and the Government Bill on School Choice, changed the law to allow independent schools to receive funding from municipalities on terms equal to municipal schools. The schools, which are approved by the National Agency for Education, must operate in accordance with the national curriculum, may not have discriminatory rules of admission, and may not charge a fee, in exchange for full public funding.

Since enactment of the legislation, the number of students enrolled in independent schools has quadrupled and the number of independent schools has increased fivefold. The nationwide enrollment of students in independent schools is roughly 4 percent of elementary schools and 5.6 percent in the high school equivalent (upper-secondary school). What is particularly important is that rural municipalities, at or above the Arctic Circle, have enrollment well above the national average at roughly 10 percent. Meanwhile, suburbs of Stockholm have enrollment ranging from one-fifth to one-third of the total student population.

According to a recent study by The IUI Foundation, “[w]e find that the extent of competition from independent schools, measured as the proportion of students in the municipality that goes to independent schools, improves both the test results and the grades in public schools.”

Cultivating Quality Educators

Many education factors are outside of the control of our schools. Schools do not control the family dynamics that greet their students when they return home daily. Community factors such as the prevalence of poverty or social isolationism are not for the school to

dictate. Lastly, students bring to school internal motivations and interests that can be tapped into by the school but are not the schools to determine. However, schools are charged with the awesome task of meeting kids where they are and providing each individual with the education that they will need for today's world.

We believe every school can and must meet the charge that is set before them. Doing so requires that schools recognize the factors that are within their control and use them to the best of their abilities. A key factor that can be controlled by the schools is the quality of the educators instructing students. We believe that one of the best ways to positively impact student achievement is to increase the likelihood that every student will receive quality instruction everyday.

South Carolina has made many efforts to improve the quality of its educators. In our most challenging schools, the results of our efforts have been short-lived. Long-term improvements will occur when all schools have high quality leadership guiding the efforts of high quality teachers. Our goal is not to undermine the hard work of educators who have dedicated years of their lives to the students in our state. Rather, we simply wish to acknowledge that quality must be defined in terms of results, and, unfortunately, the results we are getting are far from what we had hoped. Addressing the results we are getting, particularly in our historically low-performing schools and districts, will require that we rethink efforts being made at placing quality leaders and teachers in every school or district.

Giving administrators the flexibility to lead – SMART Funding

School and district leadership ranks second only to teacher quality among school factors that influence a student's performance. South Carolina's ability to create a competitive educational system will rely upon our ability to recruit and retain strong school and district leaders. This is even more the case in schools that have historically underperformed.

There is no model for effective leadership that will work in all environments. The needs of a rural affluent community will differ from those of a poverty stricken urban community. Schools where most students have college-educated parents will have needs that differ from those where a high school diploma is typically the highest level of education. A high performing school or district has different needs than districts and schools that have yet to reach high levels of academic success. Rather than focusing on the inputs a leader chooses, a good measure of quality will focus on the results a school leader produces.

South Carolina needs to consider whether the system by which education leaders are generated is one that increases or decreases the availability of innovative leaders. A key hindrance lies in the fact that much of what a school leader does is dictated by the state. Leaders in many cases are primarily program implementers. One of our main goals in the education budget is more dollars going directly to the classroom. Many dollars are tied to very specific funding categories and do not allow local school districts to put

resources where they are needed most. An example illustrating this is found in the Education Improvement Act that was enacted in 1984 as a set of grants directed to schools to implement dynamic new programs aimed at improving educational achievement. However, over time, the EIA budget has become a collection of more than 70 different programs, which give Columbia greater leverage over dollars spent in communities around the state. Regulations are not lifted until the school has either performed so poorly that it is clear no current programs are working or the students perform so well that the school is given flexibility to operate outside of the confines of what regulations dictate. We believe that spending decisions are better made closest to the child they affect, and propose putting in place a measure which would give school districts greater flexibility in those decisions.

We propose reducing the regulations that limit the ability of innovative leaders to make site-based decisions by reducing the number of programs to which education funding is tied. Reducing program requirements and giving leaders larger blocks of money to use at their discretion can give school and district administrators the flexibility they need to make decisions based on the individual needs of their students. Funding flexibility cannot be provided without the appropriate accountability. Increased flexibility can be balanced with accountability that is connected to the performance of the school.

In each appropriations act for the last three fiscal years, school districts have received a degree of flexibility in spending via proviso. In our first two State of the State addresses, we called for the General Assembly to enact a permanent statute which would provide school districts more flexibility in how they spend the dollars allocated to them. This proposal, SMART Funding, would put more education spending decisions in the hands of the communities, rather than dictating policy from Columbia. This proposal, introduced by Representative Roland Smith and co-sponsored by Former Speaker David Wilkins and the then House Ways and Means Chairman Bobby Harrell, passed overwhelmingly in the House in 2003 and came very close to passing in the Senate. The SMART funding bill currently rests in the Senate. We will work closely with the General Assembly in the upcoming legislative session to enact this bill in 2006.

Rewarding Teachers with Greater Discretion

Of all the factors affecting South Carolina's school system, teacher quality has the most direct impact on students. On the day-to-day bases, each teacher in our state has the opportunity to lead the students in their classes to educational success or failure. While many of South Carolina's teachers strive daily to offer their students the best educational service they can, the unfortunate truth is that not all teachers are equal in their effectiveness at reaching individual students and raising their levels of achievement. Our current compensation system fails to acknowledge this fact and rewards all teachers based on years of experience and levels of education. Knowing the impact that teacher quality has on students, we believe that South Carolina's commitment to improving student performance should be reflected in how we reward

our teachers. High-quality teachers deserve compensation that acknowledges the challenges they face and that is based on the results they produce.

In our budget, we propose creating pay incentives that encourage high-quality teachers to accept more challenging of positions. Of particular interest are our Nationally Board Certified Teachers who are not necessarily teaching where they are needed most. For instance, in Richland School District 1, a critical needs school district, where roughly 60 percent of the students are on free or reduced lunch, Nationally Board Certified teachers comprise only 5.9 percent of the workforce. Just next door is Richland School District 2 which is not considered a critical needs area. In that district, 30 percent of the students are on free or reduced lunch, yet 20 percent of the teachers are Nationally Board Certified. In December 2005, the University of South Carolina released a study that indicates that Nationally Board Certified Teachers are not having the impact on student achievement that justifies the tremendous investment the state is making in the program. We recommend that we focus our efforts in putting Nationally Board Certified teachers in critical needs areas as a means of attracting better qualified teachers in areas that cannot successfully recruit those teachers now. In states such as California and New York, Nationally Board Certified teachers are only awarded bonuses if they teach in low performing schools. In Illinois, the state offers a two-tier bonus plan, \$3,000 for all Nationally Board Certified teachers and an additional \$3,000 for teachers in critical needs areas. We propose limiting the bonus for Nationally Board Certified teachers to only critical needs or low-performing areas in the state. This proposal is consistent with a proposal released by the Democratic Leadership Council in their *2004 State and Local Playbook* advocating the use of National Board bonuses as an incentive to recruit teachers into the poorest school districts in a position paper entitled, "Employing Board Certified Teachers Wisely."

The teacher salary schedule can be modified so that it more effectively rewards teachers who accept positions in areas facing increasing teacher shortages. In areas such as science, math, special needs, and English as a second language, South Carolina faces an increasing difficulty to recruit and retain quality teachers. Restructuring the teacher salary schedule to pay teachers more for accepting more challenging positions is one way that South Carolina can provide incentives that can reduce the shortage and turnover rates. A similar approach has been implemented in the Denver Public School District, which has implemented the Professional Compensation System for Teachers (ProComp). Rather than maintaining the traditional salary schedule that paid all teachers based on years of experience and level of education, Denver voters have opted to implement a merit-pay system to raise teacher salaries based in part on the difficulty of their teaching assignment. Teachers in hard-to-staff subjects like science or English as a second language are paid more than are teachers in less challenging positions. Likewise, teachers in more challenging communities are paid more than teachers in affluent schools where students come from well-educated households.

Ultimately our goal in modifying teacher pay is to improve student performance. With the exception of those who teach in hard-to-staff positions, we believe that rewarding teachers who have improved student achievement is a better approach than rewarding

teachers based on their credentials. States across the union are realizing the potential merit-pay has in rewarding quality teachers. Denver's ProComp System incorporates a merit-pay component that rewards teachers for reaching student performance goals. Under Denver's ProComp System, teachers receive a base pay level. However, those who reach district-established performance goals receive pay increases that reflect the extent to which they exceeded the goal – better teachers receive better pay.

In October 2005, Texas Governor Rick Perry announced that he is designating \$10 million to be targeted towards economically challenged schools as an incentive for these schools to move to a merit-pay system. Interested schools can apply for a \$100,000 grant that can be used to implement merit-pay in their local campus. Schools that receive the grant will have the authority to distribute the grants to teachers who demonstrate the ability to raise student performance. The proposed Texas program does a few things. First, it rewards teachers who accepted the challenge of teaching students who come from a more challenging background. Second, rather than dictating state level programs targeted at affecting the inputs that affect student learning – textbooks, technology, reading initiatives – it sends the money out to teachers who have attained the results that the state wants. Massachusetts Governor Mitt Romney has proposed a similar plan to add \$5,000 in merit-pay to teacher salaries.

Iowa has restructured its teacher compensation system with the goal of improving teacher quality and student performance. A key component to this salary restructuring was the implementation of a merit-pay program. Districts are required to create a team-based performance plan that includes student performance goals, multiple indicators for reaching those goals and a system of financial rewards. Teams of teachers are rewarded for gains in student achievement.

Merit-pay is not foreign to South Carolina. The Teacher Advancement Program (TAP) is an example of a merit-pay model that has already been implemented in schools in our state. TAP combines the use of individual, team, and school-wide incentives to encourage teachers to improve student achievement. By establishing a career ladder wherein master teachers are rewarded for sharing their expertise with the teachers they mentor, the TAP program increases the likelihood that success in one classroom can be duplicated throughout the school. Schools that implement the TAP program evaluate teachers based on classroom observations as well as student performance on periodic standardized assessments. Throughout the year teachers that either demonstrate ineffective teaching methods or fail to yield the results in student achievement are given targeted professional development to improve the quality of their performance. The results of this merit-pay system speak for themselves. In all of the high-poverty schools that have implemented the TAP program, the percentage of students who score proficient in math or reading are increasing more rapidly than in comparable schools.

The Governor's Purchase Plan proposes redirecting a portion of teacher pay incentives to focus on improving the results teachers produce. Our plan targets the funds used to raise the average teacher salary above the Southeastern average to establish a merit-pay block grant for which school districts apply. The amount districts receive will be

determined by the number of teachers in the school district. However, we propose a requirement that districts submit a plan that establishes how they will use the funding to reward teachers who are willing to accept more challenging assignments or who demonstrate the ability to improve student achievement. We give school district leaders the flexibility to determine the best incentive program for their faculty. Our plan gives districts the discretion of creating their own merit-pay system, implementing a system similar to those used in other states, or implementing the TAP program. Our guidelines only require that the distribution of incentives be determined either by a teacher evaluation that is tied to student performance or by providing an incentive for teachers to pursue hard-to-staff positions. We believe that by providing an incentive for schools and districts to move towards merit-pay we can accomplish two tasks. First we can increase the salaries of teachers who are getting the results that we desperately need. Second we can provide an incentive for our highest quality teachers to move to areas that offer greater challenges.

Early Childhood Education

South Carolina's ability to improve its educational outcomes is in part contingent upon our ability to increase the likelihood that a child starts school ready to learn. There is increasing evidence that once a student falls behind in school they are unlikely to catch up to their peers. The long-term performance of retained students illustrates this point. An Education Oversight Committee report released earlier this year indicates that students who have been retained in grades three to eight are unlikely to improve PACT scores when they retest in the grade that they have repeated. Even more disheartening is the fact that students who start out below basic on PACT are unlikely to reach proficiency. Waiting until students reach first grade or third grade hazards the fact that low performing students are likely to continually lag behind their peers in educational attainment. Ensuring that students start school ready to learn increases the chances that they keep pace with their peers and benefit from a successful educational experience.

A child's early developmental needs are not just academic. There are several developmental areas that determine a child's readiness to perform when they enter school. These areas include physical and motor development, social and emotional development, as well as overall cognitive development. The needs of a preschool age child extend well beyond the scope of the services schools provide and include services that involve multiple local, state, and federal agencies. At the state level, the Departments of Education, Social Services, Health and Environmental Control, and the Office of First Steps to School Readiness provide services to young children. Coordinating these agencies is essential to any attempt to improve the likelihood that a student enters school ready to learn.

Properly preparing children for the K-12 system requires an awareness of the fact that the needs of children will vary from household to household and from community to community. Many of our students reside in households that are well-equipped to

prepare them to start school ready to learn. However, this is not the case for all students in our state. As Judge Thomas W. Cooper, Jr.'s recent ruling on the education funding case concludes, there are students who suffer primarily because they fail to receive an early childhood intervention that is "designed to address the impact of poverty on educational abilities and achievement." These at-risk students require higher quality early childhood services than they currently receive.

There are five key service providers that serve at-risk early childhood students in South Carolina: Public four-year-old kindergarten programs offered through public school districts; Head Start programs funded by the Federal Government; preschool Special Education programs; private and faith-based childcare service providers; and A Better Childcare (ABC) Vouchers funded by the federal government. In "Building a Foundation for Success by Getting Every Child Ready for School," the Southern Regional Education Board makes it clear that state and federal programs provide an opportunity for all of South Carolina's at-risk students to receive early childhood services. For our at-risk students, the issue of preparedness for school is about matching them to the high quality services they need to successfully transition from early childhood programs into the K12 learning environment. If South Carolina is to improve early childhood education programs, there must be better coordination of the early childhood services that are provided to at-risk students. This can best be accomplished by strengthening the collaboration between the early childhood service providers.

We believe that the state should direct the resources that are committed to early childhood education services to more effectively serve children who are most at-risk. We propose that early childhood funding be used to provide incentives that improve the quality of early childhood services by encouraging more collaboration between all of the agencies that serve our youngest children. Providing such incentives can increase the likelihood that an at-risk student will receive comprehensive services that address all of their developmental needs.

Conclusion

Our education proposals reflect a simple goal of providing options for students in South Carolina to get the best possible education they can. We accomplish this goal through a combination of funding education at the front lines and reforming the system for better results. In a number of other states, reform initiatives are offering more and better education options to parents. As of this year, the Bill and Melinda Gates Foundation has contributed more than \$2.2 billion to small school initiatives across the country. According to a study released by the foundation, students in small schools in New York had higher graduation rates than their peers in larger schools. Students in small schools in Chicago had a dropout rate one-third lower than students attending big schools.

We have made progress over the last five years on some measurements of education, but we still lag in many others. With the growth of more education choices in other states,

we cannot afford to simply rely on incremental change to impact our competitiveness both nationally and internationally. We should stop aiming to get out of the bottom of the list and start aiming to get to the top of the list. We believe these initiatives offer that transformational opportunity to succeed.

**Emphasize Economic
Development**

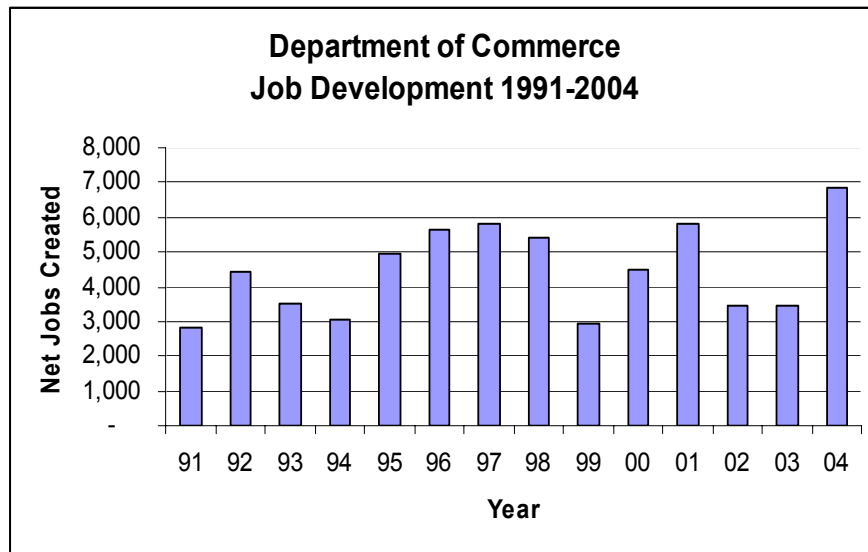
Emphasize Economic Development

If you are going to deal with a system as complex and brutal as globalization, and prosper within it, you need a strategy for how to choose prosperity for your country.

– Thomas Friedman, *The Lexus and the Olive Tree*

Unquestionably 2004 and 2005 were landmark years for job recruitment in South Carolina.

Looking specifically at the efforts of the Department of Commerce, in 2004, despite tough economic times, the agency posted our state's highest job creation numbers since 1991, the year the department began tracking the statistics. A record 6,821 jobs, paying 21 percent above the state's per capita income of \$27,172, were created by the agency's efforts during the 12-month period.



Source: South Carolina Department of Commerce

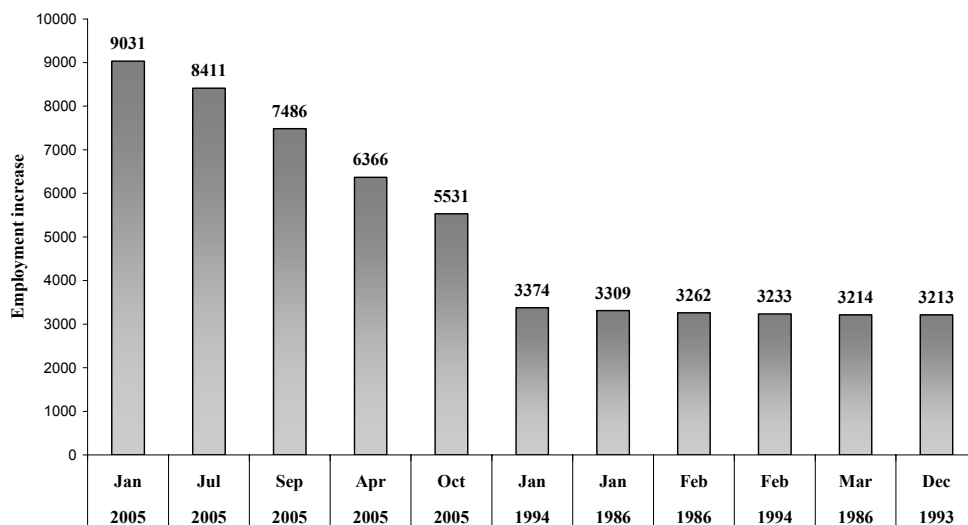
- * Expansions starting in 2003 were all competitive in keeping with the current Department of Commerce data reporting procedure.
- * Years prior to 2003 included substantial reporting from noncompetitive expansion investment.
- * In order to keep these charts consistent, the expansion data was subtracted in years 2003 and 2004 to get net results.

According to the Bureau of Labor Statistics (BLS), South Carolina, as a whole, has created 36,667 new jobs, with strong growth occurring in the months of September and October 2005. Both of these months are among the best for South Carolina in the last 20 years. In fact, in the 238 BLS labor reports since the start of 1985, South Carolina

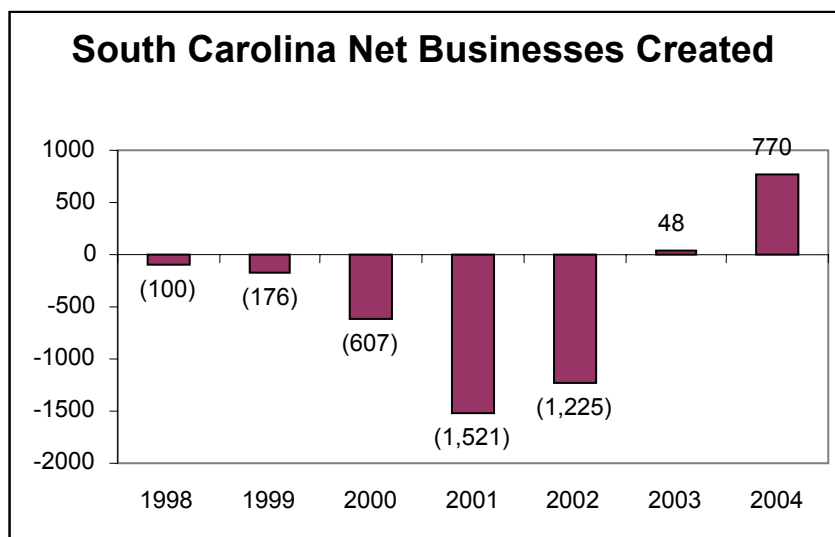
has added more than 5,500 jobs in a single month on five separate occasions. All five occurred in 2005.

South Carolina's largest single-month employment increases, since 1985

(source: U.S. Bureau of Labor Statistics, seasonally-adjusted figures)



It should also be noted that this administration's focus on small businesses as a job creation engine are beginning to pay off – in each of the five years prior to this administration, more businesses were closing than were being created, with an average 726 more businesses closing than opening. But in each of the past two years, more businesses have been created than lost – with this past year showing 770 more businesses opening than closing. Small business growth for the past two years in our state has outperformed the national average by 138 percent.

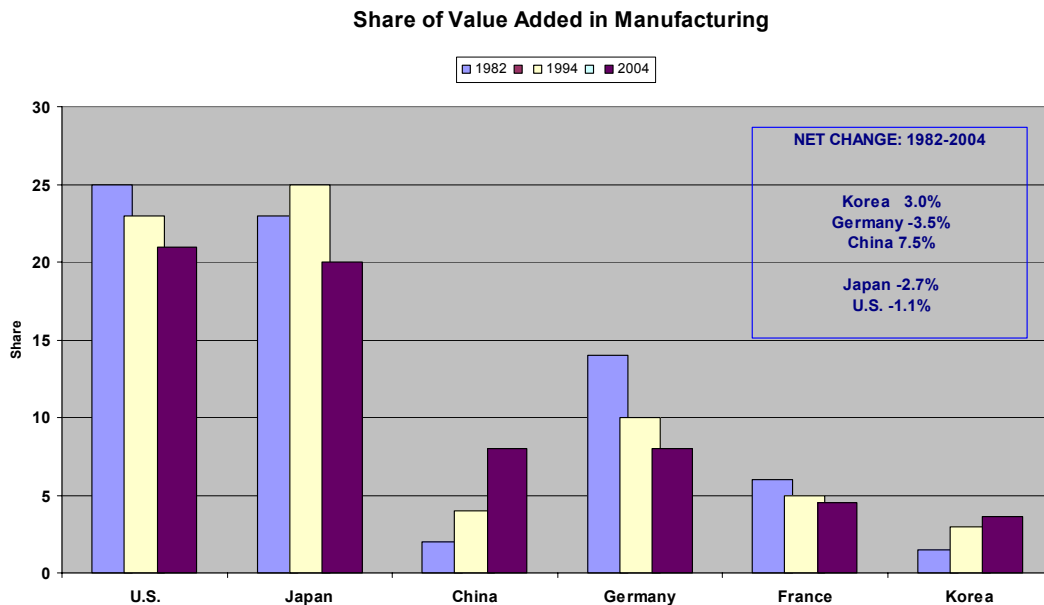


In addition to these successful efforts, this administration worked with the Legislature to help make the 2005 legislative session one of the most significant pro-business sessions this state has ever seen. This administration is proud of our efforts on both fronts and hopes to see this trend continue for years to come. This, of course, can only happen if all stakeholders are committed to making the changes necessary to keep South Carolina competitive globally.

In Thomas Friedman's latest book, *The World is Flat*, he asserts that, because of technological and social shifts, the economic playing field is effectively being leveled. Practices such as outsourcing, offshoring, supply chaining and insourcing have "created a flat world: a global, web-enabled platform for multiple forms of sharing knowledge and work, irrespective of time, distance, geography and increasingly, language." Because of this globalization, the time has come for all of us to rethink the way we do business.

CHANGING THE WAY WE DO BUSINESS

For state government, that starts with reviewing our approach to economic development. Historically, recruiters assumed that cheap land and cheap labor coupled with up-front tax breaks and incentives would bring a sustainable workforce. However, as technology and transportation advanced – and costs subsequently decreased – businesses realized that our labor, land, and incentives were not as attractive as they were just a few years ago. The built-in international barriers of cost and culture that traditionally offset regulation and taxes disappeared – almost overnight. The newfound viability of the rest of the world resulted in 36 percent of the jobs announced by the Department of Commerce in the 1990s going elsewhere or never materializing.



Source: Center for International Trade, Clemson University

The frightening aspect of this transition is that we are not just seeing manufacturing move overseas – services like product development, accounting and customer care are settling comfortably in the emerging economies of Korea and China. For decades, companies in our state have viewed their neighbor as their largest competition. Under a flat world model, that competitor could be 6,000 miles away – working while we sleep. New levels of cheap land and cheap labor are marrying intellectual capital and infrastructure, forcing states like South Carolina to do some soul searching and explore our appeals, shortcomings and practices in a new economy.

Recognizing the global economic revolution that was quietly taking place, this administration along with our friends in the private sector founded the Council on Competitiveness. The goal of the group, made up of business leaders, government, and academia, was to define a long-term economic strategy – the type of comprehensive look that had never been done in South Carolina. An early study by the Council, led by Harvard Professor Michael Porter, found that while South Carolina's low-cost economic strategy has historically worked in landing jobs, it has been less successful in raising the standard of living in the state.

The study identified a number of the state's strengths and weaknesses. The strengths recognized some of our long-standing selling points, such as the port and our technical college system. Whereas, the weaknesses identified the need for a stronger education system, a top-tier research university, a friendlier environment for start-ups and small firms, and a defined network of industry clustering. In response, we pressed for more educational choices, sought to implement a university governance structure, intensified our focus on small business, and embraced the concept of clustering in our recruiting strategy.

The concept of clustering encourages our existing, disparate companies to share resources with their neighbors or those previously perceived as competition, and have the ability to network their business well beyond the borders of not only our state, but the United States. In recruiting companies, the clustering strategy focuses on those businesses that fit with our existing assets. For example, our base of textiles, tourism, and autos gives us a fertile starting point for creating successful clusters with those existing industries. From there, we can seek out companies that would, for example, utilize the state's current suppliers and infrastructure.

In a broader sense, we discovered that we have to create an overall competitive economic environment that focuses on our strengths and existing framework for business. South Carolina has a population of four million people in a global workforce of billions, and simply cannot be all things to all people. We have also found that most of our jobs have been, and will continue to be, created by small businesses; and those things that we can do to nurture the growth of existing business will be at least as successful as landing new ones. To that end, we believe the fundamentals of attracting new business and supporting existing business revolve around good schools, a highly skilled and adaptable workforce, favorable tax policies, affordable housing, and a high quality of life.

This administration has focused its energies on these principles since day one. In this world of transformative change, the infusion of more educational choice into a stagnant system and the creation of a more dynamic, business-friendly economic climate have been cornerstone issues. By cultivating the economic soil conditions in the state and focusing on the principles of sustainable economic development, we can show companies all across the globe (including those already here) the benefits of locating and growing in South Carolina. We believe that the following reforms are practical means of enhancing those benefits.

LEGISLATIVE REFORMS

In last year's executive budget, we stated:

It is our view that South Carolina must reform three key areas if we are to create a more business friendly environment: income tax rates, tort liability, and the administration of the state's workforce investment funds.

We are happy to report that during the 2005 legislative session, all three areas were addressed to some degree. It was also a landmark year for the state's small businesses. Our hopes are that these items as well as additional reforms will be reviewed and updated during the 2006 Session in our ongoing effort to improve the business climate in our state. We discuss each of these in detail below.

Tax Cut for Small Businesses

Recognizing the administrations long standing position on the current tax rate for small business, the General Assembly rightfully sought to decrease the tax burden on small business during the 2005 legislative session. Effectively, we reduced the income tax rate paid by S-corporations, LLCs, partnerships, and sole proprietors from seven percent to five percent over a four-year period. When fully implemented, this reduction will put nearly \$200 million back into the hands of small-business owners. While this is a great step in the direction of tax relief, we continue to believe more needs to be done. In looking at South Carolina's tax code, we believe our relatively high income tax rate stymies economic growth. This belief was shared by our friends in the House of Representatives who twice passed our proposal to decrease the state's uncompetitive income tax rate for all South Carolinians.

We effectively have the highest income tax rate in the Southeast when applying the rate to the 2004 state per capita income of \$27,172. Our proposal would give South Carolina an ending top marginal rate of 4.75 percent. This rate would put us just above the current Southeastern and United States averages for income tax rates being paid on per capita income. From a competitive standpoint, we would prefer to fall below the Southeastern average, but at the very least, it is imperative that we bring our rate down so that we are on par with our neighboring states. Failure to do so will keep us at a competitive disadvantage.

Civil Justice Reform

A much needed and sought after reform of the state's criminal justice system took a step forward in 2005. This was the first comprehensive reform in our state's tort system in recent history. Even with the great strides we have made, current law does not provide any stability or predictability with regard to damage limits. So called "deep pockets" continue to be the target of lawsuits without merit in hopes of landing a large judgment. Further, our system still prohibits defense attorneys from introducing into evidence whether a plaintiff was wearing a seat belt in an automobile accident. Not wearing a seat belt is against the law in South Carolina, and juries should have the right to know if the plaintiff's illegal behavior contributed to his/her damages.

As South Carolina competes in the global marketplace for jobs and intellectual capital, our lawmakers should continue to reform our state's tort laws to create a more equitable civil justice system and a friendlier business climate. As our neighbors pass tort reforms, South Carolina remains at a competitive disadvantage when compared to foreign markets and states that have improved tort liability systems and put reasonable limits in place.

Venue, statute of repose, frivolous lawsuits, and joint and several liability – all significant accomplishments, and all are improvements to the business climate in South Carolina. However, much work still needs to be done. Thirty-two states have enacted punitive damage limits, such as: Alabama, Georgia, North Carolina, Florida, Mississippi, and Louisiana. Twenty-three states have enacted limits on non-economic damages, such as: Georgia, Florida, and Mississippi. Meaningful tort reform will not exist in South Carolina until we address these types of damages.

Our plan for change sets reasonable limits on non-economic and punitive damages in an effort to standardize the amounts awarded by juries and thereby control the potentially explosive costs of liability insurance. We also need to close the loophole in the seat belt law that keeps relevant information away from juries. Ultimately, we believe civil justice reform should be anchored by a philosophy that our tort liability system be based on common sense and fairness, minimizing barriers to economic growth.

Workforce Investment Act

The Workforce Investment Act (WIA) of 1998 provides the framework for a unique national workforce development system designed to meet the needs of both the nation's businesses and the needs of job seekers or those who want to further their careers. WIA focuses on meeting the needs of businesses for skilled workers and the training, education, and employment needs of individuals. Key components of the Act enable customers to easily access the information and services they need through the "One-Stop" system, empower adults to obtain the training they find most appropriate through Individual Training Accounts, and ensure that all state and local programs meet customer expectations.

By way of Executive Order, the federal Workforce Investment program representing over \$60 million in federal money was transferred to the Department of Commerce last

year. This move allows the primary job creation agency – Commerce – to better coordinate with other training and business partners. Also, this allows the agency to ensure that the dollars being spent are directed at training workers for the types of industry we are actively recruiting. Using the clustering concept, it is much easier to focus these funds on existing clusters that we are looking to expand.

Commerce works on economic and business development as well as on community and rural development so it is a natural fit to add workforce development into their strategies for the state. Again, this allows the agency to direct dollars to the industries that are being recruited. Through WIA, the Department hopes to create opportunities for individuals and businesses to succeed in a global economy through public-private partnerships that link business, education, and employment.

Workers Compensation

With the reality of rising premiums and the huge assessments associated with the Second Injury Fund, workers compensation reform is one of the single biggest concerns of the business community. As workers compensation costs increase, companies are making the tough decision to pay the premiums or cut back on staff. If economic prosperity is ever to take hold in South Carolina, we must reform our current system.

Rates

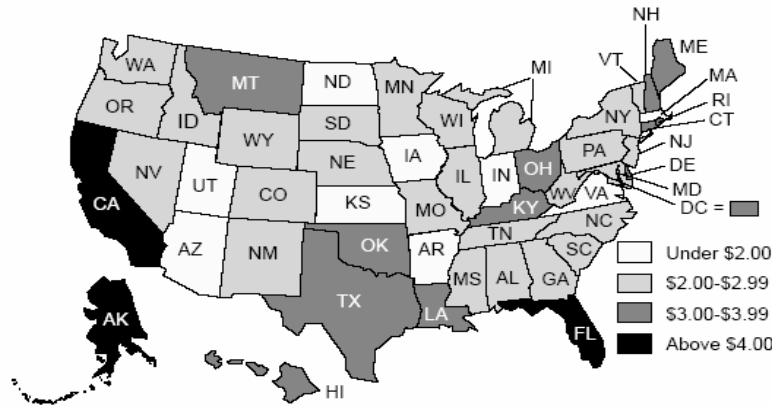
In 2002, South Carolina ranked 42nd in the nation in workers compensation premium rates at \$1.82 per \$100.00 of payroll – up from 49th in 2000. In 2004, national premium rates ranged from a low of \$1.06 in North Dakota to a high of \$6.08 in California. South Carolina rose from 42nd to 39th with a premium rate of \$2.08 per \$100.00 in payroll. If you add to that the National Council on Compensation Insurance's proposed 32 percent increase, South Carolina jumps into the top twenty states with the highest premium rates in the nation. Certainly that is literally too high a cost for our employers to pay when we also expect them to create jobs, invest in our communities and provide the tax base for our schools.

Workers' Compensation Rates – Comparison to Southern States

2004 Ranking	2002 Ranking	2000 Ranking	State
3	2	1	Florida
6	16	24	Kentucky
9	7	2	Louisiana
14	5	7	Texas
15	19	11	Oklahoma
19	12	18	Alabama
24	24	13	West Virginia
25	29	31	Tennessee
32	24	42	North Carolina
36	33	30	Mississippi
37	28	21	Georgia
39	42	49	South Carolina
47	49	51	Virginia
48	47	40	Arkansas

The current system is an impediment to its “customers.” There is a great need for statutory and systemic reforms to better serve the injured workers and the employers of this state.

Figure 1: 2004 Workers’ Compensation Premium Rates



Note: Premium rate index per \$100.00 of payroll.

Reforming the System

A successful and effective workers compensation system has a direct impact on the cost of doing business in South Carolina. Reforming the current system to create an efficient forum to serve our state’s injured workers has a positive impact on both the injured worker and the employer. It is important that we address some level of reform in the 2006 legislative session that will have an immediate impact on rates. Overall, the system needs a larger review that could bring changes for years to come. It is with these goals in mind that in July 2005 we appointed a Workers Compensation Task Force, consisting of business, insurance, legal and medical representatives to examine the rising premiums, current laws, the existing claims and appeals process, the current level of oversight at the Commission, and to make recommendations for improvements in the overall workers compensation system.

The proposals of the task force, which are listed below, range from reforms that directly address rates to changes in case law that serve as roadblocks to progress. This administration, along with organizations, such as the South Carolina Manufacturers Alliance and the South Carolina Chamber of Commerce are committed to meaningful change in a system that could limit the ability of businesses to grow and prosper in our state for years to come. We recognize that “fixing” the workers compensation system in South Carolina is an extensive undertaking and one that would require more research and attention than could be given in one legislative session, but we feel strongly that significant reforms can and should begin now.

1) ***Dissolve the Second Injury Fund***

Carriers and self-insurers are currently facing skyrocketing assessments from the Second Injury Fund. While assessments have continually risen over the last few years, businesses are now looking at a more than 100 percent increase

in the assessment over last year. Predictability and stability in the system are vital components of a workable system. Every self-insured employer, fund and insurance company employs actuaries, financial analysts and accountants to predict rates and assessments and none of them could have ever foreseen this type of increase. Increases like the ones businesses are currently facing will likely be passed on to the citizens of this state in the form of higher prices as they purchase food, clothing, housing, and fuel. Without a system that more fairly represents what is happening in the marketplace, we continue to believe that the time has come for the orderly dissolution of the Second Injury Fund.

Dissolving the Fund in no way prevents an injured claimant from collecting benefits they deserve; the fund reimburses employers or their insurers for workers compensation payments to workers with pre-existing conditions who experience a subsequent injury. We need to simply level the playing field for businesses in South Carolina if we want to continue to compete in a global economy. Since 1992, seventeen states have abolished their Second Injury Funds.

Alabama	Kansas	Oklahoma
Colorado	Kentucky	Rhode Island
Connecticut	Maine	South Dakota
D.C.	Minnesota	Utah
Florida	Nebraska	Vermont
Georgia	New Mexico	

Employers know that the costs for the fund greatly outweigh any potential benefit received and that the Fund has outlived its usefulness. Payments to employers from the fund are being driven up not only by increasing wages and medical costs, but also by a dramatic increase in claims accepted by the Fund. When added to the proposed double-digit workers' compensation premium increase, these costs hurt the bottom line of both large and small businesses. Assessment increases threaten the business climate by taking money away from activities like job creation. Last year 98 percent of companies that contributed to the Fund received no reimbursements. This means that small businesses that have fewer accidents and companies that do not have the resources to manage the paperwork and administrative hurdles associated with processing reimbursements contribute far more than they will ever recover from the Fund. The orderly dissolution of the Second Injury Fund is a positive step in the direction emphasizing this administration's commitment to a healthy business climate.

2) ***Reform of the Workers Compensation Commission***

The Workers Compensation Commission currently consists of seven (7) commissioners appointed by the Governor and approved by the Senate, with the Governor naming the Chair; however, this Chair has no more authority

than the other commissioners. Contested cases are tried before a single commissioner, whose decision can be appealed to a panel of three (3) of his or her fellow commissioners. There is no consistency of awards by commissioners and, moreover, there are no objective standards upon which disability determinations are made. (There are reports of awards that disregarded expert medical testimony in favor of the lay testimony of the injured worker, took into account geographic location and considered Second Injury Fund eligibility to increase the amount of an award.) There is also little use of the mediation process to resolve claims.

a) ***Restrict Repetitive Trauma Claims***

Court cases and Commission decisions have liberalized and expanded the definition of “accident” to include conditions that are the natural result of the aging process. Additionally, the requirement that an “accident” be identifiable to a time and place of occurrence has been eliminated and there is no statute of limitations for bringing these claims. As a result, the workers compensation system is absorbing costs for claims never contemplated for conditions experienced by the general public in the course of the normal activities of day-to-day life. The definition of “accident” should be restored to its original and intended purpose and repetitive trauma injuries should be subject to objective standards that permit apportionment for non-occupational causes.

b) ***Eliminate the Presumption of Total and Permanent Disability for Certain Back Injuries***

Current law imposes an irrefutable presumption that a 50 percent or more loss of use of the back is a total and permanent disability, regardless of the injured worker’s occupation or whether he or she is able to return to work. This presumption is fundamentally illogical on its face and encourages “doctor shopping.” Some workers with a 50 percent loss of use may be totally and permanently disabled and the law should allow that worker to present evidence to that effect and should be compensated accordingly. Other workers, however, will not be totally and permanently disabled as a result of a 50 percent loss of use of the back and should not reap a windfall because of a flawed provision in the law. These excess payments result in higher costs that are passed on to employers and, ultimately, to consumers.

c) ***Foster better communications with medical providers***

Out of an abundance of concern regarding patient privacy concerns, the current South Carolina law contains overly broad restrictions on employer or insurer representatives’ communications with medical providers regarding the injured worker’s ability to return to work, light duty programs, etc. Companies are limited to taking the deposition of

the medical provider, which is a cumbersome, ineffective and expensive process. There is ample evidence that the sooner an injured worker returns to work, the better the healing process. The focus of the workers compensation system should be to return injured workers to work as quickly as possible and Brown v. Bi-Lo undermines that goal.

d) ***Restrict non-expert testimony***

Current law allows non-expert testimony (i.e., that of the injured worker) concerning a medical condition. It goes without saying that this results in inappropriate and excessive awards that drive up the overall costs of the workers compensation system.

e) ***Return the Workers Compensation System to a True No-Fault System***

As originally enacted, workers compensation laws were intended to replace a share of the injured worker's lost income and cover his or her related medical expenses, and to do so efficiently. Additionally, the system should create incentives for employers to promote safety and for employees to return to work. Workers compensation is a "no-fault" system in that the injured worker does not have to prove that his or her injuries were caused by the negligence of the employer. In exchange, the injured worker receives prompt and predictable benefits. In what should be a non-adversarial environment, there is no need for substantial attorney involvement. Yet, South Carolina has a very high rate of attorney involvement compared to other states and attorney's fees are much higher than those in other states. Many attorneys claim that the mere fact of their representation does not prove that claim costs are increased. However, the fees paid to attorneys either take money from the injured worker or drive-up the cost of the claim; there is no other explanation. We should enact legislation to create a consumer-friendly environment at the Workers Compensation Commission (other states have ombudsmen or other neutral representatives to assist injured workers in navigating the claim process), discouraging frivolous proceedings and limiting attorneys' fees.

MOVING FORWARD

This administration has applauded the efforts by Secretary Bob Faith and his staff at the Department of Commerce to cut unnecessary spending on such items as:

- Duplication of services – to generate more dollars for front line services, staff assistants and middle-managers were eliminated, saving \$1 million annually;

- Office consolidation – moving from four floors to two, saving \$264,000 annually; and
- Fractional ownership in a jet, saving \$152,552 annually.

Now that some of the more extraneous expense has been removed from the budget, it is time to direct the necessary funds to the agency for us to compete in this global economy. This requires a level where there are enough project managers to handle the prospects, the right recruiting tools in the “tool box” and a marketing campaign that will inform anyone around the world of the benefits of doing business in South Carolina. To address these needs, we are proposing an increase of more than \$12 million to the Department of Commerce’s budget for the following items.

We recommend adding staff to focus on lead generation, marketing, and project management for both recruitment and existing business retention and expansion. We also propose an additional staff person to assist the Small Business Ombudsman with external communication. This office, started in December 2003, fields an average of 500+ annually from individuals wanting to start a business, or companies wanting to grow a business. The office acts as a facilitator, connecting public and private sector resources with small business needs. They also act as a catalyst for connecting and creating new resources that support small business.

Additionally, unlike South Carolina, many other states have discretionary funds they call “deal closing funds” that are used when trying to lure new companies or plants. We propose to level the playing field by dedicating funding to the Department of Commerce to be used to close the deal. Often we remain competitive until the very end when other states throw additional value-added items on the table to sweeten the deal. We have no such opportunity due to the restrictions placed on our recruitment funds.

Other states use these funds to acquire land for a project or front cash to the company rather than running them through a credit or incentive program. From our vantage point, unfettered discretion is not always in the best interest of the taxpayer. However, the Department of Commerce needs more resources from which to draw when competing for projects. As well, since the Department of Commerce is a Cabinet level agency, we feel confident that there would be a level of accountability. Monies spent to prepare the site would be built into the purchase price of the property so the state recoups funds expended when the transaction is complete, maintaining a consistent economic development tool.

Southeastern competitive states with such funds include:

- Florida: \$10 million, 2005-07, “Quick Action Closing Fund”
- Louisiana: \$10 million, 2005-06, “Rapid Response Fund”
- Mississippi: \$7 million, 2005-06, “Ace Fund”
- North Carolina: \$6 million, 2005-07, “One North Carolina Fund”
- Virginia: \$17.5 million, 2005-06, “Governor’s Opportunity Fund”

We propose first year funding of \$7 million. The fund should be made whole annually, returning back to the starting amount of \$7 million. Depending on the use of the dollars, the amount needed annually would change.

For our economy to continue to grow in today's global marketplace, we believe that the playing field must be bettered for all businesses. This administration's comprehensive approach to business development focuses on lowering taxes for small businesses and individuals and improving the overall conditions for business to grow. While 2005 was a great year for business, we must not stop with just those successes. We need to once again center this legislative session on business friendly legislation. We look forward to working with our friends in the Legislature to do just that.

Meet the Health Care Challenge

Meet the Health Care Challenge

He who has health has hope; and he who has hope has everything.

– Arabian Proverb

Health care encompasses approximately 34 percent of the state budget and greatly impacts the quality of life in South Carolina. Dealing with the rising cost of health care is one of the biggest challenges we face in preparing this budget.

The Past Year

We had several successes in the last year that will have a positive effect on the health of our citizens.

- Working with the General Assembly, we passed into law a comprehensive medical malpractice reform bill that places a reasonable cap on punitive damages and puts an end to the practice of “venue shopping,” where would-be plaintiffs search for a friendly judge and jury. This will help bring down the cost of insurance for health care providers and reduce the incentive for doctors to practice “defensive medicine” which drives up health care costs.
- We also proposed and the General Assembly approved a \$1 million increase in the budget for early treatment of breast and cervical cancer for low income women. This will help lower the age at which these women can seek treatment from 47 to 19.
- Often, lifelong habits are formed in childhood. With that thought in mind, the General Assembly passed a comprehensive physical education bill to help children become more physically active.
- Working with the Administration, the Department of Health and Human Services put together our “South Carolina Healthy Connections” Medicaid transformation plan that is already being hailed by health policy experts across the country as a model for getting better health results while putting Medicaid on firm financial footing.

While these successes are a step in the right direction, several challenges remain. South Carolina currently spends too little attention to investing in our health on the front- end through prevention efforts, which leads to more health care dollars being spent on expensive trips to the emergency room and institutional care on the back-end. We also scatter scarce Medicaid dollars over too many state agencies. Health care funding is a finite resource; money wasted on unnecessary administrative burdens or inefficient care

is money taken away from important services for our citizens. We can and must do better.

Prevention

Many of South Carolina's problems with health care are the result of poor choices. The Center for Disease Control and Prevention has stated that: "Three modifiable health-damaging behaviors – tobacco use, lack of physical activity, and poor eating habits – are responsible for much of the inordinate suffering and early death of millions of Americans. In fact, approximately 33 percent of all deaths (about 800,000 deaths) in the United States can be attributed to these behaviors."

It's hard to argue that South Carolina being eleventh in the nation in smoking is not directly related to our being 14th in prevalence of lung cancer, or that being 12th in the nation in adults who engage in no physical activity does not lead to our being eleventh in obesity. Stroke and diabetes are partially caused by a poor diet. A recent study found that 82 percent of men, 71 percent of women, and 83 percent of high school students in South Carolina eat fewer than five servings of fruits and vegetables per day. So it should not be surprising that we are second in stroke death and fifth in prevalence of diabetes. We are a little better (23rd) in heart disease, but still in the unhealthy half of the country on that front. This administration will continue to encourage our citizens to make healthier choices in their day-to-day lives and thereby work to reduce the rate of health care spending.

Healthy SC Challenge

If we improve the quality of our diet and exercise, we will get better results in the form of lower rates of chronic diseases. We believe that increased awareness of the need to make better personal choices about our health will benefit us all. Therefore, in May 2005, we launched the Healthy SC Challenge, a results-oriented initiative that will reward the county with the best overall improvements in increased physical activity and decreased BMI statistics (weight) and smoking rates. This coming spring, we will invite the residents of the winning county (yes, all of them!), to celebrate at the Governor's Mansion. People can check where their county ranks by logging onto the Challenge's website at www.healthysc.gov. As a result of this effort, there are great collaborative efforts going on all across the state. Examples include South Carolina Bank and Trust Company's new wellness program in 14 cities, Dr. Marcus Newberry's Upstate health care solutions weblog, Erskine College's "Erskine on the Move" healthy living program and Charleston Channel Two News' "Low Country Challenge." While one county will come to the Mansion, all 46 counties can win in this competition by making a healthy change for the better.

Prevention Partnership Grants

Most of the dollars spent on health care in South Carolina are for treating medical conditions, the majority of which are highly preventable chronic diseases. We believe it

is important to focus on strategies that reduce the incidents and costs of preventable diseases. Toward that end, we proposed a \$5 million Prevention Partnership Grants Program at the Department of Health and Human Services. The General Assembly agreed to fund \$2 million to begin the program.

Grants must be awarded through a competitive process to government agencies, private foundations, and/or non-profit organizations that operate preventive health programs with documented outcomes. To prevent duplication, the Department will function as a clearinghouse for all of the state's prevention and healthy lifestyle activities. Several grants were awarded this past year to successful programs across the state, from Charleston to Chesterfield County to Anderson to Oconee County. We will continue to support finding and funding prevention ideas that work rather than building more bureaucracy.

Smoking Cessation

Many private programs are offering smoking cessation programs with premium incentives because it makes good business sense. Healthier workers are more productive workers. Therefore, last August the Budget and Control Board voted to include smoking cessation as part of the State Employee Insurance Program, and the program began on January 1, 2006. It is our hope that a good number of our employees who smoke will take advantage of the new program.

In 2007, premiums could increase by approximately ten dollars per month. However, to encourage use of this new program, we propose that non-smoking employees, including those who complete a smoking cessation program and remain off tobacco afterwards, have their monthly premiums frozen for the second straight year. According to Budget and Control Board analysts, savings from reduced smoking-related illnesses would more than offset the increased cost of this service by its second year of operation.

According to the Center for Disease Control, the health benefits of quitting smoking are numerous, and many are experienced quickly. Within months, coughing and other respiratory symptoms decrease and lung function increases. One year after quitting, excess risk for heart disease is reduced by half. The chance to have their monthly premiums frozen for another year is another incentive that we hope will encourage more of our employees to make a healthy choice regarding tobacco use.

Improving Medicaid: South Carolina Healthy Connections

Across the nation and here at home, Medicaid is consuming an ever-increasing portion of state budgets. In 2000, \$1 out of every \$7 that South Carolina spent went toward Medicaid. This year, it was \$1 out of every \$5 spent. A decade from now, \$1 out of every \$3 we spend will go toward Medicaid. This brings us to the central question before us: With rapidly increasing costs, how do we continue to provide health care for some of our state's neediest citizens? Do we simply cut people from Medicaid rolls like other states

have done? Or, do we make cuts to other critical state services like education and law enforcement?

Given those two options, we have chosen to instead take a third path – stop administering Medicaid as a one-size-fits all program, give individuals a choice in their health care plans, and empower them to pick the plan that best suits their needs. Doing this will ensure better health care outcomes, and at the same time help rein in the cost of a program that before long will be growing at a rate faster than new government revenue.

Our plan will provide a range of options for Medicaid recipients. One choice would be a pre-paid plan, something already offered by many private sector employers, and which a recent Harvard study found effective in reducing racial disparities in most areas measured. Second, a Medicaid recipient could choose a medical home network, which would let them begin a relationship with a family physician. Third, we could help a recipient buy into their employer's health care plan. Finally, some recipients could get a health care account that could be used to directly pay for health care services.

We are pursuing this reform with a couple of things in mind. First, we believe tailoring Medicaid benefits to the patient will improve the quality of patient care. *Governing* magazine (basically a non-partisan trade journal for state governments) ranks South Carolina fourth in the nation in state and local spending on health and hospitals. The United Health Foundation now ranks South Carolina tenth in the nation in public health care spending, yet we rank only 46th in the health of our citizens. This is due in large part to Medicaid recipients not having a regular primary care doctor who knows them and understands their needs. Medicaid clients visit the emergency room 66 percent more often than other South Carolinians. Emergency room care is both much more expensive and far less personal than seeing a family doctor.

Second, we believe that our plan will rein in costs. Better results and lower costs have been achieved in other states where Medicaid recipients have been empowered with choices. In 1998, Arkansas started a program to give consumer-directed benefits to Medicaid disability patients. Five years later an audit showed clients were more satisfied with their caregivers, there was a decrease in unmet needs, and caregiver neglect dropped by 38 percent. In Colorado, another pilot program allowed disabled Medicaid clients to hire and fire their own caregivers. Quality of care and patient satisfaction are up, and costs have decreased. Colorado plans to expand its plan to 33,000 Medicaid recipients statewide in 2006.

Medicaid is growing at an unsustainable rate, and unless change is made the state is going to be forced to cut benefits and beneficiaries down the road. By reforming the system now, we can both improve the services Medicaid recipients are getting, and put the growth of Medicaid spending on a more stable and sustainable path. Both recipients and taxpayers will benefit from a more results-oriented Medicaid program that provides the quality and responsiveness recipients need and the efficiency taxpayers deserve.

Health and Human Services Agency Restructuring

Our largest obstacle to improving health care in South Carolina continues to be the fractured health care system we have within state government. Currently, we have five separate government agencies, answering to four different authorities, providing health services. Many of the programs and services in these agencies overlap in functions and lack coordination. In addition, the administrative burden of operating those agencies takes dollars away from the frontline services that provide expedient and adequate care and protection to the patient. In our restructuring proposal, we overhaul the health care agencies into two separate cabinet-level agencies:

- 1) The Department of Health Services, to provide coordinated health service to clients, and
- 2) The Department of Health Oversight and Finance, which would act as the single point of contact with the federal government and with patients, and would monitor the quality of services being provided by the Department of Health Services.

Though a much larger restructuring bill is key to improving the accountability within state government, this administration strongly supports restructuring the state's health care and human services agencies. Our Health Care Restructuring Plan is discussed in greater detail in the "Fix the Structure" section of our budget.

Improve K-12 Student Performance

Improve the Conditions for K-12 Student Performance

Every generation must prepare the next generation for the challenges that lie ahead. We believe each educational purchase should be viewed in terms of its contribution to preparing South Carolina's students for life in the 21st century. However, technology has expanded our competition beyond the regional or national level to an international level. The next generation will need to compete for business and against business on every corner of the globe.

To fulfill this task, we have established four goals: increase the high school completion rate; increase participation and achievement in rigorous courses; reduce the achievement gap while improving academic performance of all students; and improve the efficiency with which education dollars are spent.

Governor Sanford's Goals for Improving K-12 Student Performance are to:

- ✓ Increase the high school completion rate.
- ✓ Increase participation and achievement in rigorous courses.
- ✓ Reduce the achievement gap while improving the academic performance of all students.
- ✓ Improve the efficiency with which education dollars are spent.

Increase the high school graduation rate.

South Carolina's graduation rate is unacceptable. We will not progress as a state if half of the students who start high school fail to finish four years later. In order to solve the problem, we must first be able to recognize and acknowledge where we fall short.

In June 2005, The Education Trust released a report entitled, "Getting Real About Grad Rates: How States Play the Numbers and Students Lose" which identified South Carolina's official numbers to be significantly different than criteria developed by the Urban Institute. According to this report, our graduation rate (78 percent) was inflated a full 27 percentage points above the actual graduation rate (51 percent). The adjusted calculation moved South Carolina from 40th in the nation to **dead last**.

For this reason, in 2005 Governor Sanford joined a bipartisan coalition with 49 other governors to sign the National Governors Association Compact on High School Graduation (The Compact). As part of The Compact, we have committed to calculating graduation rate as follows:

$$\text{Graduation rate} = [\text{on-time graduates in year } x] \div [(\text{first-time entering ninth graders in year } x - 4) + (\text{transfers in}) - (\text{transfers out})]$$

Second, we need to educate our students so that each child has a real chance to graduate. An Education Oversight Committee survey indicated that a leading factor

contributing to our abysmal dropout rate is a lack of preparedness among our entering freshmen. The survey found that among other problems, most of the respondents had not mastered the fundamental Math and English skills necessary to succeed in high school. They simply were not ready.

Improving our graduation rate will also require that we connect success in school, particularly high school, to a better quality of life upon graduation. This administration has committed to improving this outcome in two specific ways:

- 1) The Education and Economic Development Act – In the past two executive budgets, we proposed funding Pathways to Prosperity through the technical college system to begin funding more aggressive drop out prevention programs. In May 2005, Governor Sanford signed the Education and Economic Development Act which helps students identify career clusters and gives schools more tools in putting students on a career path. In this budget, we commit the full first-year funding for the legislation.
- 2) Jobs for South Carolina's Graduates – Through the Governor's State Workforce Investment Board at the Department of Commerce, the administration secured \$2 million of federal Workforce Investment Act money to develop Jobs for South Carolina's Graduates. The program, announced in June, established three-year pilot programs in 14 South Carolina schools to identify at-risk children and work with them on a career path. The program is based on the national affiliate, Jobs for America's Graduates, started by former Delaware Governor Pete DuPont. South Carolina became the 36th state to start this program and it enjoys support by a bipartisan group of Governors around the country.

We believe these two programs will have a positive impact on graduation rates, but there is more that needs to be done.

Increase participation and achievement in rigorous courses.

Our current and future global competitors are not racing us to the bottom. They are racing us to the top by challenging their students with a curriculum that pushes them to excel. Our competitors are able to do this in part because they lay a strong foundation early. As the Heartland Institute points out in "World Class Standards," South Korea is so committed to ensuring that all students begin learning early that starting in 2007 all parents – regardless of income – are eligible for a voucher that they can use to pay for not just childcare but state approved early developmental education programming. South Korea is willing to leverage all of the educational capacity at its disposal to prepare its students to compete.

South Carolina's position in the global economy will be determined by the rigor of the education we give our students. Our budget plan invests in activities that will help us develop a competitive advantage. To accomplish the goal of increasing participation and success in rigorous courses, we fund activities that challenge students who are

proficient, remediate students who have already fallen behind, or ensure that early childhood students have a strong foundation.

In order to measure South Carolina's progress towards this goal, we will evaluate participation rates in college preparatory courses, dual enrollment programs and Advanced Placement courses. In addition to measuring high school rigor, we will track middle school enrollment in credit bearing courses. We will also analyze student performance on the SAT, ACT and AP exams as indicators of success.

Reduce the achievement gap while raising the performance of all students.

In education there are two achievement gaps to overcome. One is represented in performance differences between more affluent students and students who come from low-income households. Another achievement gap is represented by the differences in the performance of Caucasian and Asian American students compared to African American and Hispanic students. These gaps present two key challenges, the first being that the reasons for these gaps are complex. For example, in "The Performance of Historically Underachieving Groups of Students," the Education Oversight Committee highlights the fact that 25 percent of African American students enrolled in PACT grades attend schools where 90 percent or more of the students are in poverty. In such schools the achievement gaps work together to compound the difficulties associated with raising student achievement.

The second challenge of closing the achievement gap is the balancing act necessary to reduce the gap in a manner that represents true improvement in student achievement and not just a statistical phenomenon. A school could close the achievement gap between poor and affluent students by allocating its resources in a manner that causes a drastic drop in the performance of affluent students without raising the performance of impoverished students. This unintended incentive is one of many that can result from focusing on closing the achievement gap.

To avoid the unintended incentives of a poorly thought out goal, we purchase activities that contribute to closing the achievement gap while raising the performance of all students. What we aspire to accomplish is no small task. However, schools like those that are part of the nationwide Knowledge is Power Program show that the hard work of parents and teachers can combine with strong school leadership to nullify the impact ethnicity and poverty have on student achievement.

Progress toward this goal will be measured using scores on SAT, ACT, PACT and HSAP. We will also track state performance on the Nation's Report Card though it relies on testing a representative sample of students rather than the entire student population. The last statistical measure will be used to evaluate the time spent away from school due to disciplinary actions; our focus will be on expulsion rates, particularly among lower performing subgroups.

Improving the efficiency with which education dollars are spent.

Efficiencies are gained by eliminating expenditures on services that are not linked to a specific goal; reducing or eliminating expenditures that are associated with activities that have weak outcomes; minimizing duplicative services; or improving productivity. In education the purpose of increasing efficiency is to maximize the percentage of educational spending that is directed at the classroom. To increase our chances at reaching this goal, our budget focuses on funding the educational needs that are represented by student performance rather than on sustaining programs. Our decision to purchase educational activities is driven by a commitment to funding what works. There are activities that while inherently good are not essential to reaching the goals we have established.

For this reason, we recommend an increase of \$119,837,617 in new recurring dollars from general funds toward K-12 education. We believe these additional dollars should be directed to the frontline of education – teachers and classrooms – which is why we are funding teacher salaries at \$300 above the Southeastern average. Rather than offering an across the board salary increase, we believe students will be best served by requiring that districts institute a merit-pay system to determine the salary increase each teacher receives.

We are also recommending a Base Student Cost of \$2,367. It is important to emphasize that this number does not represent all funding dollars. Including local, state, and federal dollars, the Board of Economic Advisors has estimated total funding per student to be \$10,846 in FY 2006-07 – which is \$1,020 more than the FY 2005-06 estimate. Though the Base Student Cost is sometimes used as the ultimate measurement of education funding, we believe it is more important to consider all types of funding when making this analysis.

Although we have made some progress in educational performance due to the tremendous efforts of teachers, students, and parents on the frontlines, we should not ignore the achievement gaps that exist among South Carolina students, the rest of the nation, and even many parts of the world. We also recognize the need to reduce the achievement gaps that exist among minority students and other students in our state. To this end, bold changes are necessary to realize greater progress in achievement levels for all of South Carolina students.

Developing Our Purchasing Priorities

In order to develop our educational purchasing priorities, we first looked at the major indicators of success to determine whether our state is reaching its goal to see every child make academic gains in K-12 and attain a high school diploma. We have found that South Carolina is making some progress; however, there are many opportunities for improvement.

Having determined where opportunities for improvement exist, we next identified some proven or promising strategies that will enable us to set priorities for our purchasing plan and how best to achieve our goal. The strategies we identified are as follows:

Provide all students a customized learning experience. Before the school system can even begin to provide a student with the skill set they need, the child's mind has already been shaped by key forces, each varying in influence from one child to another. According to *A Mind At A Time*, these forces – genes, family life and stress level, cultural factors, friends, health, emotions, and educational experience – work together to shape how a child's mind works. Knowing that there are so many factors that shape how, when, and whether a child learns any given lesson, it stands to reason that an effective school system is one that offers a multitude of learning environments so that all parents have the options they need to find the right fit for their child.

Provide cost-effective service delivery. The extent to which quality education will be available for all children will be partially a function of the efficiency with which the educational dollar is spent. Money spent on administrative overhead and operating expenses strangles the flow of resources to the place where they are most needed – in the frontline classroom. An effective education system optimizes the balance between allocating resources to the classroom and to support services that have an indirect impact on student achievement.

Provide high-quality early childhood developmental education. Making certain that all children are well-prepared for formal schooling requires that developmental deficits are addressed by early childhood educational experiences. Academically focused pre-kindergarten programs, whether public or private, are crucial for children whose home environments are not preparing them for a successful early childhood experience. High quality early childhood developmental education will evolve as standards for developmental education are more clearly defined and communicated.

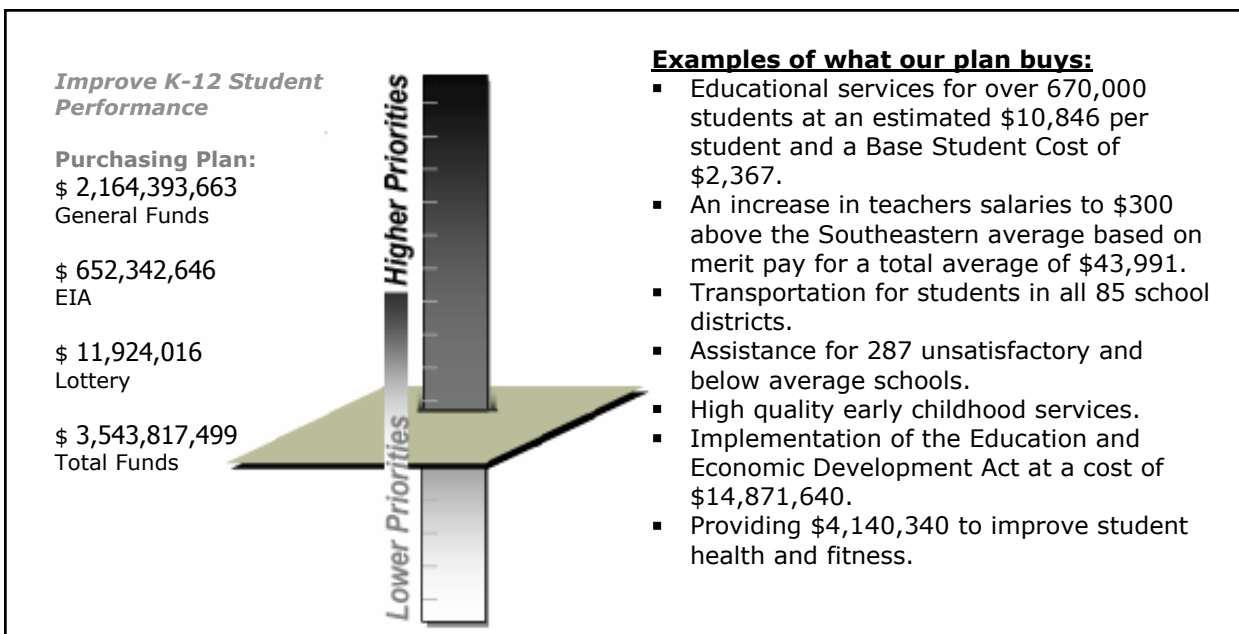
Provide valuable professional development. Professional development should be focused on improving student achievement. Ineffective professional development wastes the time of educators, exhausts resources of districts and schools, and unnecessarily drives up the cost of educating students. Effective professional development equips individual teachers with the specific skills they need to raise student achievement.

Provide a high-quality education experience. A quality education is one that challenges students to meet high expectations while engaging them in experiences that are relevant to the real-world. Irrelevant experiences or low expectations disengage students, contributing to low student performance.

Governor's Purchasing Plan – Highlights

We address the needs of K-12 education by purchasing the education services that are most needed by our students. While there are many activities within the education budget that have value, we think that most of our dollars are best spent following the student.

The following table identifies key purchases within our executive budget's total state K-12 purchasing plan. Detailed highlights of our purchasing plan are provided below the table.



Our Plan Buys:

Basic frontline education services for over 670,000 students served in the 85 school districts throughout the state. Our plan provides the required amount of funding per student according to the EFA. With funding of \$2,367 per weighted pupil unit distributed through the Base Student Cost formula, local school districts will be able to provide education services required for kindergarten through 12th grade students. As mentioned earlier, it is important to note that the total statewide funding per student will be much higher when considering total dollars allocated from outside of the EFA as well. We propose **EFA funding for this activity of \$1.8 billion.**

Funding the Education and Economic Development Act. Recently Microsoft Founder and CEO Bill Gates captured the attention of the education and business communities when he astutely pointed out that America's education system is obsolete. He argues that training students for the 21st century's global economy with an education system that was created during the early part of the 20th century is akin to trying to

teach a person about today's computers using mainframes from 50 years ago. Contrary to what a 20th century education would provide, today's global economy requires that every student receive a rigorous education that prepares them for life and work, one that is relevant to their individual goals and interests, and that provides them with the personal relationships they need to feel supported. The Education and Economic Development Act has the potential to offer each student in South Carolina an education that approaches what Bill Gates describes.

The Education and Economic Development Act is an effort to restructure elementary and secondary school curricula so that they are more focused on preparing students to participate in an increasingly competitive global economy. Its primary objective is to prepare every student to transition from K-12 education into the postsecondary world. By centering students' education around 16 career clusters, the Education and Economic Development Act can make it easier for students to find relevance in their coursework.

A key component in the implementation of the Education and Economic Development Act is the reduction of the guidance counselor to student ratio from its current level of 700:1 to 300:1. Combined with eliminating some of the administrative responsibilities guidance counselors bear, improving the guidance counselor to student ratio increases the likelihood that students receive the input they need in making decisions that will impact their life after high school graduation.

The Education and Economic Development Act can increase the chances that more students in South Carolina will receive a competitive education. To support the objective of the Education and Economic Development Act, we **recommend appropriating \$14,871,640** to implement the first phase of the legislation.

High Schools that Work is a school-wide improvement model in which more than 1,000 schools participate nationally. Each participant school focuses on implementing at least one of the High Schools That Work Key Practices. These practices include a rigorous curriculum, high expectations, instruction that is relevant to students' lives, research-based teaching strategies, and valuable professional development for leadership and teachers. Schools that participate in the High Schools That Work model improve student achievement on state and national standardized tests. The impact of the High Schools That Work model is so significant that the Education and Economic Development Act adopts its best practices for all high schools in South Carolina. We believe this program can continue to improve the performance of South Carolina's high schools that are currently participating in the program. We propose **\$1,000,000 in funding for High Schools that Work**.

Average teacher salary funding above the Southeastern average.

All of our policies are dedicated to providing the most resources to the front line of education – teacher pay and the classroom. However, as with all other areas of government, we believe that we should invest dollars in outcomes. So with this budget, we commit **an increase of \$63.0 million in total funding devoted to increasing teacher pay through a merit pay system**. The funding is equivalent to maintaining

the standard \$300 above the Southeastern average. School leaders that wish to increase teacher pay will be issued block grants that they can use to establish a pay for performance program in their schools. Leaders may choose to implement the Teacher Advancement Program that is already operational in districts in the state. They may also create their own model. Salary increases must be based on increased student performance on a nationally recognized standardized test as well as demonstrated teaching practices evaluated through classroom observations. By tying teacher pay increases to student achievement, South Carolina can more effectively reward teachers based on the quality of the work they provide.

Providing transportation for students to and from school. We understand the need to provide support for a state school transportation system which is crucial for those students that are unable to provide their own means of transportation. We propose to **increase funding for the transportation needs of our students by \$24 million amounting to \$114,687,501** in next year's budget. The increase in transportation spending is intended to fund fuel, parts and supplies so that our buses run more reliably. We base the proposed spending increase on the Budget and Control Board projected \$2.25 price per gallon for fuel in the 2006-07 fiscal year. We believe that once these needs are met, any remaining portion of the increased funding should be devoted to new bus purchases.

Despite our recommended funding increases in this area, we still feel school transportation can be provided more efficiently if it were competitively sourced from a private company. South Carolina is the only state in the nation that owns its own school bus fleet – a fleet of buses larger than Greyhound's. As a matter of fact, over 40 percent of the employees at the State Department of Education have jobs related to student transportation. While student transportation is certainly an important component of education, we do not think that it warrants 40 percent of the attention of the department. We believe that allowing the local districts and the private sector to provide transportation would allow our State Department of Education to better focus on educating students rather than transporting them as well.

In January 2005, a legislatively-created committee began considering following the lead of every other state in the country by transferring school buses, funding for school buses, and bus maintenance facilities to the local school districts. They are also considering issuing a request for proposals to see what private operators would charge to operate school transportation in each district of the state.

Unfortunately, the state has traditionally paid a higher price for school buses than the private sector. According to testimony before the school bus privatization committee, private operators typically purchase buses for \$46,000 to \$49,000 each – about \$10,000 less than we pay in South Carolina. It is our stance that the funds we provide during FY 2006-07 would be better used going to the districts to contract with private providers. Until the committee studying this issue and the General Assembly agree to implement private contracting for our buses, carry-forward dollars added to our recommended increase in bus funding could allow for a total of \$25 million to be spent on buses next year.

Funding the Student Health and Fitness Act of 2005.

The growing obesity epidemic amongst the youth of our country and our state is an area in need of improvement. While recess and Physical Education (P.E.) classes used to provide some exercise for students, our state no longer requires recess or P.E. in kindergarten through the 8th grade according to the State Department of Education Task Force on Student Nutrition and Physical Activity. The State Department of Education

issued a task force report on the need to improve the nutrition and increase the physical activity of our students. The Student Health and Fitness Act is an effort to combat the

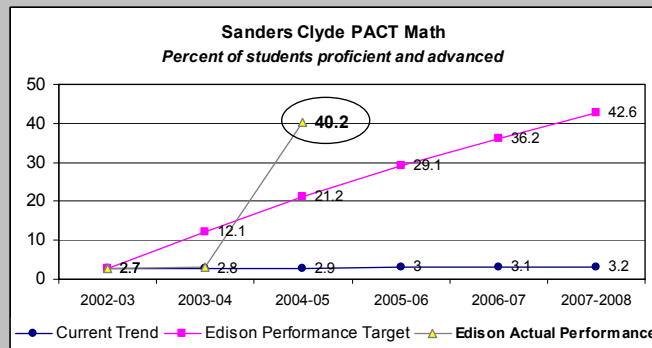
Partnering for Student Improvement

An exciting partnership with the Edison Alliance is in the process of turning around 13 of our state's historically under-performing schools. Over the last ten years, Edison has proven its ability to raise student achievement. In fact, over the last two years, over 61,000 students in the 25 states that work with Edison nationwide have improved their test scores by an average of 10%. Edison schools raise average test scores while closing the achievement gap that exists between African American and Caucasian students. Test scores of African American students in Edison schools improve at twice the rate of students in comparable schools.

South Carolina's partnership began in Allendale and Charleston with overall evaluations of the schools and agreed upon "Plans for Achievement" for each school. All classroom teachers were offered extensive summer training and will continue to receive intensive on-site training as well.

A critical element to the Edison plan is ongoing feedback on individual student performance through monthly computerized testing. Teachers are provided with continuous feedback and intensive support on using the data to adjust daily classroom practices to meet their student's needs.

This consistent tracking of outcomes also helps the districts hold Edison accountable for student results. As the contracts are based upon student achievement, the relationship with Edison can be terminated if the guaranteed results are not reached. The graph below provides an example from Sanders Clyde Elementary School showing the increased expectations for student improvement versus our previous trend. During the 2004-2005 school year students at Sanders Clyde elementary surpassed the Edison target by having 40.2 percent of the students scoring proficient or advanced on the math component of PACT.



We are fully committed to supporting innovative and effective results-based partnerships and would like to acknowledge both Charleston and Allendale for their willingness to think and act "outside the box" to provide better learning opportunities for their students.

growing health concerns that are emerging as a result of the declining health of the students in South Carolina. Starting at an early age, increasing the awareness of citizens about health choices can lead to a healthier South Carolina. We are encouraged by the passage of this legislation and propose **appropriating \$4,140,340** for its implementation.

Textbooks for over 670,000 students throughout K-12. While we recognize the crucial role high-quality instructional materials play in the education of a student, we are concerned that the textbook spending is increasing more rapidly than can be explained by student enrollment increases or inflationary increases. Considering the rising costs of textbooks, South Carolina needs to consider measures that will curb the growth in textbook spending. Many states are moving towards digitizing their textbook inventory. Doing so reduces the time and costs associated with updating textbooks. Digital textbooks can improve the efficiency with which teachers and students use instructional materials by providing a more interactive format that is a better fit with the ways in which students acquire information in today's technology driven world. We are providing the dollars to purchase the necessary materials that will meet state academic standards. We propose **funding this activity with \$51,350,587** in total funds, \$4.2 million of which we set aside to provide school districts an incentive to digitize a portion of their textbook inventory.

Assistance and accountability to the 222 "below average" and 65 "unsatisfactory" schools. We realize that all schools within South Carolina are not at the same level regarding academic performance. As such, many of the activities that we are purchasing during FY 2006-07 provide for the educational improvement of low performing schools. Programs such as the Teacher and Principal specialists programs as well as the Retraining Grants that have been issued under the Education Accountability Act have the potential to assist some of our lower-performing schools in improving the services they provide. Similarly after-school Homework Centers can be beneficial for students needing more attention than is given during regular school hours. While we certainly think it is important to give funding for additional assistance to below average and unsatisfactory schools, we question whether these programs are the most efficient and effective means of improving the academic performance for all schools. It is our goal to give schools performing below average or unsatisfactorily more alternatives so that they can close the educational gap between the schools that receive an Excellent rating and those that are rated Unsatisfactory or Below Average.

The 2005 Annual School Report Cards make it clear that our lower-performing schools need more technical assistance options than are currently being offered. These school ratings show that 32 percent of the schools in South Carolina received ratings that were lower than those earned in 2004. The number of schools rated unsatisfactory or below average rose from 188 in 2004 to 287 in 2005, representing a 52 percent increase in one year. While 57 schools in South Carolina improved their ratings, there remain several schools that are simply not improving at the rate necessary to reach the goals established by the Education Accountability Act.

One issue the state needs to address is the effectiveness of technical assistance programs in improving student academic achievement and in building local capacity to affect long term education reform. In 2005, the Education Oversight Committee issued reports evaluating the effectiveness of the Teacher Specialist program as well as the Retraining Grant program. Both programs represent massive investments made by the state in an attempt to improve the ratings of persistently low-performing schools. Each report pointed to the limited ability of the Teacher Specialist or the Retraining Grant programs to lead to sustained improvements in student achievement. Both programs were limited by the fact that low-performing schools suffer from high teacher, principal, and superintendent turnover rates. For instance, among schools receiving retraining grants, 50 percent of the teachers had been employed by their current school for less than five years. Furthermore 30 percent of the teachers had been teaching for less than five years. Both the Retraining Grants Program and the Teacher Specialist Program suffer from the fact that the investments made in professional development fail to become institutionalized because so many teachers take the training they receive to other schools.

Sustained improvements in schools that are in need of technical assistance will not occur unless the teacher and leadership turnover issues are addressed. Intermittent exposure to quality teaching will not improve the student achievement in our below average and unsatisfactory schools. We are recommending that additional choices will ultimately move these underperforming schools in the right direction. In order to assist these schools in overcoming the obstacles that have limited their success, we **fund technical assistance with \$43,000,000**. Our funding supports these schools in the following manner:

- Funding the 65 unsatisfactory schools at \$320,000 each – total funding – **\$20.8 million EIA dollars.**
- Funding the 222 below average schools at \$100,000 each – total funding – **\$22.2 million in EIA dollars.**
- Funding External Review Teams for low-performing schools – **\$826,800 in EIA dollars.**
- Funding Alternative Technical Assistance, which includes the contractual agreement between Allendale and Charleston schools and their school management provider- **\$2.4 million in EIA dollars.**

Rather than funding the Teacher Specialist, Principal Specialist, Homework Centers and Retraining Grants specifically, we propose that the portion of the technical assistance funding designated for those programs be provided in a more flexible manner. In our budget, we propose a more flexible system that will allow the school to decide which technical assistance program will be the most effective for them. Along those lines, we are excited about the positive gains that are occurring within the existing curriculum of the Teacher Advancement Program as well as the partnership between Allendale and Charleston schools and a school management provider. We feel that by providing options such as these, in addition to the current Teacher and Principal Specialist

Programs, more efficient alternatives will be available for schools with the greatest needs.

K-12 services provided through Educational Television. It is important that ETV continue to provide programs and services that educate our children. Many of these services are not just valuable to our children, but also to the parents and teachers who use them. In particular, we purchase Pre-K-12 Educational Services that train parents and provide programs for pre-school children to prepare them for school. We propose to **fund this activity with \$3,023,720** in general fund dollars.

Gifted and Talented Instructional funding for over 71,000 academically gifted and talented students. We feel that students who are academically or artistically gifted should benefit from a differentiated curriculum that provides them the opportunity to cultivate their talents. By providing these students with the individualized attention they need, we can increase the likelihood that our most talented students will be engaged by the curriculum that our schools offer. Challenging these students with innovative educational activities will help them reach their full potential, making them better suited to compete in today's global economy. It is our recommendation that we provide the resources to the 85 school districts to maintain this program. To fund this activity, we propose **allocating \$29,497,533** in EIA dollars.

Classroom supplies to 47,000 teachers throughout the state. It is important that our teachers are given the resources to educate their students. Providing them with the financial resources for classroom supplies will relieve many teachers from out-of-pocket expenses that may otherwise result. To fund this activity, we propose **to allocate \$12,500,000** in EIA dollars to the local school districts.

High quality pre-school programs that provide direct services for almost 25,000 children throughout the state. We feel that early education is an investment in a brighter future for South Carolina. First Steps works across our state to get kids prepared for school. Although it is a program that was started by the previous executive administration, we feel that by coordinating the services that are provided by state agencies and by fostering public private community partnerships, First Steps can help prepare our children for the challenges they may face in the future education system. For this reason, we strongly support the reauthorization of First Steps and recommend **appropriating \$25,739,409** to support its efforts.

Please see the Appendices for a complete listing of the Governor's Purchase Plan for this goal area and for a detailed listing of what our plan saves and what our plan does not buy.

Improve Our Higher
Education System and
Cultural Resources

Improve Our Higher Education System and Cultural Resources

Our goals for South Carolina's higher education system are to better prepare our young people for the challenges of a competitive global marketplace, raise the standard of living for South Carolinians, meet changing work force needs, and create economic development opportunities. To achieve these goals we believe our higher education system must be accessible, affordable and accountable. If current trends in tuition increases remain unchecked, many more South Carolinians will be unable to access our higher education opportunities and, in turn, be unable to survive in an increasingly competitive job market. If the 33 colleges and universities continue to remain unaccountable to an independent Commission on Higher Education, the system of higher education will remain uncoordinated, unaffordable and inefficient.

Our mission for higher education is simple: to provide quality programs at reasonable rates that result in educational opportunities beyond high school for any student who chooses to pursue higher education.

Our citizens enjoy a variety of cultural resources through our state's historic sites, arts agencies, and museums. The state is fortunate to have rich cultural opportunities and should support these opportunities by redirecting duplicative administrative funding to maximize the flow of resources directly to community arts and cultural programs.

Developing our Purchasing Priorities

In order to develop our purchasing priorities, we first looked at the major indicators of success to determine whether state government is currently reaching its goal to improve our higher education system and cultural resources. While South Carolina is making progress, there are many areas that need improvement. This section identifies the measures that help explain whether our state is or is not achieving our goal.

Governor Sanford's Goals for **Improving Our Higher Education System and Cultural Resources** are to:

- ✓ Provide for greater access and affordability of our Higher Education System.
- ✓ Provide for employability and quality of life opportunities for graduates.
- ✓ Provide for an efficient and effective statewide Higher Education governance structure.
- ✓ Provide for an efficient and effective statewide Arts/Cultural Agency structure

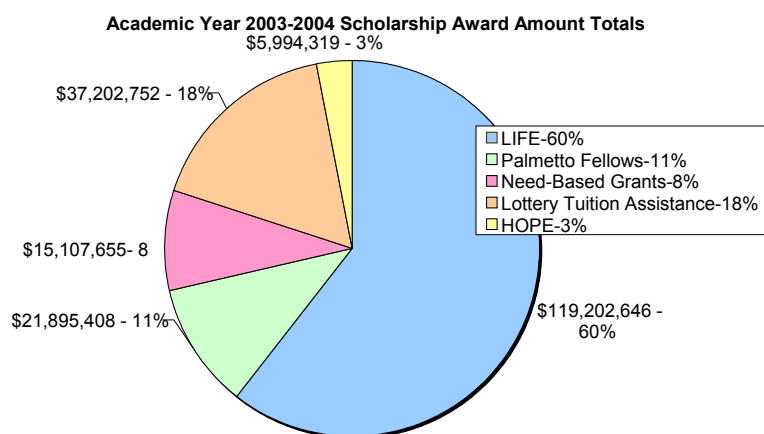
IMPROVE OUR HIGHER EDUCATION SYSTEM AND CULTURAL RESOURCES

Where We Are Succeeding

The number of degrees awarded has steadily risen at all levels of higher education. Over the last decade, we have experienced a 34 percent increase in the total number of degrees awarded by our public colleges and universities. With our state scholarship programs, an average of 91 percent of all students who receive a Palmetto Fellow's scholarship retain it the following year, including 87 percent of all freshmen who receive the award. With our LIFE scholarships, 66.4 percent of all recipients who receive the award after their freshman year in college retain the award; however, only half the freshmen who receive the award retain it the following semester. We have also experienced a slight growth in our higher education graduation rate of entering students, which is a key indicator of higher education success. These rates are measured nationally at the undergraduate level by considering first-time, full-time degree seeking students who complete degree requirements for graduation within 150 percent of normal time (six years for baccalaureate degrees and three years for associate degrees). In order to achieve this goal in the most efficient manner, our colleges and universities must continue to increase graduation rates and degree production at associate, baccalaureate, and graduate levels; particularly in fields critical to the information and technology economy.

Minority enrollment and success in institutions of higher education is also increasing. Over the past decade, participation by minority students has increased by 153 percent, while degrees awarded to African American men and women composed 21 percent of all degrees awarded in the state this past year.

LIFE, HOPE, and Palmetto Fellows scholarship programs provide awards ranging from \$2,500 to \$6,700 annually, reducing some of the tuition costs on parents and students. On the other hand, these scholarship programs have also made it easier for institutions to increase tuition rates. In order to make post secondary education more accessible for our students, additional resources should be allocated to awarding more need-based grants. Placing more emphasis on needs-based grants instead of merit-based awards can help close the established achievement gap that exists primarily along racial lines.



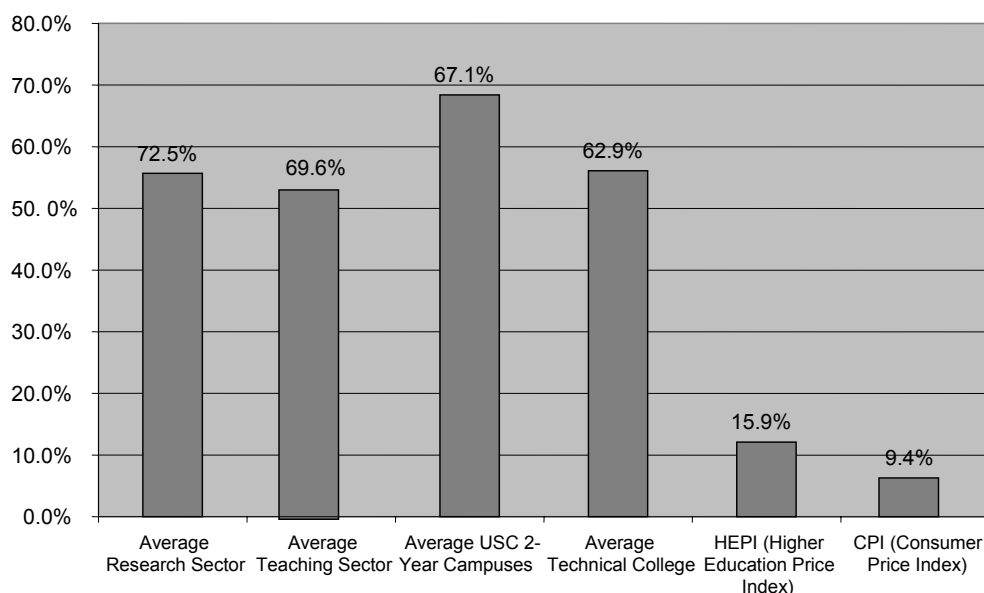
Opportunities for Improvement

Institutions of higher education must keep up with workforce needs. Like many states in our region, South Carolina is coming to terms with the loss of manufacturing jobs. This administration has focused on attracting higher-paying, knowledge based jobs. In order to be more successful at attracting those jobs, we need well-prepared graduates at varying degrees of education levels. There are four primary levels for preparedness: high school graduation, two-year degree completion, four-year degree completion, and graduate degree completion. If our state is going to be more competitive, we must increase the number of skilled workers currently available in the workforce.

Rising Costs of Higher Education

Having a top-notch post-secondary program will serve little purpose if our citizens cannot afford to participate. Double-digit tuition hikes in recent years are putting higher education out of reach for some in our state. South Carolina's higher education institutions continue to increase annual tuition and fees far above the national average. For FY 2005-06, the average increase at all four-year institutions was 11.4 percent compared to the national average of 10.5 percent. Over the past ten years, the average annual tuition in South Carolina has increased 45 percent and is currently the second highest tuition among all Southeastern states. According to the South Carolina Commission on Higher Education, the average tuition at our research universities has increased over 72 percent since 2001, and our teaching universities have increased over 69 percent in the same time period. As illustrated in the chart below, these increases dwarf the increases of the CPI and HEPI over the same amount of time.

2001-2005 Tuition Increases for South Carolina Colleges and Universities



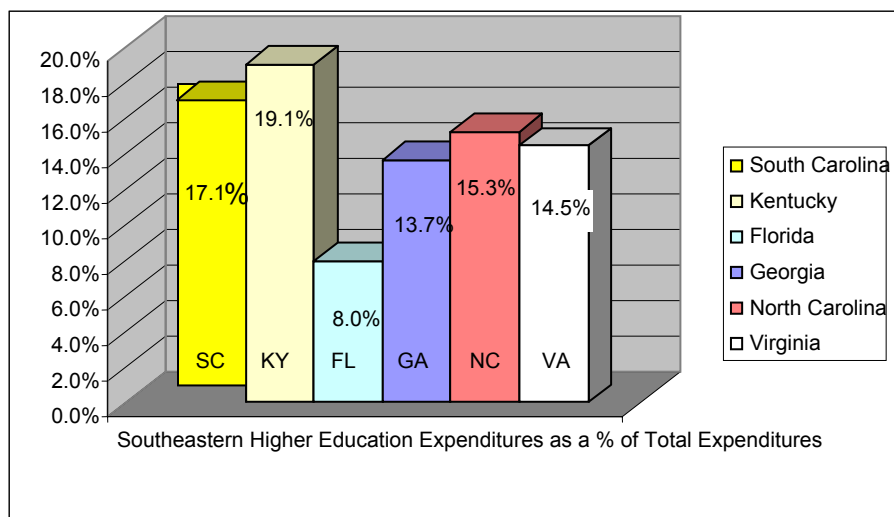
Source: South Carolina Commission on Higher Education

Analysis prepared by the Southern Regional Education Board (SREB) further illustrates the dramatic rise in tuition revenue. By comparing South Carolina's total tuition and fee revenue from 2001-2004 with similar data from other Southeastern states, SREB found that our state saw tuition and fee revenue grow by \$337.6 million over that time period – approximately 120 percent higher than the SREB average. Over this same time period, state appropriations have declined by 20 percent. It is important to note that South Carolina's increased contribution to post-secondary education through lottery funds is not reflected in the SREB appropriations research. The alarming rate at which tuition increases are outpacing both the decline in higher education appropriations, as well as our citizen's ability to pay for college is apparent and clearly demonstrates the need for cost controls and systematic reform.

The Need for Reform

In last year's executive budget, we proposed capping tuition and fee increases to the prior year's Higher Educational Price Index. Unfortunately, the General Assembly did not adopt our proposal. Even though not one South Carolina public institution has seen a reduction in its appropriations in the past two fiscal years, our state's four year research and teaching institutions increased their tuition by a combined average of 11.4 percent for FY 2005-06.

All of these increases have taken their toll on the average student's ability to obtain a higher education degree. In fact, the National Center for Public Policy and Higher Education recently gave South Carolina an "F" for affordability in their "Measuring Up 2004" higher education report. While some argue that our tuition increases are a result of reductions in state funding, in 2004 South Carolina had the second highest higher education expenditures as a percent of total expenditures among Southeastern states. Only Kentucky spent a higher percentage on post-secondary education. It is the belief of this administration that appropriate dollars are being spent on post-secondary education in our state. It is the manner in which these dollars are being spent that should be questioned.



A significant driver in our higher education tuition increases has been faculty salary. Most institutions generally pay salaries out of tuition revenues instead of from state appropriations. Because an increase in state-funded payroll is unaccounted for in the institution's state funding, a mandatory pay increase causes an increase in tuition as well. According to SREB, South Carolina has seen the third largest jump in average salary increases for full-time instructional faculty at public four-year colleges and universities from 1994-2004. The 11 percent increase for our state exceeds the Southeastern average of 9 percent over this same 10 year period. Without a meaningful examination of priorities for our statewide higher education system, each institution will continue to operate independently while higher education spending remains unchecked, uncoordinated, and inefficient.

With 33 public colleges and universities operating at 79 different campus locations, our state maintains too many post-secondary institutions with duplicative and overlapping programs. Because our Commission on Higher Education has little oversight authority, the political process has allowed too many schools with too few students. While this growth has happened with the intent of making higher education more accessible to everyone in our state, the unintended consequence is that the higher tuitions needed to sustain our inefficient system of underutilized campuses has actually made higher education less accessible to many in our state.

Purchasing Priorities

Our purchasing plan has been developed by prioritizing activities using proven or promising strategies that achieve the best results for our goal. The key strategies we identified are as follows:

Strengthen the statewide higher education governance structure. Currently our Commission on Higher Education (CHE) shares governance with the boards of trustees

IMPROVE OUR HIGHER EDUCATION SYSTEM AND CULTURAL RESOURCES

of 33 public institutions. This diffusion of power prevents the CHE from effectively advocating for the best interests of the state system as a whole. It also promotes mission creep, sprawl, and the unnecessary politicization of how higher education funding is allocated. During the past two years, we have seen several examples of a weak CHE. USC-Sumter was authorized to move from two-year to four-year status and a culinary arts program was established at Trident Technical College in Charleston by a legislative amendment tacked on to an unrelated, but popular, economic development bill. The CHE, however, did not approve either of these actions. Greenville Technical College, through its foundation, made a decision to construct student housing on its main campus – a marked departure from their mission.

Most recently, USC-Upstate has entered into an agreement with Greenville Tech to build a USC-Upstate satellite campus in the Greenville area. This action completely undermines the purpose of the University Center of Greenville, a consortium of colleges in the Greenville area collaborating to offer four-year degrees to area residents. In all the above instances, the universities went ahead in initiating their projects without notifying CHE either because the universities did not want the Commission's approval or it was unnecessary to have the Commission's approval. This lack of oversight and structural weakness will continue to contribute to rising costs and duplication in the higher education system; therefore, we propose that the CHE be granted additional oversight authority.

Granting the CHE authority in setting tuition ranges would also help ensure that higher education institutions in our state remain accessible. An example of the effects of a stronger governing board with tuition setting authority already exists in the state in our technical college system. South Carolina's Technical and Comprehensive Education Board maintains the authority to set a range for its institutions, in which tuition must remain. As a result of this authority, our state's technical system remains affordable and accessible while our four-year system is becoming less so. From 2001-2004, tuition and fee revenue for four-year colleges and universities in our state was \$220 million, while the technical college system number was approximately \$117 million over the same time period. It is important to note that the technical college enrollment over that same period increased by 24 percent, more than double the enrollment increase of our four-year institutions. Authorizing the CHE to establish tuition ranges will prevent our higher education system from becoming unaffordable for the students of South Carolina.

Ensure access to and affordability of higher education.

If students cannot afford to pursue education beyond the secondary level, they do not have any opportunity for a higher education. While our state provides resources to public institutions to help underwrite the costs of college, there will always be a portion that will be borne by the student. Our state must ensure that this portion is affordable and that there are opportunities for those qualified students without the means to fully fund their own education. These opportunities can be in the form of merit aid for students who can "earn" state assistance based on academic achievement or in the form

of need-based aid for those students who exhibit the ability to succeed in college. Our students have access to substantial financial aid through the LIFE, HOPE and Palmetto Fellows scholarship programs, the Tuition Grants Program for independent schools, and several federally-supported grant and loan programs.

AFFORDABILITY	SC	SC	Top 3 States (Avg.) CA, MN, UT 2004
	1994	2004	
Family Ability to Pay			
Percent of income (average of all income groups) needed to pay for college expenses minus financial aid:			
at community colleges	22%	24.5%	20%
at public 4-year colleges/universities	28%	32%	24%
at private 4-year colleges/universities	48%	58%	47%
Strategies for Affordability			
State investment in need-based financial aid as compared to the federal investment	24%	23%	47%
At lowest-priced colleges, the share of income that the poorest families need to pay for tuition	15%	25%	12%
Reliance on Loans			
Average loan amount that undergraduate student borrow each year	\$2,874	\$3,670	\$3,259

We can also slow the growth of tuition costs by limiting tuition increases for in-state, undergraduate students to the Higher Education Price Index per academic year beginning with the 2006 fall semester. We believe an institution can control its own costs through internal savings and by coordinating duplicative programs as seen with the merger of the pharmacy schools, which amounts to \$2 million in annual savings, and finding internal cost-savings. Finally, we can also limit the growth and mission creep of our 33 public institutions and 79 campuses by strengthening the Commission on Higher Education.

Increase the employability of graduates. Having a college degree does not necessarily ensure employability. Certainly a degree is a measure of achievement and an indication of a base of knowledge. However, today's economy requires more than just a diploma and a presumed proficiency. Graduates must have life skills, technology training, and communications strengths to go with their academic credentials and they must be prepared to become productive citizens. Also, from a different perspective, students

should be made aware of employment opportunities in critical areas as well as employment opportunities associated with chosen majors. While student choice is a cornerstone of the academic experience, we must be certain that students have a realistic understanding of the workplace and how their academic choices can impact their ultimate ability to support themselves.

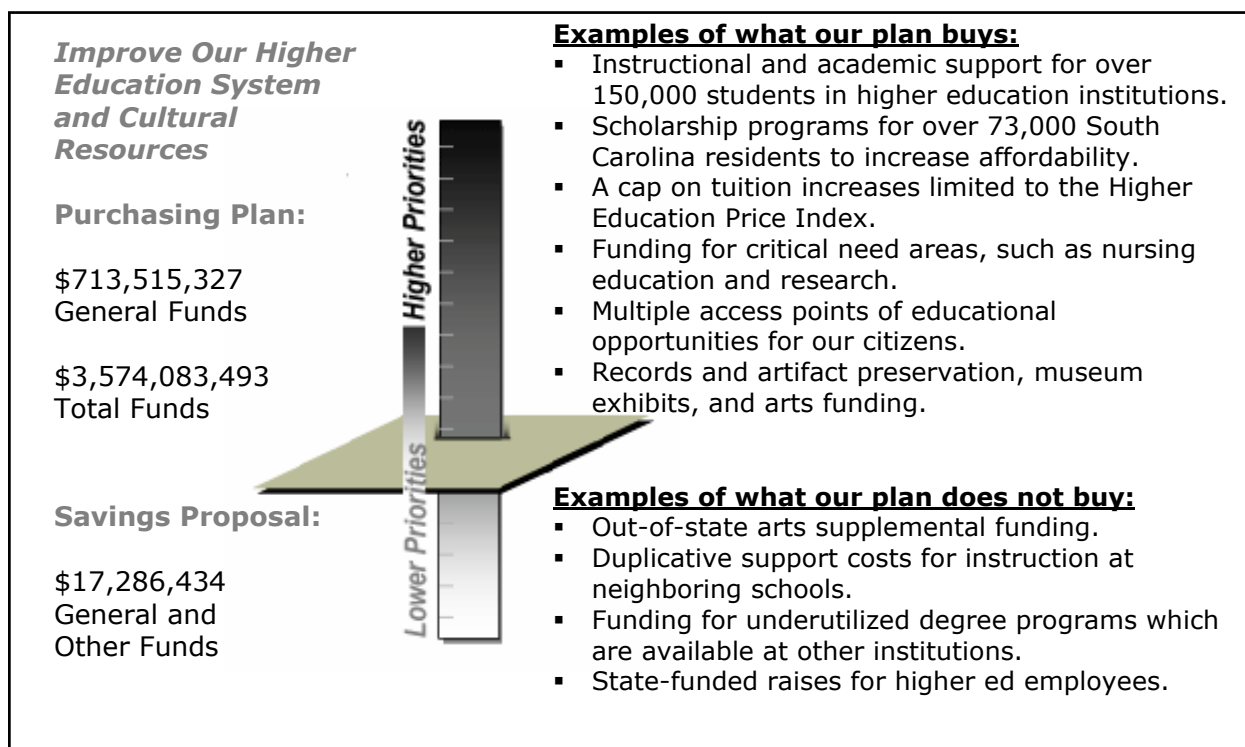
Increasing the employability of graduates will play a major role in improving the economic climate of our state. The availability of a skilled and qualified workforce is one of the major considerations for any business searching for a place to relocate. Creating a larger pool of qualified workers will ensure that South Carolina becomes an attractive option for potential employers, and attract higher paying jobs and businesses to our area.

Increase the effectiveness and efficiency of cultural opportunities and agencies through consolidation of duplicative services. There are opportunities for consolidation among arts agencies and their administrative tasks which could prove beneficial. Converting the State Museum building into a South Carolina Cultural Center would provide the cultural agencies with a center location to operate from. Currently the Department of Revenue shares a building with the Museum Commission. Relocating the Department of Revenue to a new location, and bringing the Arts Commission and possibly the Department of Archives & History into the Museum building, would be beneficial for agencies that provide similar services. The administrative tasks among these agencies could then be shared and streamlined.

Increase awareness of available cultural opportunities through a coordinated marketing effort linked to tourism. Our arts agencies, historic sites, and museums must be marketed in full cooperation with our tourism regions. The state's cultural resources complement the natural attractions, helping to make South Carolina a prime destination for visitors and potential future residents. We believe careful and constructive marketing would not only draw more attention to these sites, but also attract economic benefits, such as capital investment and job creation.

Governor's Purchasing Plan – Highlights

Given the fiscal limitations of the recent economic slowdown, we purchased only those higher education and cultural resource services most needed by our citizens. We do not purchase some services that, while still considered valuable, have been identified as lower priority. The following table identifies key purchases within our executive budget's total state higher education and cultural resources spending plan as well as examples of what is not purchased. Detailed highlights of our purchasing plan are provided below the table.



Our Plan Buys:

Instructional, operational, and maintenance support for our two- and four-year campuses, research universities and technical colleges. Many of our states colleges and universities have increased their operational funding through tuition increases. These increases come despite the fact that none of the states public research and teaching institutions saw a decline in their state support in FY 2004-05. The recent trends in tuition increases are pricing higher education out of reach for many families. Tuition and fees at four-year institutions in South Carolina increased an average of 11.4 percent this year. In contrast, the technical college sector, which has a governing board with authority to set a range in which tuition and fees must fall, had an average fee increase of 4.3 percent this year. We believe the governance structure of the technical schools contributes to their lower tuition increases, and we will continue to seek legislation to reform how our colleges and universities are governed. We will also propose a proviso that would limit tuition and fee increases to the prior year's Higher Education Price Index. We propose **funding** these activities in the amount of **\$ 446,740,475** in recurring general funds, which is essentially the same amount appropriated last year.

Research funding that leverages additional grant dollars. The three research campuses – Clemson, the University of South Carolina, and the Medical University of South Carolina – rely on state funding to leverage additional resources from federal and other grant sources. These dollars help provide a research foundation to enhance the

learning environment within the schools. We propose **maintaining funding** in the amount of **\$7,461,678** in general funds and **\$315,674,288** in total funds.

Program coordination and oversight by the Commission on Higher Education. The CHE, while limited in authority at present, provides reviews of academic and scholarship programs, comprehensive data collection, and facilities coordination. We propose **increased recurring funding** in the amount of **\$250,000** in general funds for this activity during FY 2006-07.

Nursing programs at USC, MUSC, Midlands Technical College, and Francis Marion University. Funding is made available to assist in the mitigation of the severe shortage of trained nurses. This shortage is most evident in the Pee Dee region and state support for this discipline will allow us to begin to address this need. We propose **maintaining funding** in the amount of **\$17,626,625** in general funds for the activity during FY 2006-07.

Scholarship programs at all levels. The LIFE, HOPE, and Palmetto Fellows scholarships, along with need-based grants, help parents and students pay for tuition. Funding for these scholarships exceeds \$176 million annually. We propose that the overall scholarship program be re-evaluated to strengthen the qualifications for receipt of scholarship assistance. Far too many freshmen are becoming ineligible for scholarship retention because they were under-prepared for the academic challenges of higher education. If the trends in our state continue as they have in recent years, approximately 50 percent of the students who received a LIFE scholarship in the fall of 2004 will not retain it in the fall of 2005. However, it is still our priority to offer a greater level of affordability to higher education students. We, therefore, propose increasing the amount of lottery funds appropriated to these scholarship and grant awards as follows:

- **LIFE Scholarships by \$9,800,814** for total funding of \$117,098,904.
- **Tuition Grants by \$6,157,431** for total funding of \$10,157,431.
- **Palmetto Fellows Scholarships by \$6,723,580** for total funding of \$21,105,571.
- **Needs-Based Grants by \$3,000,000** for total funding of \$14,246,093.

Tuition grants for over 12,000 students attending independent colleges in South Carolina. This investment is returned many times over by using the capacity of these schools instead of additional “bricks and mortar” at state-supported colleges and universities. Since its inception in 1970, the tuition grants program has provided assistance to over 253,000 South Carolina students. In 2004, 43.6 percent of the grant recipients were African Americans and more than 66 percent of the recipients were female. We propose **maintaining funding** in the amount of **\$ 19,322,247** in general funds and **\$ 32,686,923** in total funds.

The Lottery Tuition Assistance Program is designed to aid students bound for two-year technical colleges. Each student is awarded an amount based upon the number of eligible recipients and the amount of available funding each year limited to the cost of tuition. We feel this program assists in giving students an opportunity to achieve an education at a higher level and, therefore, propose **maintaining funding** in the amount of **\$43,000,000** in lottery funds.

Preservation of historic records, which allows the Department of Archives and History to secure our history for future generations while providing access to unique documents for current research. We propose **maintaining funding** in the amount of **\$214,072** in general funds and **\$1,091,055** in total funds.

South Carolina's Virtual Library known as DISCUS which gives all South Carolina residents free access to subscription electronic information and learning resources at K-12 schools, colleges, and public libraries, and from home and workplace internet computers. This access results in a very cost-efficient investment as savings realized to citizens have been calculated at over \$22 million annually. We propose **maintaining funding** in the amount of **\$2,097,458** in general funds and **\$2,297,458** in total funds.

Our Plan Saves by:

Reducing administration at four-year institutions and technical colleges. By reducing the costs of non-instructional personnel to an average benchmark of all schools in the category, we can realize **annual savings of \$1,593,316**. There is a wide range of administrative expenses among the campuses. By setting a benchmark, we can standardize the costs of non-instructional personnel at each institution based upon the average cost.

Four Year Institutions	Admin as % of Total Budget	Technical Colleges	Admin as % of Total Budget
Lander University	6.548%	Tri-County Tech	13.702%
Francis Marion University	6.156%	Williamsburg Tech	10.434%
Coastal Carolina University	5.772%	Piedmont Tech	11.96%
South Carolina State University	6.215%	Lowcountry Tech	11.945%
The Citadel	5.608%	Spartanburg Tech	10.625%
Average Admin. as % of Total Budget	6.059%	Midlands Tech	10.574%
University of Charleston	5.498%	Northeastern Tech	10.669%
Winthrop University	4.781%	Orangeburg Calhoun Tech	9.656%
		York Tech	10.903%
		Average Admin. As % of Total Budget	11.163%
		Horry-Georgetown Tech	9.899%

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		Aiken Tech	9.745%
		Florence-Darlington Tech	10.025%
		Trident Tech	9.406%
		Greenville Tech	9.274%
		Central Carolina Tech	9.959%
		Denmark Tech	9.625%

We recommend a reduction over a two-year period for Tri-County Technical College.

Consolidating the Cultural and Arts Agencies. By combining the Department of Archives and History, Arts Commission, State Library, and State Museum under a Department of Literary and Cultural Resources administrative entity, we project **savings of \$542,676** in recurring general funds through a reduction in space requirements, elimination of systems duplication and equipment. These agencies' major goals are to continually improve and restore the environment of literary, cultural, and historic resources.

Consolidating the Institute for Archeology and Anthropology currently residing at USC-Columbia into the Department of Archives and History. This function could be easily absorbed and housed at DAH and is consistent with their overall mission of cultural preservation. DAH has adequate physical space available to incorporate this function and it fits with DAH's defined mission. Most of our neighboring states (Alabama, Virginia, North Carolina, Mississippi, Louisiana) house their Archeology programs at their equivalent of our Department of Archives and History. **Annual savings** will amount to **\$496,812**.

Reducing funds to the Leadership Center at USC-Salkehatchie. Although worthy, this program is designed for middle and high school students and should be funded by the local school districts. We proposed eliminating this funding last year and propose it again in this budget **saving \$100,460** in general funds.

Reducing expenses through collaboration and cooperation among the research universities.

The USC/MUSC pharmacy schools merger is an example of a successful collaboration which will yield significant savings to the state without weakening the quality of the program. Through further such efforts, the research universities should continue to engage in additional partnerships that can produce additional savings. There are encouraging signs that they are continuing to pursue those objectives in other areas of overlap – such as colleges of nursing and medicine. We propose a one percent reduction for Clemson, USC, and MUSC that will result in **savings of \$3,232,091** in general funds to encourage such further collaboration.

Eliminating a pass through to the Omega Project.

This funding passes through Francis Marion University and is used solely to fund the Palmetto Project's voter initiative in the Pee Dee region. This is not a part of the university's core educational mission. We proposed eliminating this pass through last year and propose it again in this budget **saving \$56,147** in general funds.

Reducing funds for underutilized degree programs.

The Commission on Higher Education conducted a Program Productivity Study in July 2004 that resulted in a number of degree programs being terminated for lack of participation or demand. Offering degree programs that have only a few students participating and graduating, especially when these degrees can be obtained elsewhere in the state, is a clear inefficient use of resources. We, therefore, propose eliminating several additional underutilized degree programs at The Citadel, South Carolina State

Merger of Pharmacy Schools

A Model for Efficiency in Higher Ed

In our first executive budget, our administration advocated a plan to merge the operation and resources of the state's two existing pharmacy schools. This merger does not diminish in any way the quality of the programs; conversely, it strengthens the program. Students will still be able to attend classes in Columbia and Charleston, but under the aegis of a single administrative structure.

John Raymond, MUSC's academic affairs vice-president recently indicated that the two schools should not have to compete for the limited resources available. Merging the pharmacy schools is expected to save the state about \$2 million a year when completed. Future students will now be enrolling in the South Carolina College of Pharmacy.

USC President Dr. Andrew Sorensen and MUSC President Dr. Ray Greenberg should be commended for advancing this collaborative idea with their respective pharmacy deans and boards.

Initiatives like this have the potential to create stronger programs which maximize existing resources and eliminate duplicative services. They can also reduce competition and unnecessary lobbying for limited resources.

Higher education institutions should use the pharmacy school merger as a model for other areas of possible consolidation such as the MBA programs offered by USC and Clemson and duplicative masters level programs offered on multiple campuses.

University, USC-Columbia, USC-Upstate, and Winthrop University and correspondingly reduce funding for one teaching position at each of these institutions. By reducing this funding, we can **save \$241,282**.

<u>Institution</u>	<u>Degree</u>	<u>Program</u>	<u>Enrollment Average</u>	<u>Completion Average</u>
The Citadel	Bachelor	French Language & Literature	6.6	0.8
South Carolina State	Bachelor	French Language & Literature	0.4	0.2
USC-Columbia	Bachelor	European Studies	2.0	0.4
USC-Upstate	Bachelor	French Language & Literature	3.6	0.4
Winthrop	Master's	Mathematics	3.8	1.8

Reducing maintenance and facility expenses through collaboration and cooperation among universities. Like the previously mentioned merger of the USC/MUSC pharmacy schools, another opportunity for successful collaboration which will yield significant savings to the state without weakening the quality of the institution lies in maintenance and facility expenses. Each of our state's four-year institutions is located within close proximity to either another four-year institution or a technical college, and yet every four-year institution in our state has its own independent maintenance entity. An example of this lies in the city of Charleston, where MUSC, The Citadel, and the University of Charleston are all located within five miles of one another, yet all three have separate facility and maintenance plants. We believe that, with three separate entities in such close proximity providing similar services, there are opportunities to combine operations and reduce costs. These types of opportunities exist throughout our higher education system and we encourage our institutions to seek them out. Reducing costs to the university will further reduce tuition increases for our state's students and families. We propose a 3.5 percent reduction for each of our states four year institutions that will result in **savings of \$6,556,648** in general funds to encourage such further collaboration.

Governor's School at the University of Charleston. This residential summer program for academically and intellectually gifted high school students was established in 1976 and represents slightly over one percent of the university's state appropriation. The state subsidizes about 80 percent of the costs to attend while current students pay only \$1,000 or about 20 percent of the actual cost for tuition, room, board (3 meals a day), books, field trips, local phone service, and enrichment activities. Discontinuing state funding for this summer school program will result in a **savings of \$288,017** in general funds.

Coeducation Initiative at The Citadel. These funds were originally appropriated to retrofit dormitories, construct new restroom facilities, and pay for the court-ordered activities necessary for incorporating women into the school's core of cadets. Since all the program's one-time expenditures have been paid for, we recommend funding only

those activities that are essential to fulfilling the program's core intent of assimilating women into the institution. These core activities include salaries and fringe, a consulting and conference fee, and recruiting costs. Eliminating all other non-essential activities will result in a **savings of \$66,269** in general funds.

Making Tough Choices:

Given the state's finite amount of resources, we had to make some difficult choices regarding which activities to fund or not fund. While the activities listed below may well have merit, when comparing them with other activities, we did not think their anticipated outcome would be as effective in achieving our goal. The following activities reflect some of those difficult choices:

Greenville Higher Education Center is a consortium of public and private colleges and universities offering degree programs to the citizens of the Upstate and surrounding areas. We believe that with seven institutions participating in the Center, including Clemson, Furman, MUSC, USC-Columbia, USC-Upstate, South Carolina State University, and Lander, this small amount of money can be provided by alternative sources of funding. This will result in **savings of \$180,287** in general funds.

Expenditure for the Arts Program through the Commission on Higher Education. This appropriation is used to pay the differential in tuition costs for students to attend the North Carolina School for the Arts in Winston Salem, North Carolina. Funding South Carolina students' out-of-state tuition may be justified where equivalent programs are not offered by South Carolina's institutions of higher education (such as a veterinary school program), but art programs are readily available in-state. This will result in **savings of \$10,274** in general funds.

South Carolina Student Legislature is a statewide program allowing college students to simulate an active role in South Carolina political issues and discussion. We believe funding for this program, though worthy, should be provided by alternative funding sources resulting in a **\$17,780 savings** in general funds.

National History Day in South Carolina. This is an educational program that encourages students in grades four through 12 to study, research, and develop topics related to history and to expand their knowledge through exhibits, performances, documentaries, or historical papers. While this program is valuable in educating students about history, it reaches less than two percent of students (less than 9,000) statewide. Reducing state funding for this program will result in **savings of \$55,241** in general funds.

Please see the Appendices for a complete listing of the Governor's Purchase Plan for this goal area and for a detailed listing of what our plan saves and what our plan does not buy.

IMPROVE OUR HIGHER EDUCATION SYSTEM AND CULTURAL RESOURCES

Improve the Conditions for
Economic Growth

Improve the Conditions for Economic Growth

When each of us reports to work, seldom does much thought go into how our job was created or what the state is doing to make sure that job remains in South Carolina. Much like picking up a telephone and expecting a dial tone, we assume our job will be there for us as long as we want it. Since 2000, that has not been the case for more than 85,000 workers in South Carolina. Manufacturing jobs are not only being sent overseas, but an increased productivity level by workers is reducing the number of bodies needed to produce the same product versus even five years ago.

How can we as a state make sure this trend does not continue? What can our elected officials do to make the state attractive to businesses – both large and small? The answer to both of these questions is the same – improve the conditions for economic growth.

From day one of this administration our goal has been to make South Carolina more competitive in attracting jobs and capital investment. While the 2005 legislative session was a step in the right direction, we are going to continue to press for reforms that further enhance that competitive advantage and give the Department of Commerce and local economic development folks the tools they need to continue their push for jobs and investments. Whether it is overhauling Workers Compensation or continuing to push for a more equitable civil justice system, we are committed to working with the General Assembly to create a friendlier business climate in South Carolina.

When companies that already call South Carolina home plan to expand or businesses consider moving operations here, they look at the overall business environment of our state versus that of locations around the world. We are no longer just competing with North Carolina, Georgia, or even Wyoming for these opportunities, we are going toe-to-toe with China, Singapore, and many other destinations all across the globe. Companies looking at South Carolina as a viable option for business growth are focusing on four key factors – often termed the factors of production – land, labor, capital, and entrepreneurship.

Our definition of land encompasses the state's ability to offer more suitable sites for the commercial, industrial, retail, and residential sectors to expand. It would include typical capital enhanced items, such as infrastructure improvements.

Governor Sanford's Goals for **Improving the Conditions for Economic Growth** are to:

- ✓ Foster an attractive business climate.
- ✓ Improve site opportunities.
- ✓ Enhance existing workforce.
- ✓ Increase access to capital.

Labor is the collective name given to all the various productive services provided by human beings. The state's workforce, or labor force, is made up of the employed, underemployed and unemployed.

Man-made goods that are used in the production of other goods are considered capital. This includes machinery, tools, buildings, and dollars available for loans to corporations, small businesses, and individual mortgages.

Fostering an attractive business climate for investment, or entrepreneurship, is essential to initiating the process of production. Without the financial means, there would be no demand for products, no need for labor, and no driver for development.

Developing our Purchasing Priorities

In order to develop our purchasing priorities, we first looked at the major indicators of success to determine whether state government is currently reaching its goal to improve the conditions for economic growth. We have found that South Carolina is making progress; however, there are areas that need improvement. This section identifies the measures that help explain whether our state is or is not achieving our goal.

Where We Are Succeeding

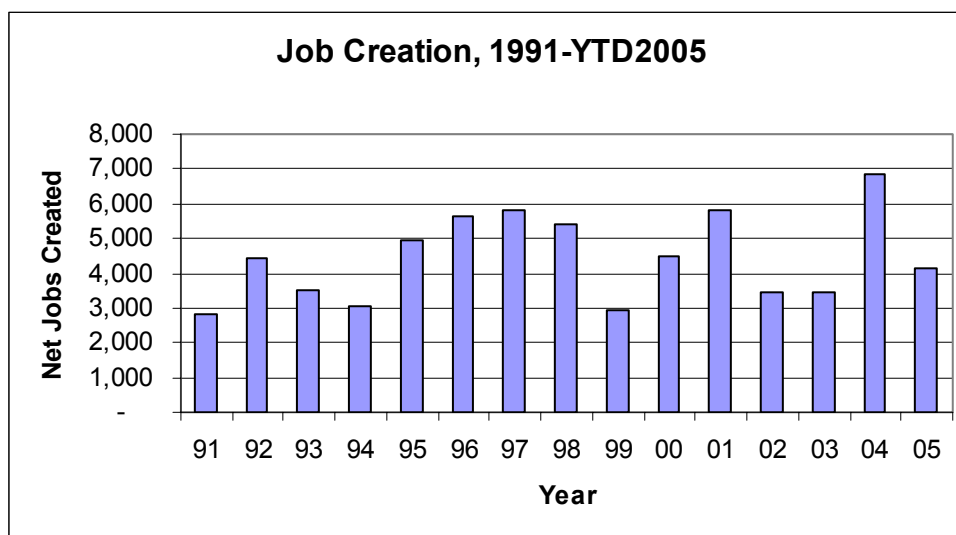
The 2005 legislative session will be recognized as one of the most successful in recent history as it relates to improving our overall business climate. By working with the General Assembly on a number of pro-jobs and pro-growth initiatives, we were able to send a clear signal to all prospective job creators – we are not only open for business, but are working to make South Carolina the preferred place to do business.

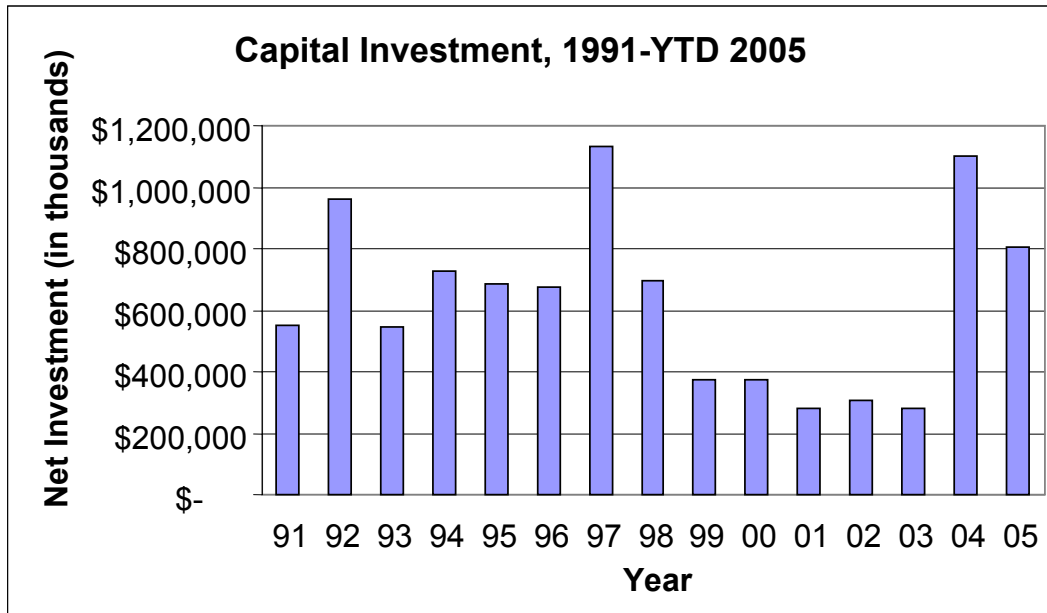
This session saw the first ever comprehensive tort reform package. The passage of these reforms will help lower the cost of doing business in the state for all employers. Significant pieces of legislation, targeted specifically at helping small businesses grow and prosper, were also passed. As this administration has stated many times, small businesses are a huge economic engine in South Carolina.

The first significant *tax cut for small business* owners, from seven percent to five percent over four years, will put roughly \$200 million back into our state's economy where it will help grow jobs. The *Capital Access Program*, which passed the House in 2004, but stalled in the Senate, was approved by both bodies in 2005. This program, when funded, will give financial institutions operating in the state a flexible, non-bureaucratic tool to make business loans that are riskier than conventional loans and that may not meet conventional underwriting standards. Additionally, *job creation tax credits*, once available only to large employers, have been expanded to allow small businesses to take advantage of them as well. Onerous regulations can be cumbersome and costly for small business owners. The 2005 legislative session also helped reduce the regulatory burden.

With these new measures in place, we should continue to see capital investment and job creation numbers improve. Historically, the Department of Commerce has celebrated job creation and capital investment numbers that were compiled from any company in the state willing to share their individual economic growth numbers, regardless of whether or not state resources were used to assist in their decision. Recognizing the unfairness of this practice, the new method of reporting, undertaken by Commerce in 2003, only takes into account projects that were deemed competitive, worked on directly by Department staff, and utilized the state's available financial incentives. With this new and improved tracking mechanism in place, the state can more easily weigh the influence of the state's role in economic development.

That being said, 2004 was a landmark year. On the job creation front, more jobs were announced in 2004 than in any other year since the agency started tracking the numbers in 1991. A total of 6,821 jobs were created in 2004 alone; with 5,838 jobs created, 1997 is a distant second. The same holds true for capital investment dollars; with the exception of 1997 (\$1.131 billion), the total investment dollars for 2004 (\$1.102 billion) are the highest since a tracking mechanism was put into place.





Source: South Carolina Department of Commerce

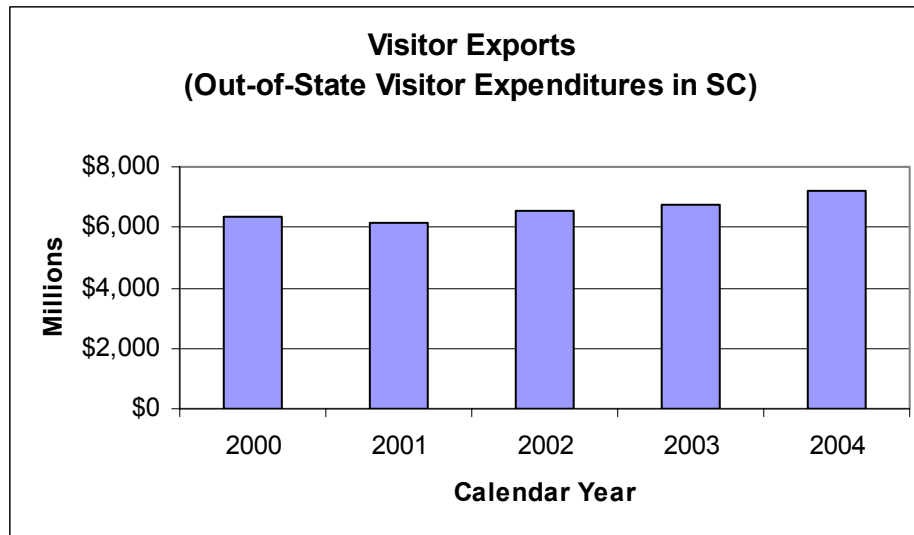
- * Expansions starting in 2003 were all competitive in keeping with the current Department of Commerce data reporting procedure.
- * Years prior to 2003 included substantial reporting from noncompetitive expansion investment.
- * In order to keep these charts consistent, the expansion data was subtracted in years 2003 and 2004 to get net results.

A factor that assisted in record job creation and capital investments is our unmatched workforce training programs. Through a coordinated effort between the Department of Commerce, our Technical College system, and the Workforce Investment Board, we offer companies trained workers who can be productive the first day on the job. This unique partnership was a big factor in Vought-Alenia's decision to locate their state-of-the-art facility in the Lowcountry. While the building of planes will not begin until 2007, approximately 200 workers will have been trained in a nearby classroom on the same machinery that will be used in their manufacturing process. This jump start will allow Vought-Alenia to remain on schedule for the delivery of pre-sold aircrafts.

As well as this partnership has worked, the administration will continue to push for even more cooperation among agencies who receive dollars for economic development. It is our belief that the Department of Commerce should be the sole coordinating agency for all economic development efforts and funding. We suggest again, as we did in the previous two executive budgets, that collaboration be required.

Separate and distinct from manufacturing, our state has a large dependency on service industry jobs. This sector has always been both a large employment base for our state and a significant form of revenue. While many areas such as health care and tourism fall into this grouping, tourism is the primary one because it continues to be the state's largest industry. To maintain this positive impact on the overall economy of the state, the Department of Parks, Recreation and Tourism has focused its marketing funds on

attracting visitors that will stay longer and spend more dollars. In 2004, more than \$7.2 billion was spent by out-of-state visitors, making travel and tourism the largest industry export in the state. This number has been on a steady increase since 2001.

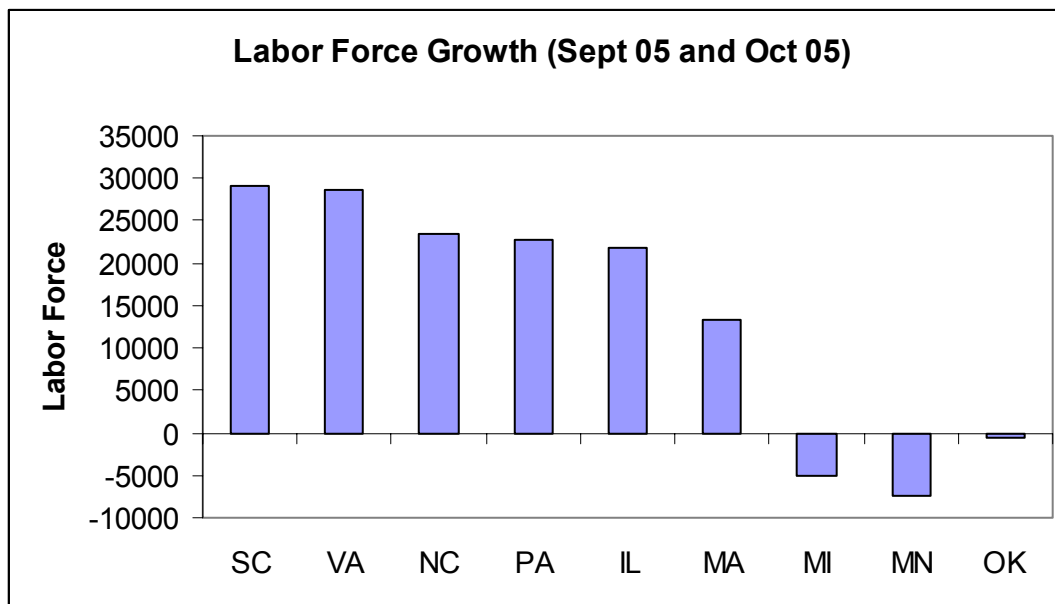


Source: Department of Parks, Recreation and Tourism

Opportunities for Improvement

Overall, South Carolina has continued to successfully recruit businesses despite our heavy tax burden and our regulatory environment. This administration has consistently focused its efforts on a comprehensive approach to job creation – one that not only offers the traditional financial packages, but one that gives companies an overall business climate that will allow them to grow and prosper. This approach addresses taxes on both businesses and individuals, incentives, and regulations. Improving these underlying soil conditions will help South Carolina continue to grow in this globally competitive marketplace.

During the three month period of September – November 2005, we added 13,917 jobs in South Carolina. That's three times more jobs than the state of New York created in the same time period. Even though South Carolina is creating jobs at a record pace, our unemployment rate continues to be among the nation's highest. One reason for this high unemployment rate is our rapidly-growing labor force. According to the U. S. Bureau of Labor Statistics (BLS), our labor force grew by 35,007, or 1.69 percent, during the three month period of September-November 2005. In fact, 7.1 percent of the entire nation's labor force growth over the last three reported months has been in South Carolina.



Source: U. S. Bureau of Labor Statistics

Despite having the nation's 26th largest population, we have experienced the 10th largest labor force growth in the nation in absolute terms. Our total growth has exceeded that of much larger states, like North Carolina (10,979), Pennsylvania (19,957), Michigan (29,091), and Massachusetts (22,854).

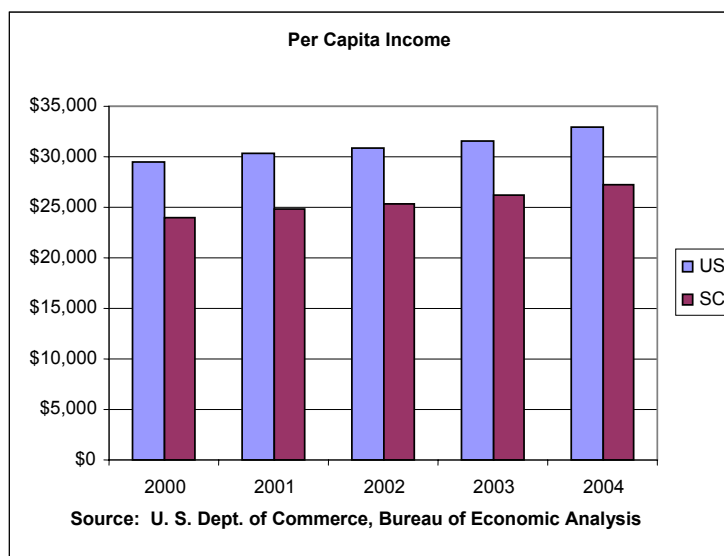
Typically, rising labor force participation is a positive sign for the economy – a greater portion of the population is becoming attached to the labor market. Yes, this may result in higher unemployment in the short term, but can also be beneficial over a longer period.

– Division of Research, Moore School of Business, Nov. 2005

The cornerstone of this administration has been to improve the per capita income levels of all South Carolinians. While the annual salaries for jobs created during this administration have been well above previous years, the long-term goal of moving South Carolina from its current ranking of 47th nationally can not be accomplished by government alone. The Council on Competitiveness, a non-profit, private-sector led group, comprised of leaders from business, government, and academia, is a welcomed partner in this endeavor.

Our combined focus is to improve the economic prosperity of all South Carolinians. This can be done in a manner that supports and enhances the quality of life. Directing all of our recruitment efforts towards high-skilled, high-paying jobs is the first step. To do this, we must attract jobs that pay above the state's current average income. In 2003, the average pay for jobs created was \$30,420. For 2004, the average wage for the 105

projects recruited by the Department was \$32,923, or 21 percent above the state's per capita income of \$27,172. For 2005, the average is \$39,283, or 45 percent above \$27,172.



Companies considering locating a facility in South Carolina are looking at specific areas in the state versus the state as a whole. They look for communities they would want their employees to live in as well as work in. For example, K-12 schools, higher education institutions, existing retail, infrastructure, and available housing are important to any site selection team. On all these fronts, we can improve the state's offerings. Whether it is giving parents more educational choices, improving our educational results, capping tuition at our schools of higher learning, or working to make home ownership more affordable, we must continue to look for ways to strengthen our individual communities and make the overall conditions ripe for economic development.

Film Industry

The film industry is another area for growth. This industry pays high wages and does not have the same infrastructure needs as those of traditional business development. Last year, the Legislature was supportive of our efforts to move ahead of our competitor states and improve our existing legislation allowing companies filming in the state to receive rebates for wages and goods/services on those dollars spent in South Carolina. Despite our efforts, the field has become more competitive than ever. To once again move ahead of the pack, we should increase our wage rebate to 30 percent, as well as our goods/services rebate. By leaving the existing caps in place at \$10 million and \$7.5 million, respectively, there would be no increased revenue impact. This would send a clear signal to the industry that South Carolina wants their business.

Purchasing Priorities

The major funding priorities are those that we think will best achieve our goal of improving the conditions for economic growth. Our four major funding priorities are:

Provide for the growth and sustainability of developed communities. South Carolina recognizably has a distinct divide between the haves and the have nots when it comes to developed communities. Growing and sustaining the success in those areas that have been fortunate is very important to keeping the employed in jobs and offering opportunities for additional jobs. The majority of this success is in communities classified as developed/moderately developed. Job creation incentives are tiered based on a community's development classification. Typically these areas rely on the state to assist with specific projects they are working on, but do not require the same degree of assistance as our underdeveloped communities.

Provide opportunities that prepare underdeveloped communities for change and growth.

While a majority of South Carolina is classified as rural, a great number of these communities are defined as least developed or underdeveloped. The goal would be to focus the state's energy and resources on improving the outlook for these communities by purchasing programs that have historically produced favorable outcomes. It is vital that we prepare these individual communities for the potential of success, while keeping the local economic development folks focused on the overall goal of not just recruiting jobs, but creating the right jobs. Through numerous grant programs, millions of dollars are available to communities for upgrading water and sewer infrastructure, industrial parks, and speculative buildings to plan for growth. Competitively awarded dollars are also available to units of government within non-metropolitan, rural areas for activities that primarily benefit low- and moderate-income people. They provide economic opportunities, decent, safe, and affordable housing, and a suitable living environment including the provision of basic infrastructure, public facilities, and services. Communities are also provided job location assistance, career development, and enhanced workforce skills to prepare individuals for job opportunities.

Provide a reasonable and safe business regulatory environment. For the benefit of consumers and businesses, it is important that the state have some degree of oversight. These business-friendly regulations should ensure some minimum level of skill for licensed practitioners to support health and safety, protect citizens from financially impaired companies, and enforce workplace safety in order to reduce injuries. When the safety or well-being of citizens is not an issue, market-based forces should replace the need for an excessive number of licensure boards. A large percentage of these functions are fee-based and require little general fund dollars.

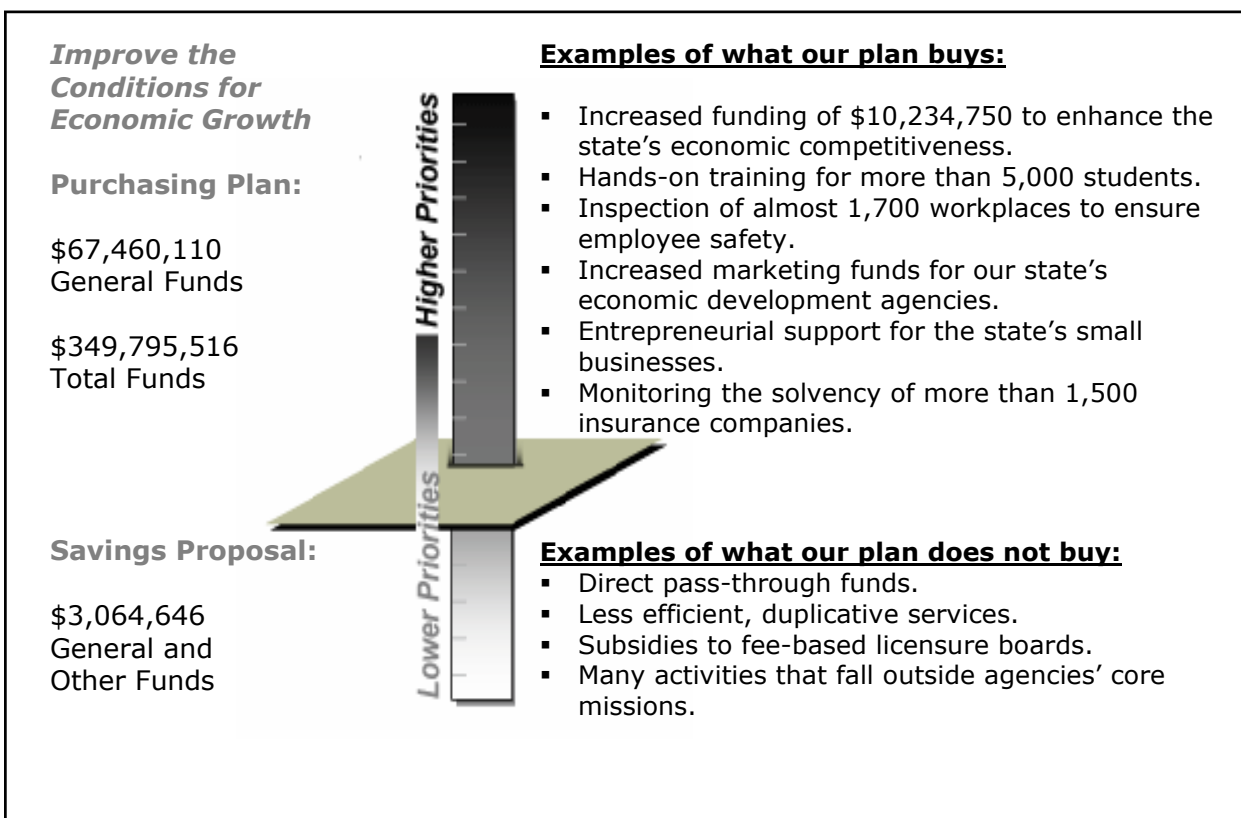
Provide for the effective marketing of our state's assets. A primary role of government is to promote an inviting image of our state and its resources. Through a targeted marketing campaign, the state's cultural, natural, and man-made tourism resources are promoted for the purposes of attracting visitors to the state to spend their discretionary

funds. There is a tangible economic impact from the state's investment – every dollar properly invested in marketing returns more than \$20 in direct tourism spending to the economy. The economic benefits of tourism are felt in all areas of the state – including rural and less-developed communities.

Also, by building governmental and business relationships between the state and other countries, networking opportunities are created for the state's businesses. Funds are spent to enable companies from across the state to market their products to potential buyers. This allows South Carolina's companies to make direct sales abroad.

Governor's Purchasing Plan – Highlights

We address our state's fiscal problems by purchasing only those services that deliver the greatest impact on improving the conditions for economic growth. We do not purchase some services that, while still considered valuable, have been identified as lower priority. The following table identifies key purchases within our executive budget's total state economic development spending plan as well as examples of what is not purchased. Detailed highlights of our purchasing plan are provided below the table.



Our Plan Buys:

First-time funding for the South Carolina Community Economic Development Act of 2000. This Act was designed to support projects and activities of community-based, non-profit organizations that are focused on improving the quality of life and creating economic opportunity in low-income communities. Though the Act was approved in 2000, no funding has ever been made available for its operation. In last year's executive budget, we identified funding for the program but our proposal was not adopted by the General Assembly. This year we propose **\$1,000,000 in recurring funding** to activate and sustain this program.

Marketing dollars for the state's Agriculture and Forestry products. These dollars directed toward marketing would be the first in more than five years for the Department of Agriculture. The industry, with a more than \$2.5 billion economic impact, would spend the funds on traditional advertising, materials and trade shows for the South Carolina Quality Program. We propose **recurring funding of \$400,000** for this program.

A recurring increase for the Department of Parks, Recreation and Tourism's Media Placement budget. These marketing funds are spent to promote the state's cultural, natural, and man-made tourism resources for the purpose of attracting visitors to the state. According to the Department of Revenue, the ratio of tax revenues from tourism to public funds spent related to travel and tourism was \$2.46 to \$1 in 2004. With this more than two-to-one return we feel that these dollars are a good investment. Therefore, we propose **an increase of \$1 million** for the agency's media placement budget.

Dollars to market the state's resources to film makers and industry investors. The film industry has the ability to develop new sources of revenue for our state, and create high quality jobs, while putting very little demand on the state's education and infrastructure resources. To continue the state's successful efforts in recruiting film production to the state, we propose **maintaining current funding at \$513,074.**

Additional dollars for the Tourism Marketing Partnership Program at the Department of Parks, Recreation and Tourism. This program allows for an open, competitive process to help fund festivals and other events across the state. The demand for the program by organizations in every corner of the state makes it clear that the current funding is not enough to cover even the top applicants. We propose increased **funding of \$600,000** bringing the program total to **\$3,747,276 in recurring funding.**

**Agricultural
biotechnology
research**

at Clemson PSA. This research is used to improve agriculture, the environment, and human health. Efforts are coordinated with the South Carolina Biotechnology Incubation Facility and the Department of Commerce to recruit biotech companies and assist with new company start-ups. We propose **maintaining current funding** at **\$1,206,947** in general funds, amounting to \$1,626,111 in total funds.

An Electronic Imaging and Workflow System for the Department of Insurance. Currently, all paperwork for the Department is kept in paper form. With a requirement that everything be maintained for 100 years, this is a huge storage expense. We propose **one-time funding** of **\$996,000** and **recurring funding** of **\$100,000** for an imaging system to help make the agency more efficient.

Funding for employees at the Department of Commerce to assist with job and investment

recruitment. These funds would be used to hire eight project managers, six research assistants/lead generators, one small business assistance program staffer, and a

The Success of WWW.SC.GOV

One of the state's biggest success stories of 2005 may also be the least known – the launch of the state's portal. The story is one of a private/public partnership, updated technology for citizens across the state, and savings by state agencies for years to come.

In 2004 the Office of the CIO went in search of a company to rebuild the state's web site. The company, SC Interactive, that successfully bid on the project proposed a "self-funded" model that required no state dollars. The funding mechanism would be a convenience fee added to the online purchase of drivers' records. This fee would generate enough dollars for the company to not only rebuild the state's homepage, but also assist any agency in the state with their web needs.

On November 1, 2005, the new www.sc.gov web site was launched. It gives easier access to information and links to all of the state's online services. Citizens can renew driver's license, book a campsite, and obtain a hunting license all at this one address.

Recognizing the potential for other agencies in state government to save taxpayer dollars, our administration approached SC Interactive about providing campaign disclosure information on the web. To begin the process of providing this information online \$400,000 was allocated in last year's budget, but SC Interactive could do it for \$0. The Governor's Office approached the Ethics Commission with this cost saving mechanism and we are happy to report that starting in early-January all donor information for candidates for statewide office will be available online.

Additionally, a number of 06-07 budget requests by agencies asked for new funding to address web needs. The State Museum was seeking \$100,000 for internet marketing and fulfillment, and the Department of Insurance was seeking \$500,000 for an electronic consumer complaint system and online premium filing and payment. Both of these requests can be done by SC Interactive at no cost. We think these examples are just the beginning.

community and rural development program manager. All of these positions are critical to the agency's ability to continue attracting record jobs and capital investments. We propose **recurring funding** in the amount of **\$1,234,750** for these positions.

Initial state funding of \$3,000,000 for the Capital Access Program (CAP).

This program is designed to give financial institutions operating in the state a flexible, non-bureaucratic tool to make business loans that are riskier than conventional loans and that may not meet conventional underwriting standards. This loan program will help grow the state's small businesses. Legislation creating the program passed the General Assembly in 2005. We propose **\$3,000,000** in unallocated Maybank funding from 05-06 for the start-up and operation of this program for two years.

Implementation of a Comprehensive Marketing Program at the Department of Commerce.

In today's global economy, many companies looking to expand perform all of their initial qualifying research over the internet. The agency's web site, which once was cutting edge, is now out-of-date. Additionally, funding is needed for business retention marketing, advertising, public relations, collateral materials, trade show participation, and industry specific events. This plan includes hiring a Strategic Marketing Director to oversee the agency's efforts. For all of these needed efforts, we propose **recurring funding** of **\$1,000,000**.

Annual payment for State Ports Authority for harbor dredging. The economic impact of the ports continues to grow with the recruitment of companies, such as Vought-Alenia and Daimler-Chrysler and the expansion of international companies, such as BMW and Michelin. Making the harbor passage deeper will keep this vital state asset competitive. We propose **non-recurring funding** of **\$2,400,000** for the Charleston Port's continued deepening efforts.

Reinstatement of the Department of Commerce's operating dollars. In the FY 2005-06 Appropriations Act, the agency was required by proviso to direct funds to a number of outside entities; however, these dollars were not added to the agency's budget, but served as direct cuts to their overall operations. We propose **increased recurring funding** of **\$700,000** to replace these dollars.

An increase in funding for the Center for Accelerated Technology Training.

One of the largest drivers for companies to expand or locate in South Carolina is the worker training program that is coordinated through our Technical College system and the Department of Commerce. The latest annual data indicates that 5,178 students were trained for 97 different employers. The current recurring appropriation for CATT is \$1,550,307. Because of the success of this program, we propose increased funding in the amount of \$4,500,000 – **recurring funding** of **\$1,500,000** and **non-recurring funding** in the amount of **\$3,000,000** in addition to the program's current General Fund appropriation.

Recurring funding for the International Center for Automotive Research (ICAR) at Clemson University. This project is a successful example of South

Carolina's efforts to focus on building knowledge-based industry clusters. The private-public partnership has created an opportunity for the state to become a leader in the United States for automotive research. Because of the current and expected economic impact of the partnership, we support the goals of the program and, therefore, propose **recurring funding of \$2,000,000** for personnel and equipment for the campus.

Monitoring the solvency of insurers in the state. There are approximately 1,530 companies authorized to transact the business of insurance in our state. Examination is required on a periodic basis for all companies to detect as early as possible those insurers and HMO's which are financially impaired so that appropriate action can be taken to protect policyholders. To perform this important function of government, we propose **maintaining current general funding at \$290,085** and continuing the fee paid by insurance companies for this transaction, which generates approximately \$2,000,000 annually.

A "Closing Fund" for Economic Development. When trying to attract new companies to South Carolina, we often stay in the running until the very end. At this point, other states throw additional value-added items on the table to sweeten the deal. We do not have an opportunity to do this because of the current restrictions placed on our recruitment funds. The new funds could only be used at the direction of the Coordinating Committee. We propose **\$7 million in recurring funds** to establish this very important fund.

Start-up and ongoing expenses for a statewide Hydrogen Fuel Cell Coalition. The coalition will be made up of the five regional hydrogen research organizations. It would be housed at the Department of Commerce. We propose **recurring funding of \$367,640** and **one-time funding of an additional \$81,230** to run the program.

Recurring dollars for a competitive grants program at the Department of Commerce. In the FY 2005-06 budget, the Department was given \$500,000 for a grants program, but control of awarding those dollars was directed to the Budget and Control Board. Programs such as the Council on Competitiveness and the Technology Alliance that aid in statewide economic development could benefit from a coordinated program housed at the agency that is charged with leading the effort. We propose **\$500,000 in recurring funding** for a Commerce-based grants program.

Funding for Beach Renourishment for our developed coastal areas. The administration's position on beach renourishment has always been that dollars should be directed to areas of the coast with development and infrastructure. For that reason, we propose **\$5,000,000 in non-recurring funds** be spent at the direction of the Department of Parks, Recreation and Tourism for our coastal communities based on need.

Local Workforce Investment to meet the employment, training, and labor market needs of businesses, jobseekers, and at-risk youth. These federal dollars are spent in

coordination with the state's economic development activities to help recruit high-paying jobs. The training programs are in industries that the Department of Commerce has targeted. **Projected FY 2006-07 federal funding is \$61,697,984.**

Our Plan Saves by:

Continuing our efforts to self-fund the Department of Labor, Licensing and Regulation's boards and commissions. In last year's executive budget, we proposed moving the remaining boards and commissions still receiving general fund dollars to Other Funds. Because this was recognized as a two-year process, a partial reduction was taken last year and the remaining will be taken this year. This results in a **general fund savings of \$469,543.**

Directing gasoline tax revenue to the petroleum inspection and testing program. The Department of Agriculture is charged with inspecting and testing gas pumps for accuracy and suitability for service. The current state law provides that, "For the purposes of providing funds for inspecting, testing and analyzing petroleum products and for general state purposes, there must be paid to the department a charge of one-fourth cent a gallon..." Currently, the department runs this program with general fund dollars. We propose directing the state amount of funds from the gas tax to run this program because it is statutorily required. This will allow the agency to hire the needed inspectors to ensure this program is run as expected. This will generate **general fund savings of \$664,468.**

Directing the Local Government Infrastructure Grants at the Budget and Control Board to the Department of Commerce. As lead agency on economic development for the state, the Department of Commerce should be the agency in charge of all funds directed at growing the economy of our urban and rural areas. Since taking office, this administration has had unmatched success in the state's rural communities. For example, Cherokee County has benefited from the addition of five new businesses in FY 2003-04. This is significant in light of the fact that the county only announced six during the eight year period preceding this administration. Additionally, in an effort to continue improvements toward workforce readiness in rural South Carolina, the Rural Infrastructure Fund (RIF) helped create Northeastern Technical College Information Technology Laboratory classroom at its Dillon County Community Campus. Moving this program and all associated grant funds to the Department of Commerce, to be used for economic development, would generate **general fund savings of \$137,771.**

Reducing pass through funding at the Department of Parks, Recreation and Tourism. The Department's existing tourism grants program gives the state's formidable events and organizations access to funding. The Contributions line item in PRT's budget is duplicative and should be deleted. This will result in a **general fund savings of \$377,586.**

Combining and eliminating licensure boards. In addition to the direct general fund savings listed above, there are a number of fee-based activity changes that we suggest implementing. While they will not all provide general fund savings, they will provide direct savings to the affected professionals and taxpayer.

Currently the Board of Barber Examiners and the Board of Cosmetology have two different oversight groups and regulations. Since the two professions are closely aligned by function, we propose combining staff and resources for a potential fee decrease to licensees.

The following boards are currently regulated by LLR. As a part of this budget, we are proposing their elimination.

- Board of Registration for Foresters
- Board of Registration for Geologists
- Auctioneers Commission
- Perpetual Care Cemetery Board
- Board of Pyrotechnic Safety

The primary focus of regulations at LLR should be to protect and preserve the health, safety, and welfare of the public. None of these boards satisfy this fundamental requirement for the existence of a regulatory agency.

Making Tough Choices:

Given the state's finite amount of resources, we had to make some difficult choices regarding which activities to fund or not fund. While the activities listed below may well have merit, when comparing them with other activities, we did not think their anticipated outcome would be as effective in achieving our goal. The following reflects some of those difficult choices:

Direct pass through funding. This administration has always believed that any public-private endeavor should employ an open and objective competitive process so that the most worthy projects receive public investment. We continue to believe the \$3,147,276 made available through the competitive grants program at PRT is a more fair way to fund these projects than with pass through funding. Therefore, we propose eliminating the following direct pass through funding items: Canadian Day, U. S. Youth Games, Spoleto Festival, and Southeastern Wildlife Exposition. This will **save \$491,000**, but will allow these organizations to apply to PRT for their funding.

Clemson Public Service Activities reaching outside of their core mission of agriculture. The administration continues to recognize the valuable role PSAs have played in our rural areas over the past several decades. However, as we mentioned before, we think that the agency should narrow its focus to more closely concentrate on its core mission of serving our state's agricultural community. Those non-core activities

we identified are Government and Public Affairs Research and Education, Rural Community Public Issues Education, Community and Economic Affairs Research and Education, and Rural Community Leadership Development. These activities represent a general fund **savings of \$826,590.**

Please see the Appendices for a complete listing of the Governor's Purchase Plan for this goal area and for a detailed listing of what our plan saves and what our plan does not buy.

Improve the Health and Protections of Our Children and Adults

Improve the Health and Protections of Our Children and Adults

South Carolinians expect state government to ensure the safety of our most vulnerable citizens and make available basic living needs for our state's children, seniors, adults with disabilities, and low-income citizens. Protecting them from physical harm, providing opportunities for self-sufficiency, and improving their economic status are core functions of state government that will lead to a better quality of life for our citizens, fuel our economy, and lower costs to society.

The more successful our state is at improving basic problems – like reducing child poverty, finding permanent homes for foster children, decreasing rates of child abuse and neglect, improving conditions for safe and stable living environments for our seniors and adults with disabilities, and improving rates of self-sufficiency among our low-income citizens – the more improvements we will see in employment rates, educational performance, health status and quality of life. All of these outcomes can directly benefit our children and vulnerable adults and indirectly benefit our taxpayers and the state as a whole.

Managing the rising cost of health care is one of the biggest fiscal challenges we face as a state. Preventing further declines in health care outcomes is a challenge in every community. South Carolinians deserve a more efficient health system that encourages cost-effective preventative care and offers a menu of health plans from which to choose for themselves and their families.

In order to provide the most innovative health and human services solutions to our citizens, we need a more efficient and accountable service delivery system.

If the South Carolina government were to be created today, it is virtually inconceivable to believe anyone would recommend a health care delivery structure like the one that we currently have. The unwieldy management structure of our state's health and human services system, with eight different agencies answering to six different authorities, is more a product of short-term political expediency than any long-range vision or results-oriented plan. It needs to be fixed.

Governor Sanford's Goals for **Improving the Health and Protections of our Citizens** are to:

- ✓ Increase the number of citizens leading healthier lives
- ✓ Increase access to health care
- ✓ Increase self-sufficiency
- ✓ Increase children living in a safe and stable living environment
- ✓ Reduce preventable injury, illness and death
- ✓ Reduce health disparities
- ✓ Reduce poverty

IMPROVE THE HEALTH AND PROTECTIONS OF OUR CHILDREN AND ADULTS

Developing our Purchasing Priorities

In order to develop our purchasing priorities, we first looked at the major indicators of success to determine whether state government is currently meeting its goal to improve the conditions for the health of our citizens. We have found some modest progress; however, there are many areas that need improvement. This section identifies the measures that help explain our state's level of progress in achieving our goal for a healthy citizenry.

Where we are succeeding

Reduce Preventable Injury, Illness or Death – Screening

One area of success is in our rate of women receiving mammograms. South Carolina ranks ninth in the nation for the percent of women receiving mammograms at appropriate ages and intervals. While our performance in this area is considerably better than the 16th and 25th rankings of our neighboring states, North Carolina and Georgia, respectively, we still have racial disparities in this area that need significant attention. While white women in South Carolina contract breast cancer 19 percent more often than their African American counterparts, African American women are 42 percent more likely to die from the disease, largely because they tend to be screened and detected later. Our breast and cervical screening and early treatment expansion last year will help in this regard.

Access to Care

Our state has had moderate comparable success in health care coverage, although there is certainly room for improvement. Overall, South Carolina has equal or fewer uninsured individuals per capita than the national average and our neighboring states, North Carolina and Georgia. One reason for this, however, is that a greater percent of our population is eligible to receive coverage through Medicaid. We are slightly under the national rate for employer-supported health insurance. In addition, there are several counties that have few or no specialty health care providers such as OB/GYN or Geriatric physicians.

Lack of Health Insurance (Overall State Population)	
State	% Uninsured
Alabama	13.5
Virginia	14.4
South Carolina	14.7
North Carolina	15.7
<u>U.S. Average</u>	<u>15.7</u>
Georgia	17.4
Florida	19.9

Health Insurance Coverage for All Citizens
United States, South Carolina, North Carolina & Georgia

Indicator	US	SC	NC	GA
Uninsured adults	19%	20%	22%	20%
Uninsured children	12%	9%	12%	13%
Uninsured whites	13%	15%	14%	15%
Uninsured blacks	21%	18%	19%	20%
Uninsured Hispanics	34%	NSD	56%	41%
Employer sponsored insurance adults	63%	62%	62%	65%
Employer sponsored insurance Child	56%	54%	52%	52%
Medicaid adults	8%	9%	7%	6%
Medicaid children	26%	31%	36%	30%

Source: Kaiser Family Foundation, 2004

Living in a safe, stable, environment

Improved rates of South Carolinians living in safe and stable environments are direct indicators of the economic and physical well-being of children and adults. Key measures of this indicator include lower rates of child abuse and neglect.

South Carolina is meeting some goals to ensure the safety of our children, adults with disabilities and seniors. With regard to children, from 1999 to 2003 the number of intentional child fatalities has decreased from 53 to 20 total deaths.

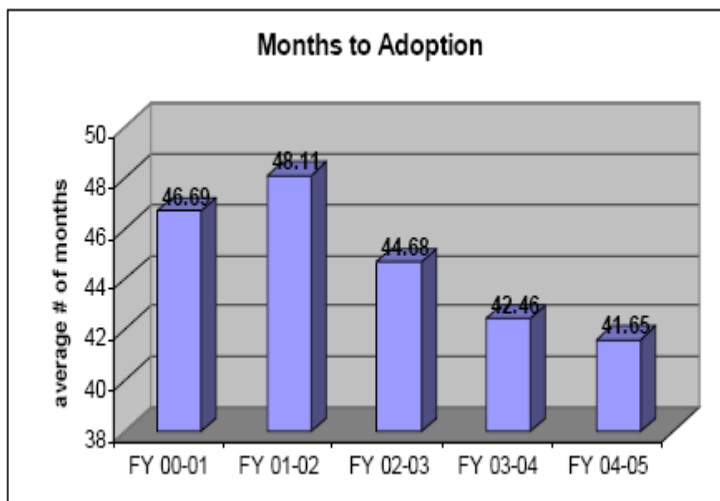
According to the most recent Department of Health and Human Services Child Maltreatment Report, South Carolina's child victimization rate is consistently lower than the national rate.

Year	Child Victims	Total State Child Population	Victims Per 1,000 Children (SC)	Victims Per 1,000 Children (US)
2000	11,246	1,009,641	11.1	12.2
2001	11,199	1,018,000	11.0	12.5
2002	10,738	979,163	11.0	12.3
2003	11,143	1,023,504	10.9	12.4

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The number of substantiated cases of child abuse and neglect has decreased between the years 2000 and 2002 by less than one percent. The number of children who are re-abused after the state returns them to the home is 2.2 percent, down from 3.4 percent in 2002 and significantly lower than the national standard of 6.1 percent.

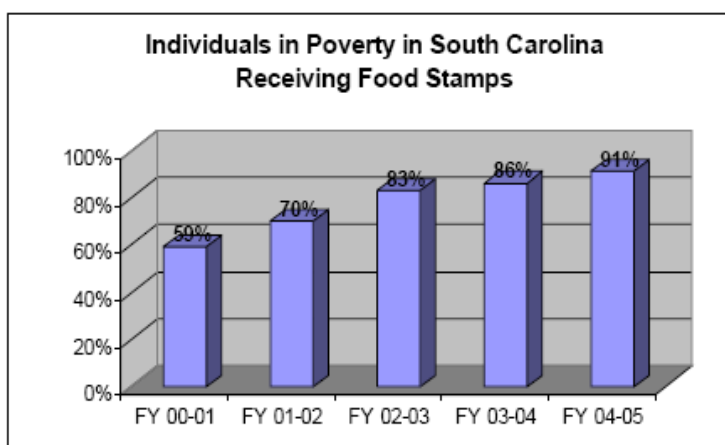
In the area of adoption, we have seen some improvement. In FY 2004-05, 381 children were adopted, up from 324 in FY 2003-04. The amount of time it takes for a child to be adopted has decreased each of the last four years, down from a high of 48.11 months in FY 2001-02 to 41.65 in FY 2004-05. We still do not meet the national standard of 32 percent of children being adopted within 24 months, but we have made substantial progress from 15.4 percent two years ago to 21 percent last year.



Self-Sufficiency Rates

Improved rates of self-sufficiency and independence are direct indicators of economic well-being. Key measures of this indicator include the percent of South Carolinians leaving state assistance (i.e., Temporary Assistance for Needy Families – TANF), the number of seniors and disabled persons able to remain in their own homes, and the unemployment rate, not only in general, but also for those with disabilities. Currently, families are the major providers of long term care for seniors providing 80 percent of care at home.

South Carolina is meeting some of its goals to increase opportunities for self-sufficiency among low-income families and adults with disabilities by providing basic needs. Efforts to maximize the eligible persons receiving food stamps in South Carolina have been very effective – approximately 91 percent of South Carolinians in poverty are receiving food stamps, up from 50 percent in FY2000-01. An



average of 216,602 households received food stamps last fiscal year. Child support distributed collections have steadily increased since 1997 from \$142 million to \$248 million collected in 2004.

Availability of affordable housing has improved since the State Housing and Finance Authority has implemented several new programs. The Authority introduced a new homeownership program for disabled citizens and their caregivers and took its Broker Program statewide to ensure that more citizens have access to the Agency's low-cost mortgages. While the national homeownership average dropped nearly a full percent from 2003 to 2004, the South Carolina rate rose 1.2 percent, making South Carolina 6th in the nation in homeownership.

Success should not be measured simply in the number of South Carolinians receiving assistance, but also in the number of those that are able to leave the system. The number of South Carolinians leaving state assistance and remaining off assistance for at least one year due to employment has remained over 75 percent for the past three years.

Percentage of mandatory TANF cases closed and remained off assistance for at least one year:	
<u>Exited in</u>	<u>Percent</u>
FY 2000 –	77.8%
FY 2001 –	74.6%
FY 2002 –	76.4%
FY 2003 –	78.9%
FY 2004 –	77.3%

From 2000 to 2003, the rate of adults with disabilities that were served and achieved employment outcomes steadily increased by over ten percent. However, it slipped slightly in FY2004 as competitive employment placements of blind and visually impaired individuals dropped from 312 in FY 2002-03 to 284 in FY 2003-04.

Opportunities for Improvement

While South Carolina does have areas of success, there is great room for improvement in addressing South Carolina's health care challenge. The bottom line is that our state currently ranks 46th nationwide in the overall health of our citizens. That's up from 47th last year; however, this is due more to other states struggling than to any significant improvement on our part. While health outcomes are poor across the South, South Carolinians generally fare worse than our neighbors in North Carolina and Georgia, who rank 36th and 43rd, respectively. This is particularly disappointing when one considers the fact that we rank tenth in the nation in spending on public health at \$219 per capita, well above Georgia (\$138), North Carolina (\$128) and the national average (\$162). The 2005 *Governing* magazine sourcebook ranks South Carolina 4th in state and local health

and hospital spending, and we are generally about average in total Medicaid spending. We are clearly not getting enough value for our health care dollars.

Increase the Number of Citizens Leading Healthy Lives

Unhealthy lifestyle choices made by too many South Carolinians contribute to the overall poor health of the state. The first table below, Health Risk Factors Rankings, indicates that we engage in behaviors that put our children and ourselves at risk. We now have the eleventh highest rate of smoking in the nation at 24.3 percent (a slight improvement from ninth last year at 25 percent) and the 12th highest rate of adults who engage in no physical activity. We rank among the worst of all states with regard to the number of women receiving appropriate prenatal care. These risk factors contribute to the poor health outcomes summarized in the second table, Health Outcomes Rankings. South Carolina's outcomes indicate poor health across the lifespan – from infancy to death.

Health Risk Factors Rankings

Comparison between South Carolina, North Carolina, and Georgia

Indicator	Ranking Among 50 States (<u>lower</u> number indicates <u>better</u> health status)		
	SC	NC	GA
Women receiving prenatal care starting in first trimester	45	24	22
Smoking rate	39	43	24
Smokers who attempted to stop smoking	16	20	3
Adults engaging in physical activity	38	32	39

Source: Kaiser Family Foundation

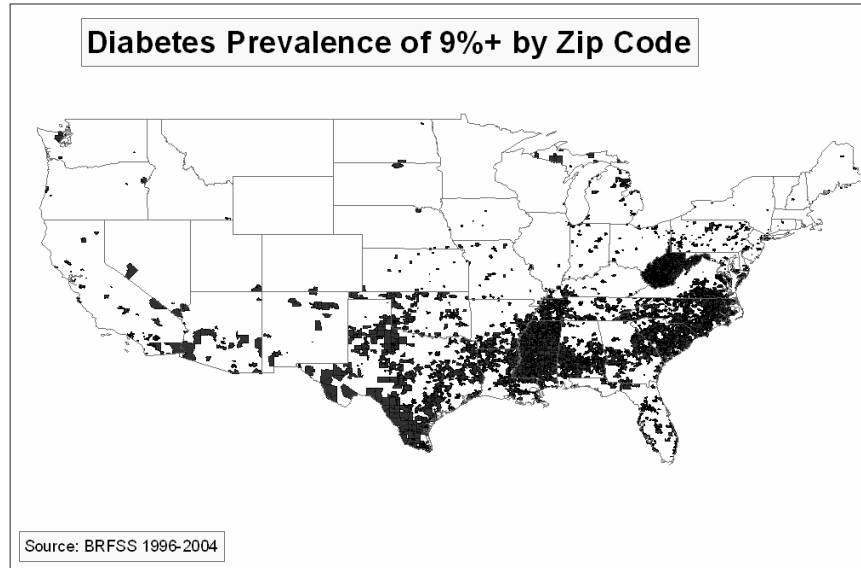
Health Outcomes Rankings

Comparison between South Carolina, North Carolina, and Georgia

Indicator	Ranking Among 50 States (<u>higher</u> number indicates <u>better</u> health status)		
	SC	NC	GA
Percent of preterm births of all live births	6	7	19
Infant death rate	6	10	9
Child death rate	13	23	12
Cancer death rate	13	19	21
Prevalence of diabetes in adults	4	11	15
Stroke death rate	2	7	9
Adult Obesity Rate	T11	T11	T11

Source: Kaiser Family Foundation

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Increase the number of children living in a safe and stable environment – Foster Care

The national standard/state objective to measure how well the state determines safety in the home when re-unifying foster children with their families is the following: We should not have more than 8.6 percent of children that had been returned home from a previous foster care placement re-entering foster care within a 12 month period. In South Carolina for 2004, the percentage of children who re-entered care due to re-abuse was slightly over at 8.64 percent, so the state currently fails this measure.

In addition, we are struggling with the stability of foster care placements. The national standard for stability is that of all the children who have been in foster care less than 12 months, 86.7 percent or more have two or less placement settings. South Carolina is currently at 82.6 percent, down from 86.6 percent in FY03 and short of the standard.

Reduce preventable injury, illness and death

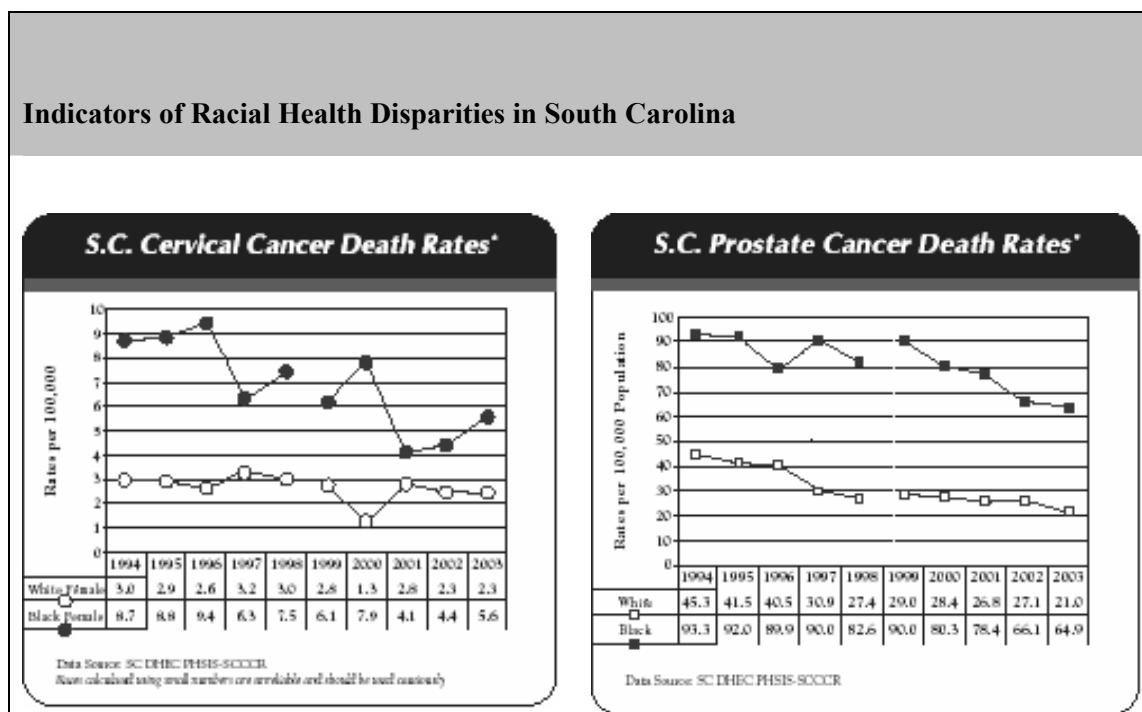
While South Carolina has historically been successful in the area of immunization, in 2005 our state slipped as only 79 percent of South Carolina's children 19-35 months were immunized, as opposed to 83 percent the year before. Nationally, 80.9 percent of children were immunized in 2005. Immunization against diseases is a cost effective strategy for improving the health of our citizens.

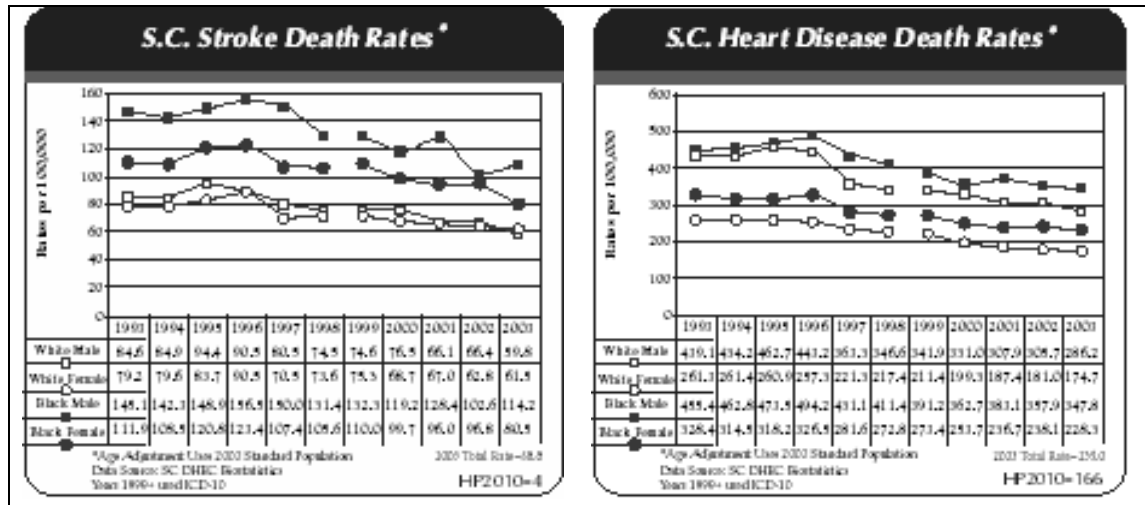
Unintentional injuries, or accidents, killed more than 2,000 citizens in South Carolina and this number has been increasing every year since 1997. In 2005, our state had 6.7 occupational fatalities per 100,000 workers, an increase from 5.8 per 100,000 workers in 2004. Accidents are the number one cause of death among children in South Carolina. Increased awareness of and compliance with safety laws and standards, appropriate vaccinations for major diseases, and increased emphasis on curbing

domestic violence are all potential ways to improve South Carolina's performance in this area.

Decrease Health Disparities

Disparities in health outcomes are a significant problem in South Carolina. The National Institute of Health has defined health disparities as "differences in the incidence, prevalence, mortality and burden of diseases and other adverse health conditions that exist among specific population groups in the United States." The conditions that disproportionately affect minorities living in South Carolina included cancer, cardiovascular disease, diabetes, kidney disease, HIV/AIDS, immunizations and infant mortality. Large health disparities exist in our state in numerous indices of health such as prenatal care, certain cancers, obesity and rates of death from diabetes, stroke and heart disease.





Reduce Poverty

Poverty rates are direct indicators of economic well-being of children and adults and are closely linked to physical well-being as well. South Carolina ranked ninth in the country for persons living below the poverty line with a poverty rate of 14.1 percent, higher than the national average of 12.7 percent. The percent of South Carolina children under age 18 living below the poverty line is 21.0 percent, well above the national average of 17.8 percent.

Coordination and Accountability

When all of the general funds allocated to the activities related to chronic disease prevention, minority health, smoking cessation, or promoting healthy lifestyles are totaled, they amount to a mere fraction of a percent of the over \$1.1 billion in total general fund spending allocated to improving the health of our citizens. Even when total funds are included, the percentage is abysmal. As well, many of the scarce resources we do spend are allocated in a fragmented manner or through entities such as Clemson PSA or South Carolina State PSA without any coordination from a statewide perspective. Unfortunately, the most significant prevention effort in our state may be related to the structure of our fragmented and largely unaccountable health care system, which prevents us from receiving more benefits from our health care expenditures. If we are going to get serious about improving our overall health and slowing the growth of our health care expenditures, we must better coordinate those resources and make wise spending decisions going forward. We attempt to do just that in this budget.

Our restructuring proposal, which we discuss in the “Fix the Structure” section of this budget, is intended to enhance the accountability, coordination, and efficiency of our health and human services agencies.

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Furthermore, our Medicaid reform plan, explained in the “Meeting the Health Care Challenge” portion of the budget, is designed in part to help more Medicaid enrollees benefit from more closely coordinated care, which will improve care and lower cost.

Purchasing Priorities

We developed this purchasing plan by taking proven and promising strategies and then prioritizing them in a way that will achieve the best results. The key strategies we identified are as follows:

Provide incentives to promote healthy lifestyles

Improved quality and length of life among South Carolinians begins with citizens making better choices about their own health. Engaging in unhealthy habits such as eating a poor diet, leading a sedentary life, and smoking cigarettes results in significant health care costs to our state. For example, the prevalence of adult obesity in South Carolina costs \$1 billion in medical expenditures, with about half of the costs being funded by Medicare and Medicaid. Obesity-related expenditures represent approximately 6 percent of South Carolina’s annual health care bill.

In addition, there is the challenge of teen pregnancy. Children of teen mothers are twice as likely to be victims of abuse or neglect. Teen mothers are more likely to have low birth weight babies. Less than one third of teen mothers finish high school. Seventy-five percent of unmarried teen mothers will go on welfare within five years of the birth of their first child.

Dr. William Galston, currently Director of the University of Maryland’s Institute of Public Policy and formerly President Clinton’s assistant for domestic policy, has said that there are basically three things a person has to do to lift their children out of poverty: graduate high school, get married before having a child, and have that child after the age of twenty. The rate of poverty for children of parents who do these three things is eight percent. The rate of poverty for children of those who fail to do this is 79 percent. South Carolina’s rate of success on all of those three measures is poor, and so, predictably, are our results in health, education, and economics. In 2003, a researcher at Johns Hopkins University estimated that each child born to a South Carolina teenager costs South Carolina taxpayers \$22,000.

Provide increased access to insurance and private payment for health care.

Access to appropriate health care in South Carolina is significantly impacted by uninsured citizens. Many South Carolinians are either underinsured or have no insurance. Health insurance coverage increases the likelihood that people will receive the preventive care they need to stay healthy. A high rate of uninsured individuals puts a strain on emergency care and increases the likelihood that health issues will go unaddressed until they are at a critical point. It has been estimated that the cost of un-insurance, nationally, is between \$65-130 billion dollars.

Provide for an increased number of providers in underserved areas.

There is a shortage of trained professionals in several health care areas. This is particularly true in rural areas. Since South Carolina is a rural state, improved access to rural health care services is an important part of meeting our public health needs.

Provide for measures to increase the number of individuals with an identified primary care physician or medical homes.

People with a regular provider of health care are more likely than those without a usual source of care to receive a variety of preventive health care services. An estimated 15 percent of adults in the United States lack a usual source of care. Thus, more than 40 million persons have no particular doctor's office, clinic, health center, or other place where they go for health care advice.

Provide disease prevention and disease management.

Many of the health care and societal costs associated with physical and behavioral disorders can be reduced through improved disease management and prevention programs. The health outcomes in South Carolina clearly demonstrate that we fall short in the area of prevention and management of disease. Cardiovascular disease, cancer, and diabetes are among the leading causes of death. In South Carolina, the total direct and indirect costs of hospitalizations and emergency room visits were more than \$928 million for diabetes in 2001. Some of these costs could be reduced through improved blood sugar control and control of elevated blood pressure and high cholesterol and other disease management techniques.

According to the National Institute of Mental Health, over 15 percent of all adults in the United States meet criteria for at least one alcohol, drug abuse, or mental disorder. The prevalence of diagnosable mental disorders in children and adolescents has been estimated to be between 14 percent and 20 percent; among the elderly, it has been estimated at 15 percent to 25 percent. When mental disorders illnesses are not well treated and managed, they result in staggering costs to society. The indirect cost of mental illness was estimated to be approximately \$80 billion in the United States in 1990. With recent gains in mental health treatment, recovery has become a reality for many individuals suffering from a mental illness. Providing access to appropriate treatment could reduce the large indirect costs to society imposed by mental illness.

Provide adequate food and nutrition.

Undernutrition can have lasting negative effects upon the physical and cognitive development of children. The Food Stamp Program is the first line of defense in ensuring that low-income families receive adequate nutrition. Programs like the Summer Food Program, Child and Adult Care Food Program and the Emergency Food Assistance Program help families provide nutritional meals. Additionally, providing adequate food and nutrition, through programs like Meals on Wheels, encourages independent living for home-bound adults and seniors.

Provide opportunities for employment and independence

In order to improve economic well-being and self-sufficiency of our low-income population and our state's adults with disabilities, we must find ways to increase opportunities for employment. For adults and seniors, adequate supports (such as homemakers, personal care aides, Meals on Wheels, transportation) can prevent or delay nursing home institutionalization. Maximizing living choices for adults and seniors, especially if they choose to stay in their own homes or be cared for by family as long as possible, can be a cost-effective strategy for state government and for South Carolina citizens.

Provide for child support collections

In order to reduce the rate of poverty of South Carolina's children, we must find ways to increase child support collections. "Analyses of increases in child support enforcement strongly suggest that it has played a role in decreasing child poverty – one study estimated that child support lifted about a half million children out of poverty." [*Child Trends*, 2002]. Children in poverty are more likely to suffer poor health, more likely to die in childhood, more likely to be developmentally delayed, more likely to repeat a grade, more likely to drop out of high school, more likely to become pregnant during adolescence, and less likely to be employed after high school.

Provide measures to reduce time for foster children to be adopted

By reducing the time for South Carolina children to be adopted, we can increase the number of children in stable and safe environments and reduce the number of children in institutional settings. Another long term consequence of children aging out of the foster care system with no permanent family is the high incidence of homelessness experienced by former foster youth. Across the nation, various studies indicate that as much as 30 percent of homeless persons have a history of being in foster care.

Provide timely and effective interventions when safety is compromised in the home or family environment

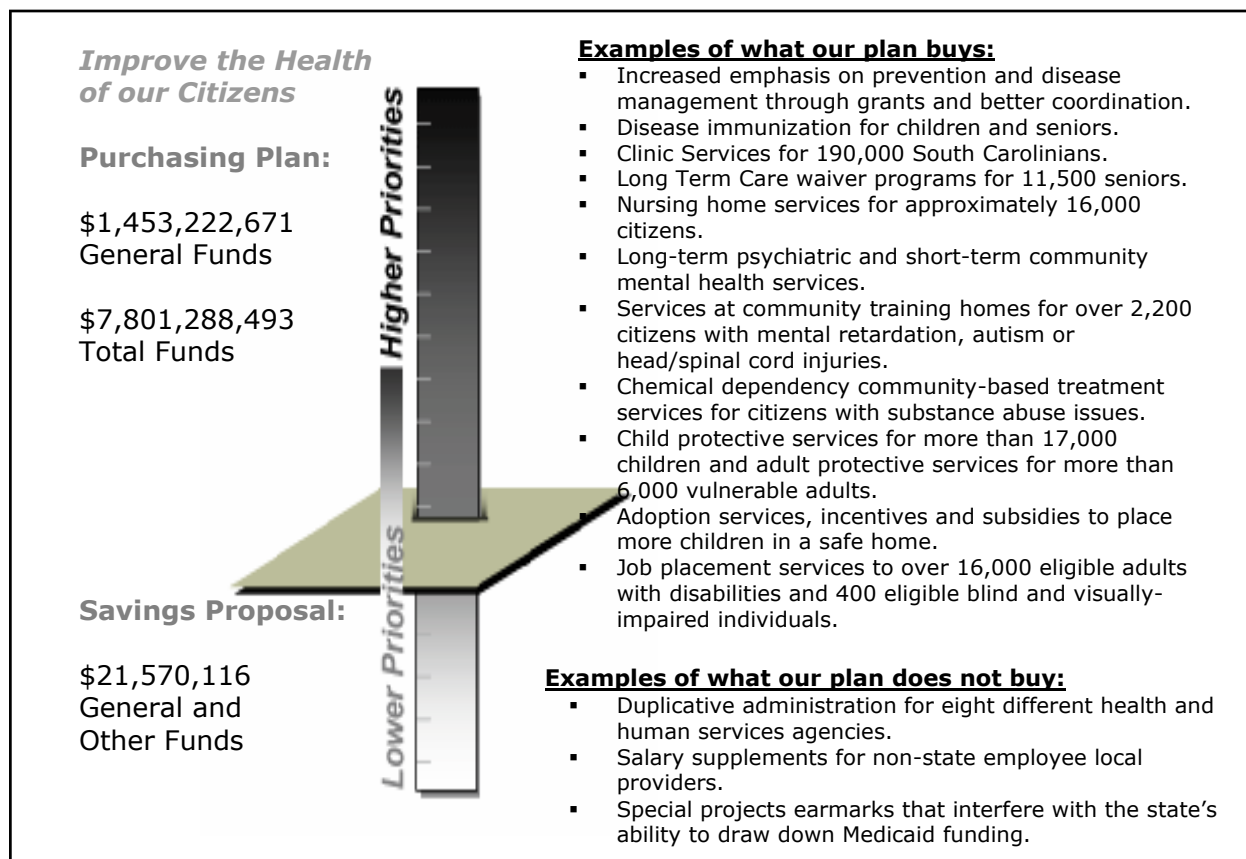
For children, the behavioral consequences of abuse and neglect include difficulties during adolescence – abused and neglected teens are 25 percent more likely to experience delinquency, teen pregnancy, low academic achievement, drug use and mental health problems. To reduce costs to society in the long term, children need to be protected from the effects of abuse and neglect. Psychological problems often manifest as high-risk behaviors, which in turn can lead to long-term health problems such as sexually transmitted diseases, cancer and obesity. For adults and seniors, timely and effective interventions will help prevent recurring abuse and improve the quality of care for residents in long term care facilities.

Governor's Purchasing Plan – Highlights

Our plan takes into account both the physical and fiscal health of our state. In our purchasing plan, we choose to fund or purchase those health and human services we

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believe provide the most value and do not purchase some other items that are identified as of lower priority. The following table identifies key purchases within our executive budget's total state health care spending plan as well as examples of what is not purchased. Detailed highlights of our purchasing plan are provided below the table.



Our Plan Buys:

Increased emphasis on prevention and promoting healthy lifestyles

We continue to feel strongly about the need for an increased focus on prevention. Therefore, we propose to **increase funding for Prevention Partnership Grants by \$3,000,000**. The grants support programs that have proven successful or have the potential to reduce the amount of disability and disease and the related hospitalization and other health care costs. These grants can be awarded to government agencies, private foundations, and non-profit organizations, focusing on reinforcing successful ideas that measurably improve the health of our citizens. Some of the ideas funded may also qualify for federal matching funds, bringing additional dollars to our state for prevention.

Last year, our \$5 million request was reduced to \$2 million in the General Assembly, with half of that amount then earmarked by proviso for one particular activity. We request that this year we return to the original intent of the program to fund health care prevention grants based on their merits rather than political direction.

In addition, we would like to see all prevention efforts currently funded through agencies such as DHEC, Clemson PSA, and South Carolina State PSA more effectively coordinated with this prevention office for better overall results.

Immunizations for Polio, Measles, and other Contagious Diseases. Many serious childhood diseases are preventable through routine childhood vaccination. Diseases such as polio, whooping cough, and measles are easily spread through communities. Individuals who are not immunized increase the risk that they, and others in their community, will contract a contagious disease. The flu and pneumonia are among the leading causes of death in the senior population. Both are easily preventable through either an annual flu shot or a one-time pneumonia vaccine. To prevent disease, disability, and death from vaccine-preventable diseases and to avoid the exorbitant public health costs associated with these illnesses, **we propose to increase funding for this activity by \$449,705** amounting to \$4,537,930 in general funds and \$7,809,536 in total funds.

Funding for Maternal and Infant Health. This funding seeks to improve the health and well being of children in the state with an emphasis on eliminating health disparities. Activities include family support services, newborn screening and home visits, medical home partnerships, family planning, and nutrition. These activities also further our goals of promoting healthy behaviors and improving access to comprehensive quality health care. This funding will help increase the percent of very low birth weight infants delivered in Level III hospitals, which is tied to reducing infant mortality. We propose to **increase funding for this activity by \$333,605**, amounting to \$3,691,263 in general funds and \$138,354,604 in total funds.

Provide access to insurance and private payment for health care

Options for Medicaid Coverage for enrolled beneficiaries in South Carolina. The state reimburses the Managed Care Organizations an actuarially sound, capitated reimbursement rate for enrolled members. These organizations will generally provide a coordinated system of primary care aimed at establishing beneficiaries in a medical home. Additionally, they provide other health services such as health education and home visits. For this service, we propose to **increase funding by \$23,126,385** amounting to \$45,607,070 in general funds and \$201,030,716 in total funds.

In addition, as indicated in the “Meeting the Health Care Challenge” section of this budget, we recently enacted tort reform legislation to help stabilize insurance rates for doctors, and we are pursuing a Medicaid reform proposal which will bring the benefits of ownership, market competition and consumer choice to Medicaid.

Provide for measures to increase the number of individuals with an identified primary care physician or medical homes.

Healthy Connections Enrollment Counselors to serve 850,000 Medicaid beneficiaries. An important part of our Medicaid Reform efforts will be helping Medicaid beneficiaries choose the best health plan for them and their families. A key part of this effort will be providing Medicaid beneficiaries with a professional helping hand during the enrollment process. Trained DHHS enrollment counselors will provide basic information about the choices open to the beneficiary, the purpose of the Personal Health Account (PHA) and how the PHA can be effectively used. Counselors will be trained with a curriculum to ensure that the information provided to the beneficiaries is impartial, consistent and complete. **We will dedicate \$2,500,000 of the funding within the “Medicaid Eligibility” activity to hire and train Medicaid enrollment counselors for citizens in need.**

Provide disease prevention and disease management

Cancer Research and Treatment. Cancer is the second leading cause of death in South Carolina, claiming the lives of nearly 8,000 citizens each year. Our state will likely have over 17,000 new cancer cases diagnosed in the next year. A study released in November 2005 by a team from the Harvard School of Public Health, University of Auckland in New Zealand and University of Queensland in Australia found that up to a third of cancer deaths are actually preventable by changes in behavior. Hollings Cancer Center is a leader in cancer medicine, researching ways cancer can be prevented, diagnosed, treated and cured now and in the future. We, therefore, propose devoting **an additional \$500,000** in research dollars to the Hollings Cancer Center at MUSC to help with their efforts to bring more research and treatment resources to our state. We are committed to assisting the Hollings Cancer Center in its efforts to secure accreditation with the National Cancer Institute as a Comprehensive Cancer Center, and we encourage the Hollings Cancer Center to coordinate care with other agencies throughout the state, where possible.

While we are increasing funding to prevention related activities, our state must still deal with the reality that we remain among the unhealthiest populations in the United States and that this reality costs us every day – in terms of both dollars and lives.

Our budget proposes to continue purchasing many activities that manage illness. A significant portion of these activities are purchased through the state’s Medicaid program. Growth in this program was held to less than six percent in FY 2003-04, and the program ended the year balanced for the first time in several years. The growth the program experienced was well below the national average for Medicaid programs, but increases in costs and utilization are accelerating the rate of growth again. In FY 2004-05, funding growth was at approximately nine percent. Because managing illness among the poor and disabled is so vitally important to our state, this budget proposes to significantly increase funding for these activities so that continued health care cost

increases can be absorbed without services having to be reduced. Important activities include:

Prescription Drug Availability for South Carolinians on Medicaid. Today's pharmaceuticals are among the most advanced in history and produce noticeable results in terms of saving lives in emergency situations or during short-term illness, sustaining life in chronic or long term illness, or limiting the need for hospitalization. Medicaid's covered pharmacy services include the provision of most prescription and over-the-counter pharmaceuticals. Pharmacy utilization levels are growing in Medicaid just as they are in the State Health Plan and in other private insurance plans. **We propose to increase funding for this activity by \$19,093,859**, amounting to \$156,797,090 in general funds and \$777,866,464 in total funds.

Clinic Services to over 190,000 South Carolinians. While many private medical providers participate in the Medicaid program, a portion of Medicaid recipients are seen in Rural and Federally Qualified Health Centers. These centers provide primary medical care in underserved areas and are the backbone of our state's low-income health delivery system. Additionally, many Medicaid recipients have conditions such as kidney disease or HIV/AIDS that require specialized care in a clinical setting. Continued provision of these services is necessary if our state is to appropriately assist these individuals in managing their illness. To maintain this structure, we propose to **increase funding for this activity by \$1,462,850** amounting to \$30,953,708 in general funds and \$109,486,702 in total funds.

Inpatient and Outpatient Hospital Care. This activity is also vital to South Carolina's disease management efforts. Our prevention, pharmacy, medical professional, and clinic services seek to reduce Medicaid recipients' need for hospital care. Nevertheless, unforeseen circumstances arise, such as accidents, or illnesses become more severe and the best care can only be provided in a more specialized setting. We propose to **increase funding for Medicaid hospital services by \$11,058,247** amounting to \$184,066,912 in general funds and \$701,016,253 in total funds to ensure that our fellow citizens who require this high-level care continue to receive the help they need.

Hospice Care for over 600 South Carolinians in need. Hospice care is provided to eligible Medicaid recipients who have been certified as being terminally ill. A person is considered to be terminally ill if the individual has a medical prognosis that his/her life expectancy is six (6) months or less if the disease runs its normal course. Services provided include nursing, medical social services, physician services, counseling, medical appliances including drugs and biologicals, and aide, homemaker and therapy services. We propose to **increase funding for this valuable service by \$234,122** amounting to \$1,972,702 in general funds and \$7,304,298 in total funds.

Acute Psychiatric Services for consumers whose conditions are temporarily severe enough that they are not able to be treated in the community. Services are delivered in a

hospital setting with the intention of improving the functioning of the consumer and decreasing the number of consumers who have to return to a hospital setting for treatment. We propose to **increase recurring funding for this activity by \$1,000,000**, amounting to \$19,472,430 in general funds and \$34,835,391 in total funds.

Long Term Inpatient Psychiatric Services for 300 adult consumers whose conditions are of such severity that they are not able to be treated in the community and are not expected to return to the community. Services for these individuals are provided by a multidisciplinary team in a hospital setting. We propose to **increase recurring funding for this activity by \$400,000** amounting to \$12,472,430 in general funds and \$19,820,936 in total funds.

Crisis Stabilization is a service that evaluates and treats individuals in crisis, thereby diverting them from the emergency room. This is very important due to the negative impact emergency room utilization by mental health patients has upon the functioning of that setting. Last year, we provided a significant increase to help with this problem. We propose to **maintain our current level of state funding** for this activity amounting to \$12,111,220 in general funds and \$21,418,955 in total funds.

The need for mental health and substance abuse treatment is closely linked as many individuals with mental illness abuse alcohol and other drugs. The rate of concurrence of substance abuse and mental illness is extremely high. Furthermore, individuals who abuse substances are likely to neglect their health and have numerous co-occurring physical complaints. To meet the needs of this population, we propose the following support:

Chemical Dependency Community-Based Treatment Services. Services for individuals with chemical dependency range from locally available outpatient treatment to higher levels of specialized treatment such as detoxification, adolescent inpatient services and residential services. This funding would go toward evidence-based prevention for adolescents to prevent alcohol use or to stop alcohol dependency early. Secondly, it would be used for low-end treatment services within the community. The idea is to reach individuals early in the dependency cycle in order to reduce the need for more expensive, episodic treatment in residential facilities and hospital emergency rooms. We propose to **increase funding for this activity by \$750,000**, amounting to \$7,613,387 in general funds and \$24,339,129 in total funds.

Provide Adequate Food and Nutrition

Food Stamps and other food programs to more than 600,000 South Carolinians. Food stamps are cash benefits paid out to low-income families and individuals through the use of debit cards. For those who qualify, the Food Stamp program must provide work-related activities that will lead to employment and decrease dependency. The provision of funding to pay for food helps safeguard the health and

well-being of the state's population. South Carolina had the lowest error rate in the nation, which means only people who truly qualified for assistance received it. We propose to **maintain current funding for this activity** amounting to \$11,745,183 in general funds and \$622,552,623 in total funds.

To help people on Food Stamps make healthier choices with regard to their diet, our Department of Social Services is working with the United States Department to design, implement and evaluate a pilot project providing nutrition education to low-income families to change their eating habits (including increasing consumption of fruits and vegetables) and make healthier lifestyle choices. The U. S. Agriculture Department will pay 50 percent of the funding to run the project and 100 percent of the evaluation cost, leveraging our state's own efforts.

Provide opportunities for employment and independence

Vocational Rehabilitation Direct Client Services to more than 16,000 persons with disabilities. This activity provides assessment, counseling, guidance, and placement services as well as academic training, assistive technology, mobility and transportation, and retention services to eligible adults with disabilities to prepare for, achieve and maintain competitive employment. Successfully employed clients become taxpaying members of the workforce rather than relying on Social Security disability benefits, Medicaid, and other public assistance. The cost of their rehabilitation is paid back through their taxes in an average of 5.4 years. We propose using administrative savings derived from restructuring the Vocational Rehabilitation Department and the Commission for the Blind to **increase recurring funding** for this activity by **\$659,000** amounting to \$9,703,668 in general funds and \$40,568,470 in total funds.

Rehabilitation Services for over 400 eligible blind and visually impaired individuals. Vocational rehabilitation services led 284 blind and visually impaired citizens to competitive job placements in FY 2004-05. We propose to **maintain current funding** for this activity amounting to \$290,302 in general funds and \$3,989,257 in total funds.

Long Term Care Services for 11,500 seniors and a \$1 increase in the hourly rate for personal care aides. South Carolina now has the fifth fastest growing population of seniors 85 or older, and many are finding it harder to live on their own. Long Term Care Services allow Medicaid recipients to get needed personal care services, like bathing and meal preparation, in their own homes rather than moving into nursing facilities. In order to give our elderly population more choice and independence, we propose to **increase funding for this activity by \$2,159,394**, amounting to \$31,470,097 in general funds and \$107,814,982 in total funds. This will help DHHS add 500 news slots to the elderly/disabled waiver so more seniors can choose to receive long-term care at home, and it will cover a \$1 increase in the hourly rate for personal care aides. Bolstering the community long-term care program is a good investment for taxpayers since it can serve 2.5 seniors for every one person served in a nursing home.

Community Training Homes for more than 2,200 vulnerable South Carolina citizens. Community training homes offer the mentally challenged the opportunity to live in a homelike environment under the supervision of qualified trained caregivers. We propose to **provide \$2,242,351 in additional funding to help reduce the waiting list for the mentally challenged**, amounting to \$27,230,793 in general funds and \$113,377,653 in total funds. We will also **increase funding for community training homes for citizens with autism by \$219,795**, amounting to \$2,669,164 in general funds and \$9,762,822 in total funds, and **increase funding for community training homes for citizens with head and spinal cord injuries by \$29,222**, amounting to \$354,862 in general funds and \$638,697 in total funds.

Temporary Assistance to over 18,000 needy families per month. This program provides assistance to needy families with children and provides parents or caretaker relatives with job preparation, work experience, job placement, and support services to enable them to leave the program and become self-reliant. This activity assisted clients in finding over 11,000 jobs last fiscal year. We propose to **maintain current funding for this activity**, amounting to \$16,581,589 in general funds and \$101,200,524 in total funds.

Provide for Child Support Collections

Child Support Enforcement for more than 180,000 children receiving support from a non-custodial parent. Child Support Enforcement establishes paternity for children born out of wedlock, establishes and enforces orders for child support, and collects and distributes the support. Support collected from non-custodial parents totaled \$244 million in FY 2002-03. In actual performance, for every \$1 spent in child support activities, the return on that investment equals \$7. We propose to **maintain current recurring funding for this activity**, amounting to \$5,238,230 in general funds and \$66,923,013 in total funds. Total funds are increased because, in addition to the recurring funding, we will be providing \$16,500,000 in Capital Reserve Funding to help cover two fiscal years of a longstanding federal penalty related to the implementation of the child support enforcement system.

Provide measures to reduce time for foster children to be adopted

Foster Care Services for nearly 5,000 children who have been abused or neglected and are no longer able to safely stay with their families and are taken into the custody of the state. Foster care is the temporary placement of a child with a licensed foster family or group home. Foster care workers monitor the children in the foster or group home and arrange needed medical, educational, vocational, social, treatment and rehabilitative services. Foster care workers also identify needed services for the birth family if reunification is the plan. These services protect the child and provide them with a temporary home environment. We propose to **increase recurring funding**

for this activity by **\$1,002,476** amounting to \$4,924,169 in general funds and \$43,444,689 in total funds.

Adoption Services for 1,600 children with a plan of adoption to find safe, loving, and stable families for foster children, which includes recruiting parents, performing or contracting for home studies, placing children in families, and stabilizing placements after the adoption. We propose to **increase recurring funding** for this activity by **\$819,397** amounting to \$3,451,412 in general funds and \$15,134,810 in total funds.

Adoption Subsidies for 4,555 special needs children. This program provides a monthly subsidy payment to adoptive parents based on the needs of the child up to the amount the child received in foster care. We propose to **increase funding for this activity by \$2,000,000**, amounting to 9,866,719 in general funds and \$26,647,643 in total funds.

Adoption Incentives of up to \$1,500 per child to families to cover part of the legal costs to adopt a child. We restored this incentive in the past two years to help further our goal of finding permanent, stable homes for our state's 1,500 foster children with a plan for adoption. We propose to **maintain current funding at \$750,000** for this activity amounting to \$1,500,000 in total funds.

Provide timely and effective interventions when safety is compromised

Child Protective Services for over 17,000 children when child abuse or neglect was suspected. CPS workers investigated over 17,000 reports of child abuse and neglect in FY 2004-05. When abuse is confirmed, treatment services are provided to the family, allowing the child to remain in the home when possible. These services protect the children and prevent them from being removed from their families. We propose to **increase recurring funding** for this activity by **\$3,919,051** amounting to \$7,946,013 in general funds and \$33,229,353 in total funds.

Adult Protective Services for 6,000 vulnerable adults living in a non-institutional setting. This service identifies and corrects conditions of actual or potential abuse, neglect, or exploitation of persons eighteen years of age or older who are disabled or incapacitated. We propose to **maintain current recurring funding** for this activity, amounting to \$2,144,051 in general funds and \$12,096,597 in total funds.

Investigative Services for residents at long term care facilities. Almost 5,000 complaints of abuse, neglect, exploitation, and other problems concerning the quality of nursing home care were investigated by the Long Term Care Ombudsman program. Last year, we paid for five additional investigators to meet the national standard of one investigator for every 2,000 nursing home beds.

Yet the concern remains that too often law enforcement is brought into the investigative process too late to adequately determine wrongdoing. A General Accounting Office

study in 2002 found a direct correlation between delay in involving law enforcement and obtaining convictions for criminal abuse of vulnerable citizens in residential care facilities. We understand that there will be efforts in the Legislature to review the Omnibus Adult Protection Act and take steps to make investigations of suspected abuse at Department of Mental Health and Department of Disabilities and Special Needs facilities more independent and responsive. To facilitate that process, we are **providing \$450,000 in general funds** to fund additional investigators within the State Law Enforcement Division to increase the responsiveness and independence of abuse investigations.

Our Plan Saves by:

Restructuring our health care agencies. In the budget section “Fix the Structure,” we laid out in detail our plans for consolidating five health services agencies, which answer to four different authorities, into two agencies, each more directly accountable to the Governor and ultimately to the citizens of South Carolina. It is our expectation that creating an efficient health services delivery system will yield approximately **\$14 million in general fund savings in the first fiscal year**. The administrative savings are delineated as follows:

- Department of Health and Environmental Control: \$4,897,634
- Department of Mental Health: \$6,444,805
- Department of Disabilities and Special Needs: \$2,210,269
- Department of Alcohol and Other Drug Abuse Services: \$422,537
- Continuum of Care: \$144,885

Making our Human Services agency structure more efficient by merging the Vocational Rehabilitation Department and Commission for the Blind. The Legislative Audit Council recommended in 2002 that the General Assembly merge the Commission for the Blind and Vocational Rehabilitation Department to realize increased efficiency and lower costs. The LAC report found that this could be done without adversely affecting the quality of services provided by both agencies. The report further found that: (1) both agencies’ core missions and number one goal are to place clients in competitive employment; (2) over 50 percent of the commission’s budget is spent on competitive job placement; (3) ours is one of only 12 states with a stand-alone commission; and (4) the rehabilitation rate for merged agencies is higher than stand-alone Commissions for the Blind. We propose merging these two agencies **saving \$534,033 in the first year and redirecting those savings to fund direct client services at both agencies**.

Moving to a pharmaceutical reimbursement rate closer to the Southeastern average, and shifting the resulting savings toward providing services for more citizens in need. Currently, the pharmacy ingredient portion of the reimbursement rate we pay for Medicaid prescription drugs [Average Wholesale Price (AWP) minus ten (10)

percent] is among the highest in the Southeast. Florida's rate is AWP-15.4 percent; Georgia's is AWP-11 percent. Tennessee's rate is AWP-13 percent, while Louisiana pays independent pharmacies AWP-13.5 percent and chain pharmacies AWP-15 percent. Seventeen of 43 states responding to a 2003 survey by the United States Department of Health and Human Services' Office of the Inspector General (OIG) had recently reduced their Medicaid reimbursement formulas for prescription drugs. South Carolina has persisted in using the AWP-ten percent standard, at significant cost to the taxpayers. We believe that moving to an AWP-12 standard will leave South Carolina competitive with the other Southeastern states, while **achieving more than \$3.3 million in savings** which can be used on services for more needy South Carolinians.

Making Tough Choices:

Given the state's finite amount of resources, we had to make some difficult choices regarding which activities to fund or not fund. While the activities listed below may well have merit, when comparing them with other activities, we did not think their anticipated outcome would be as effective in achieving our goal. The following reflects some of those difficult choices:

Redirect a salary supplement for non-state employees toward increasing access at Community Training Homes. The Department of Disabilities and Special Needs has used contract workers at several local facilities with the intent to provide more cost-effective services. However, these workers have been automatically receiving the same cost-of-living adjustments (COLAs) as state workers, defeating the purpose of contracting the work in the first place. We believe that rather than continuing this automatic increase, taxpayers are better served by **redirecting \$2,491,368** toward increasing access to the department's Community Training Homes for citizens with mental retardation, autism or head/spinal cord injuries. Proposals for COLAs for contract workers are better left as an important part of future contract negotiations.

Make contributions to the Special Olympics Program voluntary. Special Olympics is a grassroots movement that provides year-round sports training and athletic competition to children and adults with intellectual disabilities through more than 200 programs in 150 countries around the world. Special Olympics chapters are not-for-profit organizations funded primarily through individual and corporate contributions. The Special Olympics organizations have a significant independent fundraising apparatus. We propose the program in South Carolina be self-funded, **saving taxpayers \$174,175**. Voluntary donations, in lieu of compulsory taxpayer funding, are to be admired and encouraged.

Redirect funding for the ReGenesis Center to fund an increase in the Breast and Cervical Cancer Early Detection and Treatment Program. Last year, the General Assembly included a brand new earmark in the budget for the ReGenesis Center in Spartanburg. This reportedly was to be used for fighting breast cancer, although no

mention was made of breast cancer in the bill. We believe that this funding would be better utilized by **redirecting \$100,000 to an increase in funding for the breast and cervical cancer early detection program**, which will benefit low income women throughout the state and which leverages each dollar of our breast cancer prevention efforts with more than three federal matching dollars.

Radio Reading funds diverted to Prevention of Blindness. The Commission for the Blind funds broadcasting fees and staffing for a radio program which reads newspapers and other materials to blind and visually-impaired persons in South Carolina. The Radio Reading Program is duplicative of other readily available radio and television news outlets that can provide similar information.

Last year, the General Assembly, while not eliminating funding, reduced the level of funding to a degree that the Director said it could not effectively operate.

While we understand this program is valuable to its listeners, we believe this funding is better utilized to support the commission's Prevention of Blindness Program. This program needs additional funding to meet the needs of identified individuals who are among South Carolina's poorest citizens. These individuals have no medical insurance and have been found to need medical eye care, which can prevent blindness or stabilize existing limited vision. We propose **diverting \$129,900** from the Radio Reading Program to the Prevention of Blindness Program.

Please see the Appendices for a complete listing of the Governor's Purchase Plan for this goal area and for a detailed listing of what our plan saves and what our plan does not buy.

Improve the Quality of Natural Resources

Improve the Quality of Natural Resources

Whether it is Lew and Vi Rhoden from Sun City taking a kayak trip down the May River, Greenville's Troop 19 camping in Jones Gap State Park, or a Vought-Alenia executive biking through the Ashley River Historic District – folks are drawn to and folks stay in South Carolina because of our unique quality of life. And while quality of life means many things to many people in our state, none would dispute that the natural beauty of our woods and waters distinguishes us from a number of our competitors in the global marketplace. In a time of transformative change, with a mobile, dynamic economy and population, we cannot afford to take one of our strongest economic development tools, South Carolina's natural landscape, for granted.

In fact, we believe our most significant assets for economic development in South Carolina are our history, climate and natural resources. The only other place you can drive from the beach to the mountains in three hours is southern California – home to a high-paying technology sector.

The recent decision by Vought-Alenia to locate in the Lowcountry is testament to that appeal. Officials with both companies cited our quality of life as a major motivation to make South Carolina home to their new \$500 million operation. Vought-Alenia's site selection process also demonstrates how business and environmental interests can coexist, as they worked closely with the South Carolina Coastal Conservation League and others to plan a low impact development. Most importantly, the Vought-Alenia investment will allow 600 employees to live, work and raise their families in South Carolina.

Our climate and environment also provide for a sector of the economy that is not available to many states – retirement living. From Caesar's Head and Lake Hartwell to Hilton Head and Beaufort we have tremendous assets in our woods and waters to attract retirees. Multiplied thousands of times over, their average of \$110,000 in annual income supports a variety of service industries, retail operations, real estate ventures and other investments in our state. Simply put, quality of life attracts jobs.

So while we have talked a lot over the years about economic development being the key to keeping our state home to future generations, that belief is based on an assumption that South Carolina will continue to be a unique and desirable place to live. The great

Governor Sanford's Goals for **Improving the Quality of Natural Resources** are to:

- ✓ Manage state resources for public benefit.
- ✓ Produce outcome driven policies and solutions for citizen stewardship.
- ✓ Regulate and enforce quality standards.
- ✓ Market the value of our natural resources.

naturalist J. J. Audubon said, “A true conservationist is a man who knows that the world is not given by his fathers, but borrowed from his children.” Accordingly, our budget priorities will focus on those activities that deliver meaningful outcomes and ultimately enable our children to call South Carolina home.

Developing our Purchasing Priorities

In order to develop our purchasing priorities, we first looked at the major indicators of success to determine whether state government is currently reaching its goal to improve the quality of South Carolina’s natural resources. We have found that South Carolina is making progress, but faces a growing number of challenges. This section identifies the measures that help explain in what areas we are meeting our goals and what areas offer opportunities for meaningful improvement.

Generally speaking, we recognize that South Carolina has a high quality of life, but we cannot ignore the potential threats of haphazard land conversion and sagging air and water quality. So, in looking at the state of the resource, the question becomes: does our natural resources budget realistically and functionally address the state’s top priorities when it comes to natural resources?

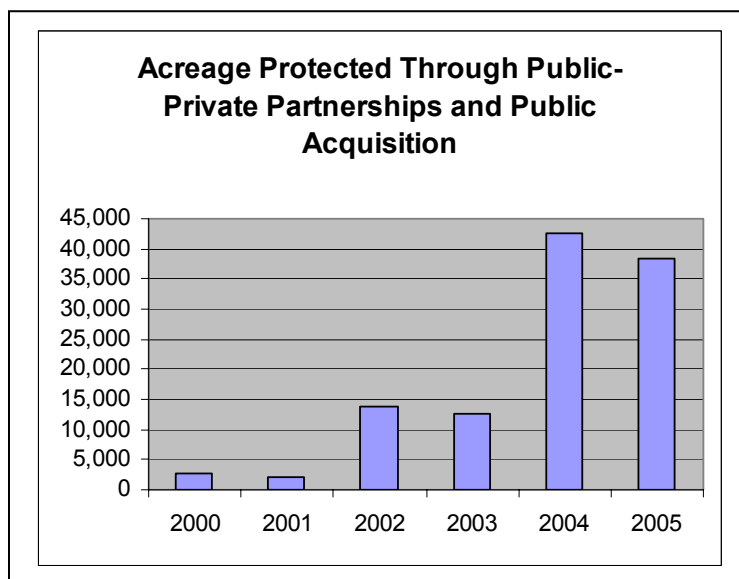
Where we are succeeding

Though a long-time staple of the economy, hospitality and retail businesses traditionally have not come to mind when most folks think about economic development in our state. However, in South Carolina – where tourism is the top industry and most jobs are created by small business – these businesses thrive when they can dovetail with the state’s natural appeal. Simply put, beaches and bluffs are our casinos. Just as Las Vegas would wither without gambling, South Carolina would struggle without clean land, air and water.

As a result, we have made a significant investment as a state in our natural resources and subsequently, a number of those investments have yielded very positive returns. For example, clean water is vital to our appeal – 81 percent of our rivers and streams and nearly 100 percent of our lakes now fully support recreation. On the coast, we have increased the percentage of shellfish beds that are approved for harvest from 64.1 percent in 2000 to 70 percent in 2004. Our red drum population is stable and remains one of the most sought after game fish in the state – with over half of all saltwater license holders targeting red drum on one or more trips. A 2001 study estimated a \$152.1 million economic impact and attributed 2,400 jobs to the red drum fishery.

Our most successful efforts as a state have been based on solid conservation principles – and we will continue to support those principles that encourage personal stewardship, support active land management, encourage resource conservation and do not borrow on the future.

One of the best examples of our state applying principles of limited government and facilitating rather than regulating is the early success of the South Carolina Conservation Bank. The Bank is already proving to be a valuable tool in protecting the integrity of our natural landscape through the conservation of lands with a considerable impact on air and water quality, as well as those with historical significance. We plan to build on success from years past, when we were able to work with the General Assembly to fully fund the South Carolina Conservation Bank. As a result of a \$13.2 million commitment by the General Assembly, the Conservation Bank was able to leverage over \$50 million for public and private landowners to protect our natural integrity, securing 28,210 acres at an astonishing rate of \$459 state dollars per acre. We support full funding for the Conservation Bank again this year.



As a component of ensuring that our landscape be protected, we also intend to make good on the state's obligation to provide for the safe maintenance of areas like the Barnwell Low-Level Waste Facility. Accordingly, our budget last year devoted \$25 million to the repayment of the Barnwell Trust Fund and nearly \$1 million for the complete repayment of the Pinewood Trust Fund. The General Assembly responded by paying off the Pinewood Fund and making a \$25 million appropriation to the Barnwell Fund. We would again urge the General Assembly to move toward completely restoring the Barnwell Trust Fund.

Finally, in last year's budget, we called for better assessment of the access points that enable millions of residents and tourists to enjoy South Carolina's natural resources each year. The Department of Natural Resources responded and has engaged a study of boat ramps to ensure that we can not only add access points in new areas of growth but maintain existing boat ramps. Through this scrutiny, we expect that the shortsighted practice of adding boat ramps without assurance that the existing ramps can be reliably maintained will end.

Opportunities for Improvement

One of the major threats to South Carolina's quality of life continues to be the fragmentation of large timber tracts and poorly planned land conversion. As we have

noted, the Conservation Bank has already played a key role in conserving sensitive lands, placing an emphasis on property in high risk areas and protecting large tracts. Perhaps more importantly in land protection, a number of private landowners have taken the initiative to utilize conservation easements and protect their land in perpetuity.

And while there may not be a budgetary answer for haphazard land conversion, there are certainly budgetary implications. We have noted this in the past but believe it bears repeating: experts expect South Carolina to grow by more than a million people by 2025, a third of whom will make their home along the coast. We are converting productive timber and agricultural land to urban and suburban uses at a rate of 200 acres per day. In the most recent study conducted by the U. S. Department of Agriculture, we are 9th in the nation in the total number of acres we converted to urban uses, with 539,700 rural acres converted for development between 1992 and 1997. We also had the 9th highest *rate* of land conversion among the 50 states. Accordingly, Representative Ben Hagood introduced Priority Investment Area (PIA) legislation last year. PIA promotes deliberate, efficient infrastructure investments in areas best suited for growth by encouraging local communication in the planning process. We believe that more disciplined planning can reduce sprawl and save tax dollars on infrastructure.

More directly related to our budget priorities, timber is the number one value delivered crop in South Carolina with receipts of over \$834 million. From nursery to finishing mill, the forest product industry in South Carolina reported a \$14.7 billion economic impact. To protect that value, wildland fire response time remained stable at 35.2 minutes in FY 2004-05, down from 35.7 minutes in FY 2002-03 as we continue to refine our response network. Perhaps more importantly, our network has been effective in limiting the average fire size.

The state has not been able to guard this investment alone, though, as large timber companies like Weyerhaeuser, Mead Westvaco and International Paper have maintained considerable firefighting capacity over the years. However, as their business model changed and they were forced to divest of South Carolina land holdings to compete – private fire fighting capacity diminished. Exacerbating the problem, as the rural economy changes and fewer folks are available as part-time wildland firefighters, our paradigm for wildland firefighting must change.

Aside from the implications for fire protection, the divestment of South Carolina lands by the timber industry has also had a much more macro impact on land conservation – placing our state at a quality of life crossroads. We can either stand by idly as the large timber tracts are parceled and hope everything turns out alright; or we can create a legacy of land conservation and protect expansive undeveloped tracts for future generations. We believe that we cannot afford to be lukewarm on this question. As a result, we are proposing \$10 million for a Timber Conservation Fund to complement the outstanding efforts already taking place at the South Carolina Conservation Bank. In conjunction with ongoing efforts by both public and private entities, we believe that the Timber Conservation Fund is a necessary step in a broader effort to preserve our quality

of life. This is a unique challenge that necessitates creative approaches by conservationists – and demands the attention of all those who hope for their children and grandchildren to call South Carolina home.

Purchasing Priorities

Having determined where we are succeeding and where opportunities for improvement exist, we next identified some proven or promising strategies that will determine our purchasing priorities and best achieve our goal.

We believe government has a two-fold responsibility in sustaining our natural resources. First, government should facilitate responsible and independent resource stewardship for citizens, and second, the state should work to minimize negative impacts on the environment. In facilitating stewardship, South Carolina has an obligation to manage the resources in the public domain and to produce outcome driven policies and incentives that encourage private landowners to do likewise. Through guidelines for the management and use of our natural resources, the state also serves to regulate and enforce quality standards. Finally, South Carolina furthers the appreciation and benefit of our natural assets through programs that market the value of our resources.

Manage state resources for the public's benefit. Though our environment is naturally sustaining, human manipulation of resources has made it necessary for us to take corrective action and mitigate our impact at times. Effective resource management can make for accessible natural areas for all of our citizens, while minimizing our impact and maximizing our benefit. Management purchases would be directed toward activities to correct or to sustain trends in natural resources. Such activities would include efforts to manage forests and fish and wildlife populations, gather biological data to support management efforts and manage state lands for public use.

Produce outcome driven policies and incentives to facilitate citizen stewardship. Our approach to sustaining South Carolina's environment includes government management; however, private citizens are the ideal stewards of our resources. We believe those most familiar and most vested in our natural inventory – landowners, outdoor enthusiasts, and industry – are best positioned to manage for quality, and government should facilitate responsible stewardship. These activities would include those that provide for flexibility, creativity, and quicker response for conservation and preservation efforts; pursue creative partnerships (inter-agency, non-profit or private and individual enterprise); enable landowners to manage responsibly; and support land use planning activities while working within landowner rights.

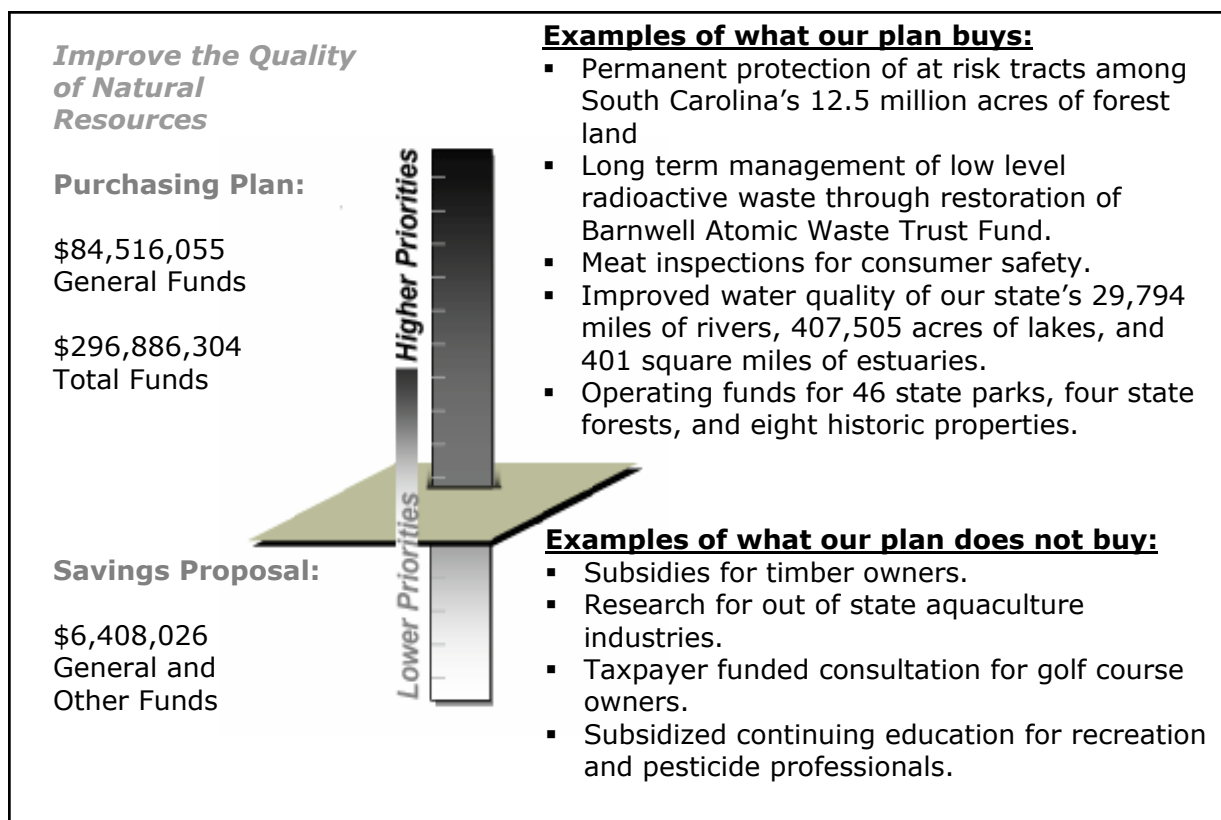
Regulate and enforce quality standards to sustain the low impact use of our resources. Government is in a unique position to establish standards and guidelines for the broader public interest. Our challenge is to prevent harm to natural resources without stifling creative solutions and techniques. To maintain quality standards relating to natural resources, regulations and enforcement should be clear, fair, and optimal. Planning

activities would take place at the watershed level when appropriate and would incorporate activities that monitor and ensure air and water quality, establish the ready availability of water and provide protection, and assurance for consumers of natural resources.

Market the value of South Carolina's natural destinations and products. It is vital to our economy that producers, retailers and consumers realize the value of South Carolina's natural resources. The notion of economic clusters, particularly a tourism cluster, absolutely relies on the availability of usable and sustainable natural resources. South Carolina should promote its natural resources for their recreational and commercial value, market local agricultural and forestry products, and market South Carolina's natural destinations.

Governor's Purchasing Plan – Highlights

We address our state's fiscal problems by purchasing only those activities that most directly address critical natural resources issues. We do not purchase some services that, while still considered valuable, have been identified as lower priorities. The following table identifies key purchases within our executive budget's total state natural resources purchasing plan as well as examples of what is not purchased. Detailed highlights of our purchasing plan are provided below the table.



Our Plan Buys:

Full funding for the South Carolina Conservation Bank. With productive timber and agricultural land being converted to urban and suburban uses at a rate of 200 acres per day, the Conservation Bank provides a unique chance for our state to permanently protect some of our most valuable lands. The Bank is able to leverage state dollars to protect significant acreage at a reasonable price by utilizing a mixture of easements and acquisitions. Through a variety of partnerships, the Bank is able to respect private property rights while providing for public accessibility. We believe **full funding** of an estimated **\$20,000,000** for the Conservation Bank is vital to the protection of our state's natural and historical legacy.

Replenishment of environmental trust funds that have been used to cover budget shortfalls in prior years. Since 2001, the General Assembly diverted \$90,231,429 from the Barnwell Atomic Waste Fund. The depletion places critical cleanup and maintenance efforts, and subsequently public and environmental health, at risk. The General Assembly adopted a recommendation of the FY 2005-06 Executive Budget by making a \$25,000,000 appropriation. For the FY 2006-07 Executive Budget, we propose **\$65,231,429** to fully restore the balance of the Barnwell Trust Fund.

Water pollution control for 11,000 miles of streams averaging 33 billion gallons per day and 1,600 lakes containing more than 15 million acre-feet of water. As a state, our ultimate goal is to make our rivers, lakes and coastal areas safe for people and wildlife. Our natural resources agencies ensure that we remain in compliance with a number of federal and state regulations, while also actively monitoring, testing and improving water in over 1,000 watersheds. In the pursuit of these goals, state agencies performed 4,632 inspections on permitted sites with a focus on wastewater and storm water control. To improve our state's water quality and permitting times for businesses, we propose **increased recurring funding of \$2,236,885 and one-time funding of \$666,000** for water pollution control – reaching **\$31,577,305 in total funds**.

Protection of expansive timber tracts to seize a once in a lifetime chance to create a legacy of land conservation and conserve our forests for future generations. In conjunction with ongoing efforts by both public and private entities, we believe that a Timber Conservation Fund that specifically targets large tracts divested by the major timber companies is a necessary step in a broader effort to preserve our quality of life. Our plan **proposes \$10,000,000** for a Timber Conservation Fund to take advantage of this unique opportunity and complement the outstanding efforts already taking place at the South Carolina Conservation Bank.

Over 80,000 acres of state parks and eight unique historic properties serving nearly 9,000,000 visitors. The Department of Parks, Recreation and Tourism (PRT) provides hundreds of access points to South Carolina resources, balancing public access needs with environmental concerns. PRT is able to deliver a high level of service while also achieving a high level of self sufficiency. South Carolina state parks are 5th in the nation with 72 percent self sufficiency compared to a Southeastern average of 49 percent. We propose **funding of \$5,718,729** in general funds.

Agronomic crop support for 9,700 producers. The state provides educational programs for agricultural producers in our state based on statewide research to improve the production efficiency, environmental sensitivity, and the profitability of their crop management systems. Our proposal **maintains recurring funding of \$4,437,614** in general funds.

Land and waste management for the 195,714 tons of hazardous waste produced in 2004 and the millions of tons produced over the last several decades. The state maintains registration records, permits, and conducts compliance monitoring activities while guiding cleanup activities for solid waste, infectious waste, and hazardous sites. This activity also supports the redevelopment of Brownfields or contaminated sites. At 42 percent, South Carolina continues to exceed the national average hazardous waste cleanup rate of 27 percent. We propose a **60 percent increase in recurring general funds** for a contaminated hazardous waste sites cleanup fund, totaling **\$3,268,641** in general funds and \$24,257,768 in total funds.

Animal health diagnostic services to provide surveillance for diseases that affect both humans and other animals. The stakes have risen in recent years for animal health

activities as our state continues to seek protection for livestock and consumers from animal borne illnesses. South Carolina performs diagnostic tests on livestock and poultry to identify and contain potential disease outbreaks. We propose **maintaining recurring funding** for animal health, totaling **\$1,036,248** in general funds and \$1,159,321 in total funds.

Reduced impact of animal agriculture on the environment for 400 livestock producers. South Carolina conducts agricultural research to improve the operation of confined animal systems and minimize their impact on the environment. The state also has an interest in developing ways to protect water quality around pastures and ways to improve the quality of life of those living around animal production operations. We propose **maintaining recurring general funds** at **\$407,374**, amounting to \$557,877 in total funds for this activity.

Wildlife management and outdoor recreational opportunities on over one million acres of land statewide through 39 Wildlife Management Area (WMA) agreements. These lands include some 67 WMA's, 32 public waterfowl areas and 47 public dove fields and support over 615,000 man-days of hunting. Additionally, DNR is wholly responsible for the management of over 175,000 acres of DNR owned WMA's and Heritage Preserves. Special hunting opportunities are also provided for over 800 youth and over 100 mobility-impaired sportsman. We support continued **authorization of \$5,683,211** in other funds to draw down \$10,052,869 in federal funds.

Growth and conservation mapping in support of coastal resource improvement for millions of residents and tourists. Our state's tourism cluster is centered around our coastal resources and without healthy beaches, much of our economy would be in danger. Our state must conserve and encourage the balanced and beneficial use of beaches, marshlands, waters, and other coastal resources. State government works with local governments and others to conserve and protect sensitive and fragile areas of the coastal zone while sustaining growth and development. Our proposal **provides \$350,000** to enhance growth and priority conservation mapping and **maintains \$1,193,008** in general funds for this activity, amounting to \$6,614,744 in total funds.

Our Plan Saves by:

Shifting wildland fire suppression infrastructure funding from general funds to capital funds. One of the most crucial state roles in natural resources is protecting the 12.5 million acres of our tremendously valuable forests from the detriment of wildland fires. For this to be successful, we must maintain a statewide network poised to respond quickly and effectively. Last year, the General Assembly adopted our funding proposal for enhanced fire protection forces and equipment. However, the capital portion of the need was annualized and appropriated from the general fund. We propose **shifting \$860,939** for fire fighting and prevention infrastructure from general funds to the Capital Reserve Fund.

Achieving self-sufficiency with master programs. Individuals who pursue Master Wildlifer, Master Naturalist, Master Gardener, Master Forester, Master Tree Farmer, Master Woodland Owner and Master Waste Educator programs should certainly be acknowledged for their commitment to education, the environment and volunteer work. However, in tight budget times, we are forced to compare the benefit of an investment in these programs with others competing for scant state dollars. The critical areas of health, education and public safety simply present more pressing needs, and, therefore, we recommend making these programs self-sufficient through program efficiencies and, if necessary, increased reliance on users for funding – **freeing up \$362,243** for more core functions of government.

Reducing administrative costs through consolidating agencies with similar missions. The divided structure of our natural resources cluster presents institutional barriers to achieving some of our basic goals, as well as a complicated and sometimes inaccessible structure for public users. Compounding this problem, the current structure is riddled with inefficiencies that cost taxpayers. We propose realigning the DNR, the Division of Environmental Quality Control at DHEC, and the Forestry Commission under the newly formed Department of Environment and Natural Resources. First year savings are estimated to be 18 percent of general fund administrative dollars, **producing efficiencies** amounting to **\$1,405,688**.

INTERNET TECHNOLOGY STREAMLINES HUNTING AND FISHING LICENSE SALES

Using internet technology, the S. C. Department of Natural Resources has implemented a major change in its system of selling hunting and fishing licenses. Traditionally, licenses were sold by more than 800 license vendors, primarily retail businesses, that were required to hand write licenses at each location.

With a new method implemented in late 2004, the S. C. Department of Natural Resources (DNR) and vendors that choose to participate can now sell licenses using an automated computer-based internet system and issue the license at point of sale. "The new system represents a commitment by DNR to better deliver licenses, services and information to the more than 700,000 licensed sportsmen and women of South Carolina," said Billy McTeer, DNR director of customer services.

South Carolina's DNR has contracted with Great Lodge Inc., a company based in Charlotte, N.C., to assist in providing this service. Great Lodge has successfully implemented similar point-of-sale systems in both Louisiana and Arkansas.

Adrian Rivera, DNR point of sale coordinator, noted that this program has several advantages for the vendor of hunting and fishing licenses: "In addition to being quicker, because all license sales are automated, vendors will no longer have to mail in copies of hand-written licenses to the DNR home office. In addition, the new system will automate many tasks, which means the vendors, or agents, will no longer have to be audited, complete monthly reports, or order licenses when supplies run short. The new system reports automatically all licenses sold, the agent's commission, and provides daily, monthly and yearly revenue totals for each agent."

This system will be a major improvement for the DNR by eliminating the time-consuming data entry process now required for more than 700,000 license holders. "In addition, it will provide us with an immediate database of our customers so that we can reach them when necessary," McTeer said. "Once a customer, or license purchaser, is in the system, the vendors will no longer have to request personal information. It will also allow the DNR to observe trends in license sales and predict future sales."

Making pesticide training and certification programs self-sufficient. Nearly all licensed professions under LLR are self-sustaining; however, certification for pesticide applicators costs the state \$376,025 annually in general funds. We recommend that this program achieve self-sufficiency over a two year period through contracting with LLR to more efficiently provide online certificates and renewals and extending renewal cycles to two years. Fees for seminars and certification should only be increased if necessary after the program has been made more efficient. This will allow for **first year savings of \$188,013** and **recurring annual savings of \$376,025**.

Encouraging the golf course industry to fund turf grass research. South Carolina currently has over 300 golf courses in operation, and we believe that golf courses should fund industry-related aspects of turf grass research, **eliminating** the need for **a state subsidy of \$145,200**.

Making Tough Choices:

Given the state's finite amount of resources, we had to make some difficult choices regarding which activities to fund or not fund. While the activities listed below may well have merit, when comparing them with other activities, we did not think their anticipated outcome would be as effective in achieving our goal. The following reflects some of those difficult choices:

Non-core mariculture and aquaculture programs. We propose limiting the DNR role in mariculture and aquaculture to permits, compliance, and research of significant benefit to South Carolina taxpayers. We believe that research for species like red drum is related to a viable state industry, but other research efforts can be performed by the industries, states and nations that realize the benefit – allowing us to **rededicate \$418,816** in general funds to more critical needs.

Subsidies for professional continuing education. The state currently provides educational programming for 155 recreation and tourism professionals. Continuing education for private professionals should not be funded by the state – as individuals, employers, and industry would be much more appropriate sources. Private funding **saves \$63,473** based on the general funds associated with this activity

Nuisance species abatement. South Carolina currently funds studies of the techniques for minimizing the impact of nuisance species such as beaver. We feel that, given our current budget needs, advancing the technology for eradicating nuisances is a lower level priority for government. DNR used to perform activities related to nuisance species; however, the agency now refers individuals to private Nuisance Wildlife Control Operators. In step with DNR, Clemson PSA should also defer to the private sector for related activities, **saving \$83,873** in general funds.

Forestry Enforcement. Forestry officers conduct timber theft and fraud investigations. However, wildfire prevention and suppression are more critical roles for

the Forestry Commission. Therefore, we chose the improvement of suppression measures over the **\$328,262** in general funds for this service. Fortunately, the strengthened force of DNR Wildlife officers is well-positioned to carry out this function.

Television and radio entertainment. Productions like "Your Day" and others are a difficult choice when compared to health care, law enforcement, corrections and other critical state functions. We believe it would be beneficial to coordinate with the Department of Agriculture and reevaluate the PSA communications strategy to ensure that these efforts are focused on serving the core agricultural constituency. We propose a **1/3 reduction** in television and print of **\$398,980** and a **reduction** of **\$83,018** in radio, rendering a comprehensive communications budget of \$797,960.

Forest Renewal Program Financial Assistance. Financial assistance is provided for private, non-industrial landowners for the first 100 acres of a project. Critical needs in other budget areas took precedence over the state's contribution of **\$200,000** for this landowner subsidy.

Please see the Appendices for a complete listing of the Governor's Purchase Plan for this goal area and for a detailed listing of what our plan saves and what our plan does not buy.

Improve the Safety
of People and Property

Improve the Safety of People and Property

Protecting South Carolinians from crime, natural or man-made disasters, and accidents is a core responsibility of state government.

Crime continues to be a major concern for the citizens of South Carolina. For instance, as recently as the year 2003, the state was ranked as having the 5th highest crime rate in the nation as reflected by data compiled by the Federal Bureau of Investigation (FBI). While Morgan Quitno, an independent private research and publishing company located in Lawrence, Kansas, correctly cautions against singularly focusing on a crime rate without regard to such factors as “population density, composition of the population (particularly the concentration of youth), climate, economic conditions, strength of local law enforcement agencies, citizen’s attitudes toward crime, cultural factors, education levels, crime reporting practices of citizens and family cohesiveness,” there nevertheless continues to be a pervasive crime problem within the state as evidenced by our sizable prisoner incarceration rate.

Governor Sanford's Goals for **Improving the Safety of People and Property** are to:

- ✓ Decrease personal injuries and property damage that result from natural and man-made disasters (non-criminal) and criminal activities.
- ✓ Increase the percentage of offenders managed successfully.
- ✓ Increase emergency response and recovery following natural and man-made disasters and criminal activities.
- ✓ Increase citizen confidence of their safety.

Additionally, South Carolina is threatened by natural and technological hazards. The threat posed by these hazards can be both immediate (e.g., hazardous chemical spills, hurricanes, tornadoes) and long-term (e.g., droughts, chronic chemical releases). These hazards have the potential to disrupt day-to-day activities, cause extensive property damage, and create mass casualties. Historically, the greatest risk was perceived to be from natural hazards (e.g., hurricanes, tornadoes, severe storms, floods, earthquakes). For instance, South Carolina has averaged 11 tornadoes each year since 1950, resulting in 47 fatalities and 1,057 injuries. Lately, however, the continued expansion of chemical usage is raising the risk posed by technological hazards (e.g., hazardous chemical releases/spills) in South Carolina such as the one experienced in Graniteville last year.

Finally, South Carolinians face numerous individualized hazards such as traffic collisions and hunting and boating accidents. In fact, South Carolina highways were recently cited as the 2nd most deadly roads in the nation with an average of three people dying on South Carolina roads each day.

Faced with such conditions and risks, it becomes apparent that an improvement for the safety of people and property is fundamental not only to the quality of life in South Carolina, but also to the vibrancy of its economy.

Developing our Purchasing Priorities

In order to develop our purchasing priorities, we first reviewed the major indicators related to the goal of improving the conditions for the safety of people and property. The four indicators of success as determined by the FY 2006-07 Safety to People and Property results team are defined as follows:

- 1) *Decrease personal injuries and property damage that result from natural and man-made disasters (non-criminal) and criminal activities.*

Since personal injuries and property damage associated with natural or man-made disasters occur mainly within the realm of the state's transportation system, an understanding of major transportation safety rates is an important component in determining the progress of the state with regard to this indicator. The state of South Carolina has several standardized measures available to it to assess non-criminal injury and loss, including such measures as the mileage death rate and economic loss from collisions. These rates come primarily from the Department of Public Safety (DPS).

A comparison of yearly crime rates is the best method to determine whether progress is being made towards a decrease in the criminal component of this indicator. Like non-criminal activities, the state of South Carolina uses several standardized measures to assess crime rates. The primary measure for major crime categories is the Uniform Crime Rate provided by the State Law Enforcement Division (SLED). Other statistical data is readily available from the Department of Natural Resources (DNR), DPS, and the FBI.

- 2) *Increase the percentage of offenders managed successfully.*

For this indicator, we considered the term offender to imply both adult and juvenile inmates within the South Carolina Department of Corrections (SCDC) and the Department of Juvenile Justice (DJJ), as well as parolees and those on probation monitored by the Department of Juvenile Justice and the Department of Probation, Parole and Pardon Services (PPP). In having a large offender population, the state has an obligation to monitor the success of its activities devoted to offender management so that it may be good stewards of taxpayer funds as well as to provide consistent treatment and opportunities to those offenders that are the concern of the state.

Additionally, this indicator is directly linked to the other criminal indicators in that the successful management of the offender population impacts both

crime rates as well as citizen confidence. Noting this, primary measurables for offender management are the recidivism rate, and escape and assault rates. Other pertinent statistical data is readily available from SCDC, DJJ, and PPP.

- 3) *Increase emergency response and recovery following natural and man-made disasters and criminal activities.*

Response and recovery is the end product of preparation for and/or the prevention of criminal and non-criminal activities. Successful measures for this indicator include response times to emergencies as well as the limiting of personal and property damage associated with criminal and non-criminal catastrophic events.

A measure of recovery is the successful completion of investigative work and prosecution following criminal activities.

- 4) *Increase citizen confidence of their safety.*

Increasing citizen confidence considers whether or not citizens perceive themselves and their belongings as being free from harm. Thus, if the above indicators represent actual improvements regarding case management, escape rates, response times, etc., citizen confidence seeks to measure perceived improvements. The implications for perceived safety are important in that other goal areas such as education and economic development often go hand-in-hand with perceived safety.

The results team determined that the best way to measure citizen confidence is through the use of opinion surveys, the tabulation of written comments to agencies, and other tools which measure the citizen's perception of service delivery. Unfortunately, with difficulties often associated with obtaining such feedback data, it was acknowledged that the next best way of establishing success regarding citizen confidence is through the measurement of outcomes which typically infer citizen confidence. Such primary measures include response rates, escape rates, case closure rates and prosecution rates. Other measures were input in nature and included a "presence" factor that related to the number of law enforcement officers available for a specific patrol.

Where we are succeeding

From FY 2000-01 to FY 2004-05, the major law enforcement and correctional agencies (SLED, SCDC, PPP, DJJ, DMV, DPS, and DNR) saw their budgets decline in excess of 25 percent. Due to this reduction, major law enforcement and correctional agencies realized budgets that were smaller as a percentage of the state's total budget in FY 2004-

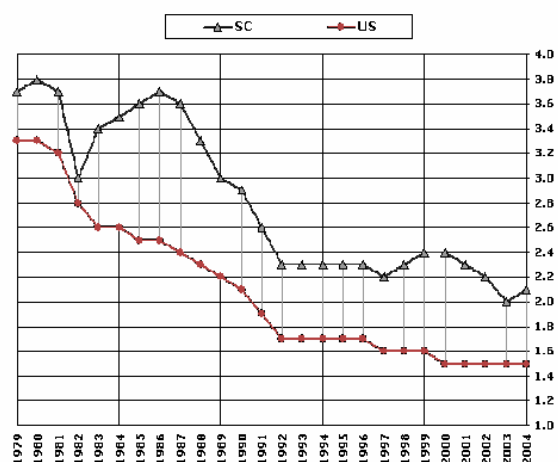
05 – 4.7 percent – than was the case in FY 1994-95 when the budgets of these agencies represented 5.2 percent of the total state budget. These reductions are felt most noticeably with the retention of staff and the breakdown of older equipment.

Despite these challenges, South Carolina continues to make gains within several key measurables that pertain to the safety of people and property. These include improvements in both preventable injury and loss as reflected in the state's mileage death rate and offender management as reflected in the state's inmate escape and assault rates and juvenile offender GED and diploma obtainment rates.

With regard to preventable injury and loss, South Carolina's mileage death rate (MDR – defined as the number of traffic fatalities per 100 million vehicle miles of travel), while continuing to be higher than the national average, shows a declining long-term trend similar to the national results.

In 2004, the MDR was at its second lowest level in the state's history at 2.2 deaths per 100 million miles of travel. And, while there was a slight increase of 5.8 percent in the rate for 2004, vs. 2003 (2.1), the four year trend reflects generally improving conditions within the state in relation to the factors which contribute to roadway fatalities.

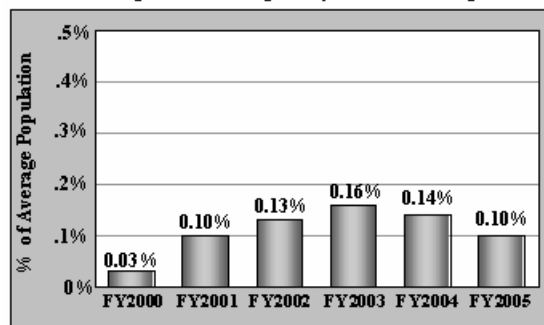
MILEAGE DEATH RATE
SOUTH CAROLINA vs. NATIONAL AVERAGE
1979-2004



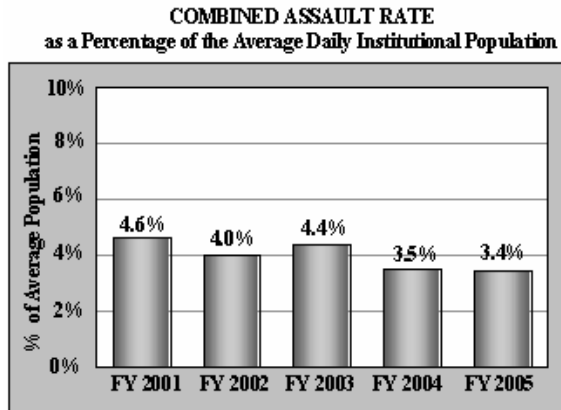
The 2004 MDR rate increase may be partly explained by a rapid increase in the number of licensed drivers from 2003 to 2004. For example, in 2003 the state had 2,982,986 licensed drivers, while in 2004 this number had advanced to 3,341,153, a 12 percent increase. This significant enlargement of the driver pool took place in the midst of a stagnant level of road miles available to citizens of the state. For example, while licensed drivers increased dramatically from the prior year, the state's roadway miles remained nearly constant as miles increased from 66,231 in 2003 to 66,252 in 2004, a 0.03 percent increase.

South Carolina is also making slight gains in terms of managing offenders based on decreases in the state's inmate escape and assault rates. These gains come even though South Carolina is ranked 6th in the nation for its prisoner incarceration rate with 551 prisoners per a 100,000 population – 28.1 percent higher than the national average of 430 prisoners per 100,000 population. Regardless of our substantial inmate population, as a

ESCAPE RATE
as a Percentage of the Average Daily Institutional Population



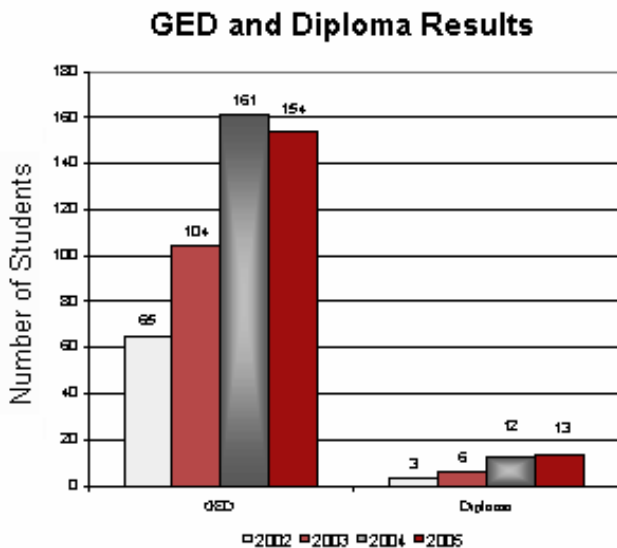
result of managerial and policy changes, the state's inmate escape rate further declined to 0.10 percent of the average daily institutional population for fiscal year 2005. This continued decline is in contrast to the sharp increase in inmate escapes which occurred from FY 1999-00 to FY 2002-03.



Additionally, the combined assault rate – the number of inmate assaults on fellow inmates, inmate assaults on guards and inmate assaults on other persons – has continued to decline over the past five years and is now down to 3.4 percent of the average daily institution population. As discussed earlier, improving inmate escape and assault rates often have an impact on the perceived safety of citizens within the state.

In addition to improving escape and assault rates, the Department of Juvenile Justice, within its school district, continues to work on the academics and basic literacy of juvenile offenders so as to increase their capacity for future productivity. As a result, the number of youth earning their GED Certificates/Diplomas has improved dramatically since school year 2002. At the same time, it should be noted that DJJ's School District has received "excellent" absolute and improvement ratings on its recent Department of Education report card resulting in it receiving a Palmetto Gold Award.

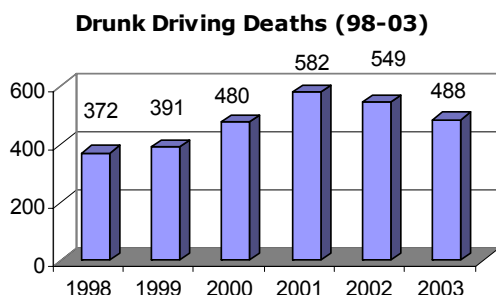
Finally, the favorable conclusion of a 13-year old federal class action lawsuit signified official recognition that DJJ has put measures in place to not only ameliorate overcrowding, but also to meet minimal constitutional standards to ensure the safety of juveniles within its facilities.



Opportunities for Improvement

There is still a great need for improvement in a number of key measurements that can advance our goals for public safety. These include Highway Patrol response times and

driving deaths – especially those related to drunk driving. Further, the yearly increases in economic loss associated with vehicle collisions needs to be reversed.



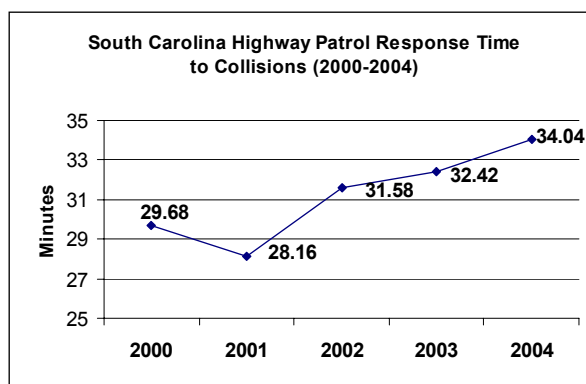
While there is evidence that state roadways continue to improve through measurements such as the MDR, over 1,000 people continue to be killed every year on the state's roads and highways – with 50 percent of these deaths resulting from drunk driving. This ratio of alcohol-related fatalities to overall fatalities is among the highest in the nation. While the number of alcohol-related fatalities has fallen over the past several years, the state is still

experiencing a spike that began in the late 1990s. As such, we remain committed to an even greater reduction in alcohol-related traffic deaths and have taken steps toward reducing such deaths.

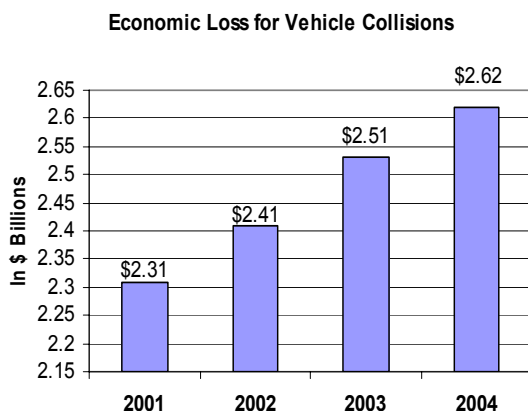
First, to strengthen our drunk driving laws, we will encourage the General Assembly to pass legislation which closes the loophole related to a motorist's protected rights while, at the same time, we use a 0.08 per se standard. Second, we plan to improve our ability to enforce drunk driving laws by increasing highway traffic enforcement through the funding of new officers for the second year in a row. This year, we intend to fund 100 additional Highway Patrol officers and 25 new State Transport Police officers. Last year, we funded 100 new Highway Patrol officers and 15 additional State Transport Police officers. These increases will reverse years of field officer declines at the Department of Public Safety. For example, the number of Highway Patrol and State Transport Police officers decreased from 1,169 (HP: 1,045, STP: 124) in FY 1994-95 to 886 (HP: 784, STP: 102) in FY 2004-05, a reduction of 15.2 percent over the past decade.

The above officers currently must patrol over 66,252 miles of state roadways and are responsible for enforcing traffic laws, investigating collisions, assisting motorists, and providing a safe motoring environment for the public. An increase in the level of troopers will help combat the state's high drunk driving rate as well as lower highway response time to collisions.

Regarding this latter initiative, for the past several years, the Highway Patrol's response time to collisions had hovered around 30 minutes. However, in 2002, South Carolina's Highway Patrol average response time increased considerably to 31:59 minutes from 28:17 minutes in 2001. In 2003, the response time to collisions slowed by nearly a minute to 32:42 minutes. The response time to collisions slowed even further during



2004 to 34.04 – nearly a minute and a half off of the pace for 2003. Obviously, response time to collisions is moving in the wrong direction. This administration has been aggressive in combating our response time problem as evidenced by our funding of several additional trooper classes during FY 2005-06 and our proposal to fund even more troopers in the upcoming budget year.



An expansion in enforcement efforts, coupled with greater individual practices from our citizenry, must occur if we are to prevent the state from subjecting itself to even greater levels of economic loss related to collisions. Since 2001, economic loss from vehicle collisions has steadily increased, and in fact, last year expanded from \$2.51 billion to \$2.62 billion – a 4.4 percent increase.

Purchasing Priorities

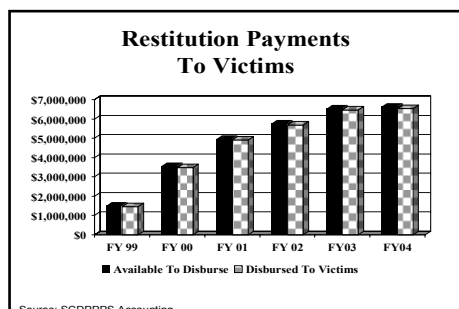
The major funding priorities are those that best achieve the results needed for our goal. The four key purchasing strategies as determined by the FY 2006-07 Safety to People and Property results team are defined as follows:

To provide for the preparation and prevention of criminal activities and natural or man-made disasters. Preparedness for either a criminal activity or a natural or man-made disaster is achieved when an agency is properly staffed, equipped, trained, and has a proven executable plan in place to deliver its services. The goal in preparing for either criminal or non-criminal events is to reduce the risk of harm to people and property that are either associated with or come in contact with these events. Prevention is an additional step to preparedness that can mitigate the factors which encourage criminal activities or man-made disasters.

To provide for the effective management of the state's offender population. Effective offender management is directly related to the strategy of criminal prevention due to the direct removal or monitoring of actual offenders by SCDC, DJJ, and PPP. As such, the goal of effectively managing offenders is the same as the crime prevention goal – reduce the risk of harm to people and property that are either associated with or come in contact with criminal activities.

To provide for the enforcement of state laws. Having more law enforcement officers can help prevent crime and result in greater compliance of state laws. Thus, while directly linked to the prevention of criminal activities, the primary focus of this strategy is

“point-of-contact” as it pertains to the enforcement of state laws. Examples of this strategy include traffic and commercial motor vehicle weight enforcement.



To provide for response and recovery activities following criminal activities and natural or man-made disasters. Response and recovery is the end product of preparation for and/or the prevention of criminal or non-criminal activities. This strategy includes components of response, such as criminal investigations and traffic accident response; and recovery, such as victims’ restitution and disaster clean up. For instance, regarding victims’ restitution, the Department of Probation, Parole, and Pardon

Services has steadily increased the total dollar amount of restitution payments collected and disbursed to victims. Effective response and recovery provides for a higher level of not only perceived, but actual safety for the citizens of the state.

Governor’s Purchasing Plan – Highlights

We address our state’s fiscal problems by purchasing only those public safety services most needed by citizens. We do not purchase services that, while still considered valuable, have been identified as lower priority. The following table identifies key purchases within our executive budget’s total state public safety spending plan as well as examples of what is not purchased. Detailed highlights of our purchasing plan are provided below the table.

<p><i>Improve the Safety of People and Property</i></p>	<p><u>Examples of what our plan buys:</u></p> <ul style="list-style-type: none"> ▪ An additional 125 troopers and officers that, along with existing troopers and officers, will assist nearly 100,000 motorists and enforce commercial motor vehicle laws. ▪ Increased resources for incarceration of 22,905 violent and non-violent adult criminals and 1,867 juvenile offenders. ▪ Supervision of 47,420 jurisdictional offenders upon orders of the courts or Parole Board. ▪ Over 3,800 requests statewide for investigative services, including 188 fugitive cases. ▪ Increased resources for enforcement of boating laws.
<p>Spending Plan:</p>	
<p>\$532,987,883</p>	
<p>General Funds</p>	
<p>\$980,240,821</p>	
<p>Total Funds</p>	
<p>Savings Proposal:</p>	<p><u>Examples of what our plan does not buy:</u></p>
<p>\$22,001,314 General Funds and Other Funds</p>	
	<ul style="list-style-type: none"> ▪ Reduced food service expenses at the Department of Corrections associated with the implementation of the Egg-laying/Pullet House, the Freezer Warehouse, and the Dairy Operations projects. ▪ Duplicative administration services for the Department of Probation, Parole and Pardon Services and the Department of Corrections. ▪ Duplicative parole boards for youth and adults

Our Plan Buys:

Troopers to patrol over 66,252 miles of state highway and to be responsible for enforcing traffic laws, investigating collisions, assisting motorists, and providing a safe motoring environment for the public. As an example, these troopers assist over 86,126 motorists and investigate 76,280 collisions. We propose to **increase recurring funding** for this activity by **\$5,023,781** in general funds. This increase will purchase an additional one hundred highway troopers representing a 12 percent increase over the current level (840) of troopers. In addition to the recurring funds, we propose an **increase of \$3,828,085 in non-recurring funds** to provide the necessary vehicles and ancillary equipment required of these troopers. An increase in the level of troopers will help combat the state's high drunk driving rates as well as lower the Highway Patrol response time to collisions.

Enforcement of commercial motor vehicle laws by State Transport Police (STP) resulting in 25,873 violations with 3,700 commercial motor vehicles placed out-of-

service. During 2004, 294,205 commercial motor vehicles were weighed by fixed, semi-portable and portable scales, while 2,218,984 were weighed by weigh-in-motion (WIM) scales. Both of these figures represent a material decline over the previous year as a result of aging equipment and an insufficient amount of officers to patrol the secondary roads that are often used by unscrupulous carriers seeking to evade enforcement. This is unfortunate because the weighing of these vehicles is a factor in reducing the deterioration of the state's roads and bridges. By prolonging the life of these roadways, we can delay the costly and inconvenient repaving jobs that too often are needed throughout the state.

To accomplish this goal, we propose an **increase in recurring funding** for this activity by **\$1,361,325** from additional fine and enforcement revenue. Additional sources of funding for this activity include a shift in the TERI cost savings identified at the Department of Transportation (DOT) to the Department of Public Safety. In total, these funding sources will purchase an extra twenty-five STP officers representing a 23 percent increase over the current level (109) of officers.

To provide for the increased enforcement, we are seeking a one-time infusion of \$10 million to cover the cost of weigh station improvements and expansions – for instance, only six of the state's nine operational weigh stations have WIM technology. Within the FY 2006-07 Executive Budget, we fund 50 percent of these improvements through the Capital Reserve Fund while the remaining portion we seek from the Department of Transportation. With the weigh station improvements in place, the department should be able to cover the yearly expenses associated with its existing STP officers through increased fine activity.

Finally, in conjunction with our TERI cost savings proposal, we are asking that the \$3,229,476 in savings that will accrue to the Department of Transportation as a result of the proposal, be forwarded to DPS – as DOT does not have an adequate level of general funds in which to extract the savings. Therefore, with the shift in TERI savings, the increased enforcement related to weigh station upgrades, and an increase in commercial motor vehicle fines, the Department of Public Safety should be able to realize a level of self-sufficiency within its STP division.

Officers to patrol and maintain security around state house and judicial complexes in Columbia resulting in thirty-seven criminal arrests by the Bureau of Protective Services (BPS). The goal of the BPS division of the Department of Public Safety is to ensure the safety and protection of visitors and state employees at these complexes, as well as the buildings and monuments that comprise these locales. We propose to **increase recurring funding** for this activity by **\$226,733** in general funds. In addition to the recurring funds, we propose an **increase of \$39,148 in non-recurring funds** to provide the necessary equipment required of these officers. An increase in the level of BPS officers will help to ensure the day-to-day continuity of government.

Maintenance of a law enforcement officer employment and training database resulting in the tracking of 4,826 changes in the employment status of law enforcement officials throughout the state. The registrar of the Criminal Justice Academy (CJA) is charged with providing timely and accurate admissions data, scheduling information, and officer certification and compliance services. We propose to **increase recurring funding** for this activity by **\$91,448** in general funds to purchase an additional three CJA employees to assist in the certification function at the Academy. Specific duties of these individuals will be to support legal review and misconduct issues that will include the Automated Fingerprint Information System. In addition to the recurring funds, we propose an **increase of \$580,000 in non-recurring funds** to update of an old database system that is currently used to house around 15,000 officer certification records, register officers for classes, allow field agencies to scrutinize officer training records, manage dorm assignments, and store facility maintenance efforts.

Motor vehicle compliance through the 228,000 violations and suspensions recorded on individual driving records. The motor vehicle compliance unit of the Department of Motor Vehicles (DMV) is charged with administering laws, policies, and procedures that relate to state motor vehicle and drivers' license laws. Specific duties for this unit include the posting of violations and suspensions to driver files, correcting information on driver files, and maintaining inventory of uniform traffic tickets for the state. We propose to **maintain recurring funding** for this activity by providing **\$4,480,866** in total funds during FY 2006-07.

Motor vehicle compliance through the 600,000 notices of insurance cancellation distributed to the DMV. Specific duties for this unit of the motor vehicle compliance unit of DMV include the administration and enforcement of laws related to the Financial Responsibility Act, Uninsured Motorist Act, the Registration and Financial Act and the Uninsured Motorists Database Act. We propose to **maintain recurring funding** for this activity by providing **\$5,173,579** in total funds during FY 2006-07.

Response to over 3,800 investigative services requests, including 188 fugitive cases. These services – provide by the State Law Enforcement Division (SLED) – allow for extensive investigative and technical assistance, upon request, to local, state, and federal agencies. We propose to **increase recurring funding** for this activity by **\$450,000** in general funds to purchase an additional seven SLED employees to investigate abuse at residential care facilities around the state.

Narcotic, alcohol, and gaming inspections and investigations resulting in 355 narcotic arrests, 1,370 alcohol related arrests, and the seizure of 1,500 illegal gaming devices. The goal of the VICE unit at SLED is to enforce state laws regarding narcotics, alcohol, tobacco, and gaming. This unit also provides background investigations for alcohol licenses and provides technical assistance to law enforcement agencies. We propose an **increase in recurring funding** for this activity by **\$1,100,000** in general funds to purchase an additional ten SLED employees to investigate methamphetamine cases during FY 2006-07.

Maintenance of over 38,800 criminal DNA profiles through the Combined DNA Indexing System Database. These services perform serological and DNA analysis of biological evidence. The overall purpose of the DNA/Serology laboratory is to manage, coordinate and provide DNA/Serology services through a partnership with local, state, and federal criminal justice agencies to improve law enforcement's capacity to assist in the detection, capture, and prosecution of criminal suspects, and ultimately, to assist crime prevention efforts. To partially offset a reduction in federal funds for this activity during FY 2006-07, we propose an **increase in recurring funding** for this activity by **\$625,756** in other funds.

Incarceration of 22,905 adult offenders at the state's seven high-security, eight medium-security, eleven minimum-security, and three multi-female institutions. These services provide for the proper housing, care, treatment, feeding, clothing, and supervision of inmates within a controlled and structured environment. We propose to **increase recurring funding** for this activity by **\$2,250,000** in general funds to provide a 192 bed lock-up unit at Turbeville. We are also proposing an **increase of \$7,000,000 in nonrecurring funding** to fund maintenance/renovation projects around the Department of Corrections. Currently, the department maintains around 6.3 million square feet, most of which are in twenty-nine aging institutions and various support facilities. Noting this, the agency has identified over \$35 million of deferred maintenance/renovation projects that need to be implemented. Our funding represents a portion of the deferred maintenance/renovation needs and adheres to one of the department's strategic goals of providing a safe, secure and suitable environment for inmates and employees.

Reduced grievances and complaints among the 1,605 inmates that participate in the Department of Corrections' program services division. This division provides programs and services in the areas of substance abuse, religion, recreation, volunteer activities, inmate organizations, and inmate correspondence. With an estimated 43 percent of the overall agency population in need of some kind of substance abuse treatment, we propose to **increase recurring funding** for this activity by **\$2,000,000** in general funds to provide for a continuation and expansion of the department's substance abuse program. By reducing grievances and complaints, the department will be fulfilling one of its strategic goals of providing a safer environment to inmates and to correctional officers.

Cost effective medical, clinical, dental and mental health services for the state's 22,905 adult offenders through the Department of Corrections' inmate health care services division. We propose to **increase recurring funding** for this activity by **\$1,500,500** in general funds to provide an expansion in the department's mental health services.

Incarceration of 1,867 violent and non-violent juvenile offenders. These services provide around-the-clock custodial care to committed juveniles. We propose to **increase recurring funding** for this activity by **\$1,739,495** in general funds. The funding will be used to re-open the Omega Dorm for sex offender treatment, where in

the past year the department has seen the sex offender population increase by 50 percent (\$1,246,346), and to provide for a girls transition home (\$493,149). The re-opening of the Omega dorm for sex offenders will require 24 additional staff in association with the population increase. Additionally, we are proposing an **increase of \$44,166 in nonrecurring funding** to provide the ancillary equipment required of the Omega Dorm staff. The girls' transition home will require 11 additional staff. These increases will move the Department of Juvenile Justice (DJJ) beyond the minimum requirements established by the federal district court.

Placement of 1,426 juvenile offenders in alternative community residential beds. These community-based services provide 24-hour care that includes treatment services, skill building, crisis stabilization, independent living, and education for non-violent juvenile offenders and juveniles on parole or probation. We propose to **increase recurring funding** for this activity by **\$581,160** in general funds. An increased use of community alternative placement by DJJ during FY 2004-05 resulted in a \$454,283 deficit in funding allocated for these services. Our proposal will offset these costs and provide the important community services and placement alternatives needed to help protect the community and enhance a juvenile's success on probation or parole.

Intensive probation and parole supervision of juvenile offenders leading to 39,310 community service hours being performed. These services help to reduce juvenile crime and enhance community safety by focusing intensive services on juveniles who pose the greatest risk to the community: serious, violent and chronic offenders. We propose **increasing recurring funding** for this activity by **\$2,065,049** in general funds in order to hire 42 intensive probation and parole officers to expand this program from the current 5 counties to 20 counties. Additionally, we are proposing an **increase of \$89,648 in nonrecurring funding** to provide the ancillary equipment required of these probation and parole officers.

Community supervision of 47,420 adult jurisdictional offenders. These services include the regular supervision of adult jurisdictional offenders upon the orders of the courts or the Department of Probation, Parole and Pardon Service's Parole Board. Supervision plans establish the offender's financial obligations and coordinate the referrals for alcohol and drug abuse, education, employment, and life skill services. We propose to **maintain recurring funding** for this activity by providing **\$14,425,371** in general funds during FY 2006-07.

Intensive community supervision of 1,427 adult jurisdictional offenders. These services include the intensive supervision of adult jurisdictional offenders upon the orders of the courts or the Department of Probation, Parole and Pardon Service's Parole Board. This is accomplished through the use of enhanced interventions such as electronic monitoring, home detention, and increased interaction with agents based on the risk and needs presented by the offender. We propose **increasing recurring funding** for this activity by **\$3,694,311** in general funds in order to provide for sex offender programming and the implementation of Act 141 of 2005. This programming

includes the use of Global Positioning Satellite electronic monitoring, polygraph, and risk assessments to effectively supervise sex offenders. Additionally, we are proposing an **increase of \$248,186 in nonrecurring funding** to provide the ancillary equipment required of these probation and parole officers.

Our Plan Saves by:

Reducing expenses associated with food services at the Department of Corrections through the Egg-Laying/Pullet House Project. In the 2004-05 Appropriations Act, the General Assembly included a proviso that allowed the Department of Corrections to secure private funding to build three egg-laying houses so that the department could become self-sufficient with its egg-based needs which, in turn, has saved taxpayer dollars. While the initial goal was self-sufficiency, early estimates pointed to a project that would generate excess cash which could then be used to reduce to the general fund needs of the agency. For instance, at the time of the proviso, it was noted that the houses would yield approximately 96,000 eggs per day, based on 120,000 birds producing at an average of eighty percent daily. With a projected value of \$1,362,683

for these eggs, plus \$43,200 that would be realized through fertilizer production, the estimated annual revenue stream for this venture was \$1,545,883. When deducting the projected annual costs for production and estimated debt service of \$875,833 and \$420,000, respectively, the agency anticipated a **savings of \$250,000** annually in general funds.

Reducing expenses associated with food services at the Department of Corrections through the Freezer and Food Warehouse & Dairy Operations Projects. By providing Capital Reserve Funding of \$4,887,005 for the agency's freezer and food

The DMV: A Case for Accountability

In June 2003, the Department of Motor Vehicles became a cabinet agency, making it directly accountable to the Governor. Since that time, the DMV has focused on delivering quality services to the citizens of South Carolina with less funding from the general fund. DMV has made great strides in reducing wait times and providing customers with alternatives to visiting field offices to complete their transactions. Additionally, the DMV has focused much effort on creating partnerships with other agencies as well as the private sector to further improve the quality of the services provided to its customers.

From fiscal year 2004 through fiscal year 2006, the DMV has reduced its appropriated funding by \$16 million dollars. Working in conjunction with the Governor, the DMV is proposing to return its remaining \$11 million of appropriated funding to the general fund in fiscal year 2007.

In addition to the voluntary reductions in appropriated funding, the DMV has returned \$10 million in one-time cash to the general fund for allocation to other agencies and/or programs.

These reductions in appropriated funding of \$27 million and contributions of one-time cash of \$10 million are a result of legislation that has allowed the DMV to establish a sufficient funding base from operating revenue funds.

warehouse in our FY 2006-07 Executive Budget, the agency has indicated that it will save \$500,000 annually. When coupled with the start up of the dairy operations, the agency indicates that it will **save \$750,000** annually in general funds.

Reducing expenses associated with penal facilities inspection at the Department of Corrections (to accommodate one facilities inspection per year as required by state law versus the two per year currently being performed) will generate annual general fund **savings of \$125,000**.

Reducing expenses associated with vehicle replacement at the State Law Enforcement Division (SLED). In FY 2004-05, the General Assembly provided SLED with \$3 million in recurring funds for vehicle replacement. Notwithstanding a statewide vehicle operational lease, we would object to funding such non-recurring items from a recurring source. Therefore, of the amount actually used by the agency for vehicle acquisitions, we are proposing within this year's budget, to shift the purchase of additional vehicles from recurring to non-recurring funds. To achieve this, we are proposing to fund \$2 million in replacement vehicles for SLED from the Capital Reserve Fund. This shift should **save \$1,600,000** annually in general funds.

Combining Parole Boards at the Department of Juvenile Justice and the Department of Probation, Parole and Pardon Services. Currently, the state has separate boards at PPP and the Department of Juvenile Justice. The parole board at PPP has seven members and a budget of \$753,347 while the DJJ board has a budget of \$721,561 with ten members. Regardless of similar-sized budgets, the DJJ board hears far fewer cases per year. Because these two parole boards have very similar missions, we feel this presents an opportunity to gain efficiencies and savings by merging them. Combining the two boards will **save around \$425,000** annually in general funds.

Funding the Department of Motor Vehicles from fee and fine revenue. Much like our proposal to shift the funding of STP officers from general funds to increased fines and enforcement revenue, we are proposing that DMV eliminate its general fund appropriations during FY 2006-07 and replace this source with its fee and fine revenue. By doing this, DMV will **free up \$11,149,579** in recurring general fund dollars in FY 2006-07.

Making Tough Choices:

Given the state's finite amount of resources, we had to make some difficult choices regarding which activities to fund or not fund. While the activities listed below may well have merit, when comparing them with other activities, we did not think their anticipated outcome would be as effective in achieving our goal. The following reflects some of those difficult choices:

Seeking alternative funding for Special Operations at the Department of Public Safety will result in a **reduction of \$129,929** in recurring general funds. During FY

2004-05, this two person unit undertook 48 assignments including such diverse events as bike rallies, State House rallies/functions, USC football games, and death row escorts. We encourage those maintaining this unit to seek other funding in order that this service may continue.

Reducing law enforcement expenses associated with the H. L. Hunley will result in **savings of \$117,287** annually in general funds. We encourage the Hunley Commission to retain the services of local law enforcement or a private security firm to provide for the security of this important state artifact through admission or other revenue associated with the Hunley.

Privately funding Volunteer Services at the Department of Juvenile Justice will result in **savings of \$7,655** annually in general funds. In FY 2004-05, 1,694 volunteers provided various services for DJJ and its Juveniles. We encourage those maintaining this effort to solicit for private donations and contributions in order that this valuable service may continue.

Please see the Appendices for a complete listing of the Governor's Purchase Plan for this goal area and for a detailed listing of what our plan saves and what our plan does not buy.

Strengthen Government's
Ability to Achieve Its Results
Efficiently and Effectively

Strengthen Government's Ability to Achieve Its Results Efficiently and Effectively

This administration continues to strive for a government that is accountable to the people that pay for it – the taxpayers. Unfortunately, many agencies across the state are hindered by outdated regulations and a fractured government structure resulting in services that are inefficient and provide duplication across agency lines. We believe it is our job to push for policies that will provide an efficient government and give maximize value to the taxpayers.

Making the executive branch of government more accountable would be a step in the right direction. Currently, there are almost 70 agencies that do not report directly to the governor. Changing this policy would force all agencies – and not just the 14 cabinet agencies – to provide better results at a lower cost.

A changing business climate and improved technology give government an opportunity to be more competitive in this nation and world. Unfortunately, South Carolina has not taken full advantage of this opportunity as we still are the only state to have an entity such as the Budget and Control Board, still operate under human resource policies that are inflexible, and lack cost effective travel standards for all agencies. While these are just a few areas needing change for the better, there are many others that deserve our attention in order for us to thrive from a competitive standpoint. If we are to give the best value to the taxpayer, improvements must be made. In this section of the budget, we look at ways to improve statewide government structures and policies in order for it to operate more efficiently and effectively.

Developing our Purchasing Priorities

To develop our purchasing priorities, we first looked at the major indicators of success to determine whether state government is currently reaching its goal of operating

Governor Sanford's Goals for **Strengthening Government's Ability to Achieve Its Results Efficiently and Effectively** are to:

- ✓ Reduce fractured lines of responsibility in the executive branch of government.
- ✓ Modernize state human resources regulations to improve efficiency.
- ✓ Manage state-owned assets more cost effectively.
- ✓ Use information technology to save money and improve productivity.

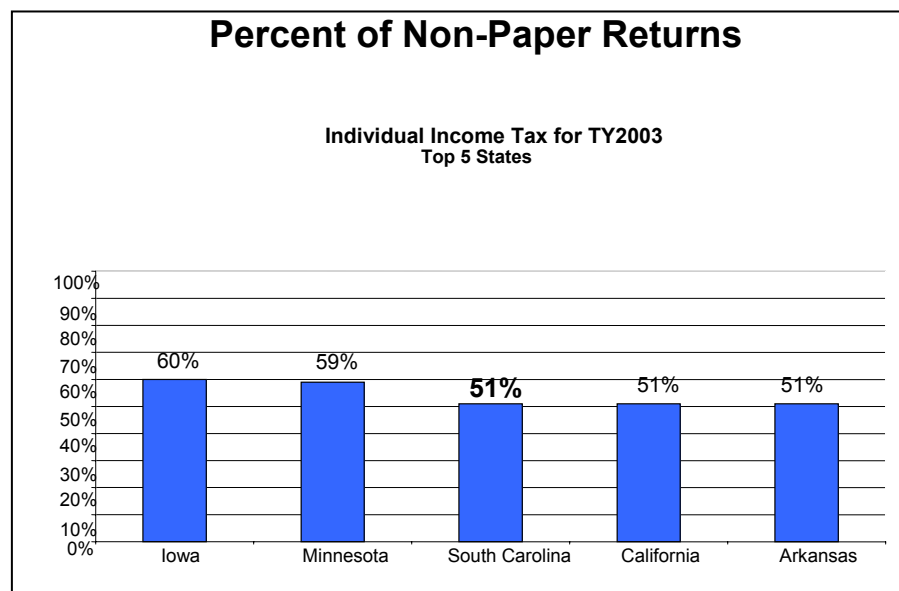
efficiently and effectively. We found South Carolina is performing well in some areas; however, there are many opportunities for improvement.

Where we are succeeding

This administration has continued to push for ways that will make government operate in a more effective and efficient manner. In fact, over the past few years many recommendations from this office have been adopted that would save the state money and ultimately the taxpayer. A recent vehicle study by Mercury Associates takes one such recommendation and moves it one step closer to becoming reality. The study suggests that we can save the taxpayers' money – approximately \$52 million over five years – by having a more centralized fleet management system and implementing a lease-purchase finance program to acquire vehicles. We urge the General Assembly to review this study and adopt as many savings as possible this session.

The recommendation to improve our fleet management system is just a beginning. Over the past couple of years, we have also suggested that renegotiating the contract for state phone rates would lead to a 30 percent reduction in state phone charges while new internet access contracts for agencies that are connected to the CIO's network would lead to a 50 percent reduction in internet charges. Our continuous effort to eliminate the inefficient Central Supply Office within the Budget and Control Board has also become a reality. As of December, the Central Supply Office is officially closed – relieving us from subsidizing a money-losing function that can easily be absorbed by the private sector. We give credit to the Budget and Control Board for making these recommendations and look forward to finding other ways such as this to save the taxpayer money.

Our Department of Revenue continues to excel when it comes to efficiency in collecting revenues. We are one of the top two states in the percentage of returns received that are filed electronically by collecting over 64 percent of tax dollars through this method. For the first time, the Department also had over 50 percent of individual income taxes filed electronically with over



one million electronic returns – ranking us third in the nation. Our tax administration has also done a good job in the category of enforced collections by exceeding projected estimates. In addition, DOR, working with Commerce and other key agencies, has done an outstanding job in implementing and being the primary operator of South Carolina one-stop for business (SCBOS). This administration realizes the need to equip the small business community with the necessary tools to succeed in this global economy. Specifically, in one central electronic location, SCBOS guides potential new business owners through the process of starting a business while making it easier for existing business owners when filing and paying for business licenses.

South Carolina is also moving in the right direction on the technology front. This past year the Budget and Control Board hired South Carolina Interactive to develop a new portal for state government – at no cost to the taxpayers. The service requires no upfront tax dollars and is paid through a self-funded system of a nominal transaction fee assigned to the online purchase of drivers' records. The Ethics Commission is one of the first agencies to take advantage of this service. From efforts within this administration, the public will soon be able to view campaign finance reports of candidates for statewide office online. We urge all state agencies to take an in-depth look at the benefits of this new portal service – with the hope of agencies saving time and money from not having to design and operate their own website. The new portal agreement will help improve South Carolina's national ranking as *Governing* magazine currently ranks us only 42nd when it comes to effective government websites.

This administration has also stated the need for better management of state-owned facilities. There are currently many vacant offices throughout the state that should be filled or consolidated to save agency operating dollars. Last year, we estimated almost \$1.4 million in savings from this process just for the Columbia area. However, we know office space across the entire state can be used more efficiently. To this end, we are glad this push is moving us in the right direction – as the state recently received a real estate management system proposal from EDAW that introduces a system to be used by the Budget and Control Board to achieve maximum efficiency for our state-owned properties. We look forward to the Board adopting these recommended real estate management practices so that each office throughout South Carolina may be used in the most productive manner possible.

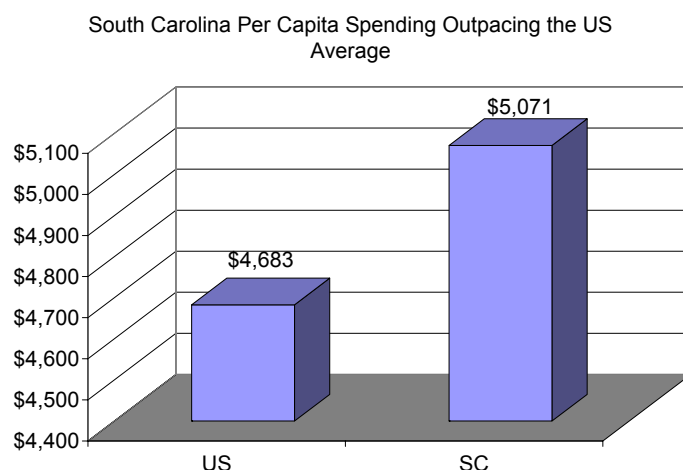
Opportunities for Improvement

There are many areas in government where we can be better stewards of the taxpayers' money by providing services in a more effective and efficient manner. We continue to believe there are many inefficiencies when it comes to state travel. A recent Legislative Audit Council (LAC) report on state travel reveals numerous areas where we are not being as cost efficient as possible. In fact, last year we spent over \$60 million in travel alone. And while our office reduced travel by 67 percent from two years ago, 16 state agencies' travel budgets grew by more than 10 percent during this time period. These

travel increases came during a time when we were trying to conserve travel dollars due to revenue decreases and mid-year budget cuts. But without accountability in state travel, growth such as this will continue to happen. Currently, our state has no centralized office to manage travel. Such an office would ensure more cost effective travel arrangements. For instance, with a centralized office, we would be able to negotiate and purchase bulk travel from hotels, conference centers, and airlines. In fact, a Legislative Audit Council report claims if the state were to use its bulk purchasing power to obtain contracts with airlines, we could save the taxpayers \$1.6 million.

Agency Travel Expenditure Growth (FY 02 to FY 04)	
Agency	% Change for FY 02 to FY 04
Administrative Law Court	519%
Conservation Bank, SC	100%
Consumer Affairs, SC Department of	18%
Education Lottery, SC	18%
Governor's School for the Arts and Humanities	68%
Insurance, SC Department of	10%
Jobs Economic Development Authority	37%
Judicial Department, SC	45%
Legislative Council	39%
Lieutenant Governor, Office of the	960%
Mental Health, State Department of	41%
Patriots Point Development Authority	101%
Research Authority, SC	56%
Sea Grant Consortium, SC	19%
Second Injury Fund	12%
Secretary of State, Office of the	37%
Compared to	
Governor's Office	-67%

South Carolina also lacks regulations for reimbursement of lodging. Other states and the federal government have implemented limits on the amount that can be spent on a hotel. In South Carolina, there is no limit; therefore, state employees and agencies are not effectively protecting the taxpayer's dollar. The LAC travel report showed several examples of employees taking advantage of the system. As previously mentioned, the Governor's Office has led by example on this front. We urge the General Assembly to adopt better practices because whether it be implementing new regulations or sharing a hotel room with another employee, there are better ways to spend the state's finite tax dollars.

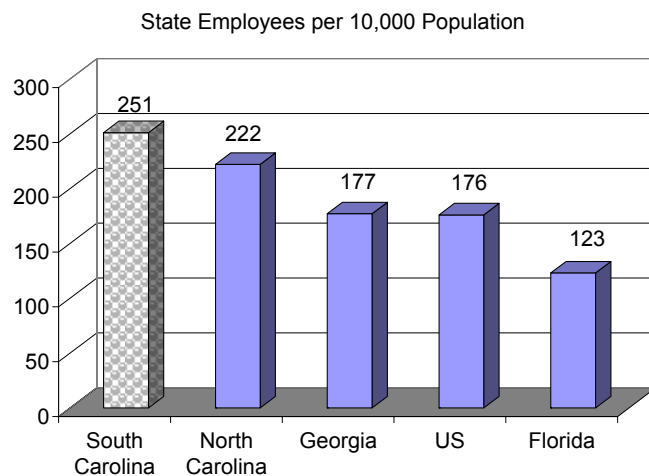


As mentioned earlier, we continue our efforts in reducing the fractured lines of responsibility across state government by providing more accountability within the executive branch. The federal government and most other states do not have this disconnect between the chief executive and the other branches of government. In fact, South Carolina state government ranks 47th in the nation – one spot worse than last year – in single source accountability for the day-to-day

STRENGTHEN GOVERNMENT'S ABILITY TO ACHIEVE ITS RESULTS EFFICIENTLY AND EFFECTIVELY

operations of state government. South Carolina elects eight other statewide constitutional officers and also has 70-plus agency directors. But the governor appoints only 14 of these directors leaving only 18 percent of all agencies accountable to the executive branch. This is a problem because it leaves the majority of state government unaccountable to the people that pay for it – the taxpayers. The bottom line is that a decentralized system of government leads to duplication and higher spending. South Carolina spends almost \$400 more than the average state in per capita government spending. Reducing the counterproductive entities of the state and putting more responsibility in the hands of the executive branch will put us more in line with other states and decrease the tax dollars we spend to operate such a system.

As an administration, we continue to push for a government that is run more like a private business and with that we need more flexibility in our human resource policies of state government. Currently our managers do not have the tools to run the administration of an agency effectively. Outdated and archaic regulations tie the hands of directors preventing them from getting the most out of their employees. In fact, we have a system that – after an employee serves a standard probationary period- makes it is virtually impossible to remove that employee from the state payroll. This has created a government with only two percent of employees being “at-will” – almost unheard of in the private sector. Inefficient human resource policies have led to our state having a higher number of state workers than the nation and our neighboring states. A recent *Governing* magazine comparison of state employees showed that South Carolina had 251 employees per 10,000 in population placing us 13th highest in the country – 42 percent more than the national average of 176. By comparison, North Carolina had 222, Georgia 177, and Florida only had 123 employees per 10,000 in population – almost half of South Carolina. We believe updated human resource regulations and more efficient administrative policies are needed to put us in line with the rest of the nation and our counterparts.

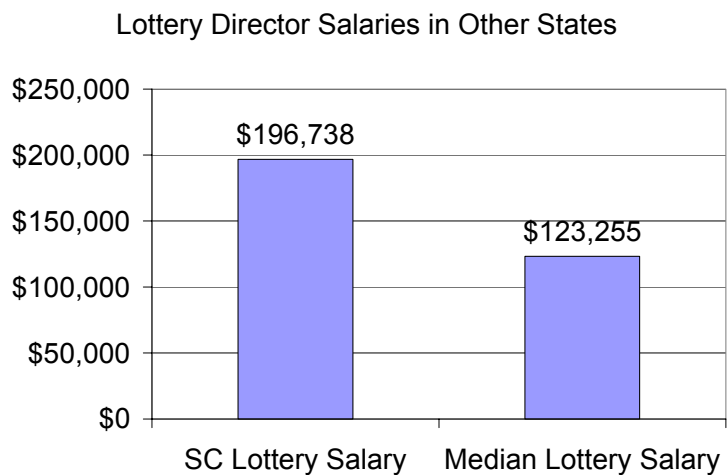


One such policy that we believe is vital to bring the number of state employees in line with the rest of the nation is to address the high number of employees enrolled in the Teacher and Employee Retention Incentive (TERI) program. We currently have almost 6,000 employees taking part in the system. However, agencies have an opportunity next year to demonstrate fiscal prudence with the taxpayers' money. By the end of FY 2006-07, over 2,000 state employees will be set to leave the TERI system. But, current

law allows the former TERI employee to be hired back by that agency if he or she is separated from the agency for only one day. If this scenario were to happen, the taxpayer is now being forced to pay an employee's salary and an employee's retirement package. In fact, this situation has already happened for one of the highest paid employees in state government. The Comptroller General and this administration were out-voted by other members of the Budget and Control Board last year when contemplating the rehiring of Board's executive director, Frank Fusco, once his TERI term expired at a salary of \$147,000. The problem with this rehiring is not so much Mr. Fusco's ability as a director, but instead, that government is again failing the taxpayers by not operating as efficiently as possible. Paying Mr. Fusco well over \$200,000 – with salary and retirement – to perform the same job does not fit into this category. For this reason, we are recommending that agency directors evaluate former TERI employee job duties to determine if they may be distributed among others in the agency, while also looking to hire qualified individuals that may be trained for the long-run.

It is our goal for the lottery to generate the maximum amount of money for our education system. However, this administration is concerned with particular operational practices within the South Carolina Education Lottery. During our budget hearing this past year with the lottery, it was discovered that lottery employees were paid salaries that were much higher than the average state employee – \$17,000 higher. If lottery

employees were paid the average state employee salary, \$2 million more could have been dedicated to increase teacher pay or improve our schools. And when looking at top management of the lottery, the situation is not any better. The executive director and five upper-level managers all received pay increases averaging more than 20 percent while other state employees only saw their paychecks increase 7.7 percent for the same time period. A recent Legislative Audit Council report reviewed the salaries for executive directors of lotteries in 18 states across the nation. The LAC discovered that our executive director was paid more than 16 of the 18 directors. In fact, South Carolina's director is paid \$74,000 (or 60 percent) more than the median salary of the states reviewed. We will continue to push for policies that will produce the maximum amount of dollars for our children – and unwarranted salaries do not fit in this category.



Purchasing Priorities

Having determined where we are succeeding and where opportunities for improvement exist, we next identified some proven or promising strategies that will determine our purchasing priorities and best achieve our goals. The key strategies we identified are as follows:

Reduce fractured lines of responsibility in the executive branch of government. We need to pass restructuring legislation to make the executive branch more accountable to taxpayers. We currently have over 50 agencies with little accountability to the people of this state. Our restructuring proposal is a step in the right direction towards making key functions of state government, primarily health care, education, and administration, answer to the governor's office, and thus to voters.

Modernize state human resources regulations to improve efficiency. Managers and employees need more flexibility to provide effective service to citizens in the 21st century. Our proposed changes to human resources regulations and staffing will save taxpayers money and increase managers' ability to change their agencies' staffing plans as changing circumstances require.

Make revenue collections more efficient – especially continuing to increase electronic filing. We need to collect debts owed to the state and spend less money where possible to bring in revenues. With a keen eye on the start-up of the North Carolina lottery, we propose significant savings in retailer commissions and more efficient means for the lottery to operate, which should redirect additional dollars into K-12 education without impacting overall lottery revenues.

Create a system that is more efficient regarding state-owned assets. By disposing of excess property and co-locating state agencies that deal directly with the public, citizens can take care of state business without having to search through a myriad of locations. We will also continue our efforts to push for a more cost efficient method to operate our fleet of vehicles across the state – including cost savings from recommendations in the recent vehicle study.


Reduce technology cost for state agencies. Many entities across the state are not using the most efficient means in maintaining their websites and with other technological operations. With the recent contractual agreement between South Carolina Interactive and the state, it is essential that South Carolina Interactive effectively market the benefits of online services that will save the state and taxpayers money.

Governor's Purchasing Plan – Highlights

We address our state's fiscal problems by purchasing only those administrative services most needed by citizens. We do not purchase some services that, while still considered

**STRENGTHEN GOVERNMENT'S ABILITY TO ACHIEVE ITS
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valuable, have been identified as lower priority. The following table identifies key purchases within our executive budget's total state administration purchasing plan as well as examples of what is not purchased. Detailed highlights of our purchasing plan are provided below the table.

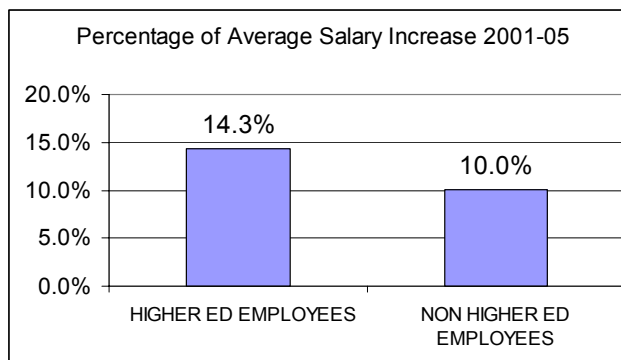
<p><i>Strengthen Government's Ability to Achieve Its Results Efficiently and Effectively</i></p>	<p>Higher Priorities</p>  <p>Lower Priorities</p>	<p><u>Examples of what our plan buys:</u></p>	<ul style="list-style-type: none"> ▪ Employee merit and other pay increases totaling over \$30 million. ▪ No increase in non-smoking employees' health care premiums. ▪ Over \$173 million to fully restore raided trust and reserve funds. ▪ Prepayment of \$16 million in bonds to lower our debt liability and save recurring dollars. ▪ Funding for the creation of a Sunset Commission. ▪ Creation of a Central State Travel Office to save travel expenditures statewide. ▪ A statewide accounting system (with reform to the current IT structure)
<p><u>Savings Proposal:</u></p>		<p><u>Examples of what our plan does not buy:</u></p>	<ul style="list-style-type: none"> ▪ Rehiring all retired TERI employees. ▪ Airline tickets purchased outside of state contract. ▪ Hotel reimbursements above established rates. ▪ Unnecessary reimbursement for use of personally owned vehicles. ▪ Lottery retailer commissions in excess of the national average.

Our Plan Buys:

Increased pay for targeted state employees to allow state agencies to address critical needs and provide incentives to their best employees. Unlike the norm seen in the private sector, South Carolina government has avoided targeted pay plans in past years. Instead, across-the-board pay increases have been the standard. We discussed in last year's budget that a one-size fits all compensation package does not produce the most effective results throughout our agencies. However, by proposing targeted dollars for particular government services, we can provide a true motivation to state employees which in turn will produce better results. We are providing **\$30,433,871 in new funding**, which would roughly be the equivalent of a three percent across-the-board

pay raise. However, we propose targeting our available dollars so that we can provide a bigger pay increase to those services where it will be the most effective.

As in last year's executive budget, we are once again proposing to allocate these dollars to state agencies rather than higher education institutions – as college salaries have grown at a much faster rate than agency salaries in past years. In fact, as of September 2005, the average wage for a higher education employee was \$47,847 – up 14.3 percent from 2000. Over that same period, the average wage for non-higher education state employees increased only 10.0 percent to \$34,816. In addition, including higher education in an across-the-board salary increase will lead to inflationary pressures to increase tuition.



Targeted pay increases are becoming more common across the country as federal agencies, states, and local governments look to provide incentives for hard work. In fact, Denver recently became the largest school district in the country to switch to paying teachers based on their students' achievement – as voters approved this measure in the November 2005 election. And for years, the state of Florida has allowed teachers to earn five percent of their pay through performance. Targeted pay will also help state agencies that experience high levels of turnover – such as the Department of Corrections where a 65 percent turnover rate of correctional officers has been seen in past years. This type of turnover is expensive and cost the Department of Corrections an average of \$3,500 per new hire for training. Other agencies have a similar need to maximize funding to their front-line employees.

Currently, the state does not provide pay increases to employees of most vendors that have a relationship with the state; however, we increase the salary for non-state employees that receive compensation from the agencies of DDSN, DAODAS, and the Office on Aging. As these are not employees of the state but rather of entities that have a contractual relationship with the state, we think it should be the duty of those contracting entities to provide pay increases to their employees. Therefore, we propose reallocating the **\$2.8 million** equivalent of a cost-of-living increase to non-state employees **to fund new and existing activities for those three agencies.**

The bottom line is our agency directors need the tools to get the most out of their employees and providing a pay plan that treats everyone equally will not get this done. A more flexible salary increase will allow agencies and agency heads the freedom to direct dollars to their areas of greatest need so that a state employee may work more efficiently and provide the services that all taxpayers of this state deserve.

Continued health care coverage with no increase in non-smoking employees' premiums. In recent years, state employees have seen significant increases in the cost of their health insurance as the state has failed to fund its portion of premium increases. But, in last year's budget this administration made it a priority to relieve this burden from our hard working state employees by providing adequate funding to avoid premium increases. We again feel that this is a priority in the upcoming budget year. We, therefore, propose a net funding increase of **\$29,504,000** in general funds towards the state employees' health plan. This increase in funding will allow non-smoking employees to receive the same health care coverage *with no increase in premiums* after years of double-digit increases.

Restoration of trust funds. Over the past few years, the General Assembly has used money from a number of trust fund accounts to make up for critical revenue shortfalls. Last year it was a priority of the administration to maximize our efforts in replenishing these funds. This goal was partially accomplished at the end of the day. It is our priority once again to address this problem to protect the fiscal integrity of the state. Given the amount of one-time funds available next year, the upcoming budget presents us with an opportunity to fully replenish the remaining deficit in our state trust and reserve funds. Therefore, we propose a total of **\$173,281,718 in one-time revenue to fully restore trust and reserve funds.**

Prepayment of bonds. This administration has always strived for policy changes and proposals that will strengthen the fiscal backbone of South Carolina. As in last year's executive budget, we believe it is important to concentrate on our state's outstanding debt. Our annual obligation for debt service has increased from \$142 million in FY 1996-97 to an estimated \$241 million in the coming FY 2006-07, an increase of nearly \$100 million. The recurring dollars that we are spending towards this debt are dollars that could be dedicated towards higher teacher salaries, more troopers, or improving the economic environment across the state. The current \$241 million in annual debt service deserves our attention – as reducing this amount will only strengthen the state's fiscal integrity in the eyes of the credit rating agencies. A significant amount of one-time money gives us an excellent opportunity to do just that. We propose using **\$16 million from one-time revenue sources to pay down some of the state's outstanding debts** and free up recurring dollars for our other needs.

Specifically, we recommend using up to \$16 million to retire the following outstanding Budget and Control Board lease revenue bonds:

Series 1986 (Adjutant General)	Series 1998 (Broad River)
Series 1994 (Harden Street Facility)	Series 1999 (Robert Mills)
Series 1997 (Columbia Mills-State Museum)	Series 2001 (Arts Commission)

Of all outstanding bonds, the prepayment of these revenue bonds will produce the greatest amount of savings in the upcoming year. The State Treasurer's Office has estimated that this early retirement will generate more than \$1.7 million in gross savings

**STRENGTHEN GOVERNMENT'S ABILITY TO ACHIEVE ITS
RESULTS EFFICIENTLY AND EFFECTIVELY**

over the remaining term of these bonds and will free up **\$4.6 million in recurring appropriations** next year. We have deducted the following bond portions from the noted agencies' rent expenditures as a result of this prepayment. It is important to recognize these are not budget cuts for these agencies.

Adjutant General	\$ 243,351
DSS	108,145
DHEC	564,317
Arts Commission	147,711
Budget & Control Board	823,680
Department of Revenue	990,561
State Museum	<u>1,688,004</u>
<i>Total rent reductions</i>	<i>\$4,565,769</i>

Though these early payments will only have a small impact on the state's overall debt burden, it is a down payment on a policy we believe is critical to making us more competitive and easing the overall burden to South Carolina's taxpayers. The recurring appropriations freed up by this debt repayment will only be available in future years assuming the General Assembly does not authorize the state to take on future debt to replace the debt we propose paying off.

Establishment of a Sunset Commission to evaluate whether government programs should be continued. In the past, the House of Representatives has adopted a measure which would have created a Sunset Commission as described earlier in our "Fix the Structure" section. Unfortunately, this legislatively-controlled division of the Legislative Audit Council was not adopted by the Senate. Our budget provides **new funding of \$585,570** for the creation of a Sunset Commission next year.

Tax collections, compliance, and processing. In recent years, our cost to collect taxes has been reduced to \$.00678 per dollar. At the same time, enforced collections now exceed \$300 million with total collections exceeding \$6 billion. Noting this, we propose to **maintain funding at \$16,217,118** in general funds for tax collections, compliance, and processing during FY 2006-07.

Taxpayer assistance. Taxpayer assistance includes the Contact Center as well as regional and satellite offices that provide statutory compliance with registration, licenses, and explanation of correspondence and forms. Taxpayers need a clear, trustworthy channel of communication to answer their questions about the taxes they pay. We propose to **maintain funding at \$3,470,224** in general funds for taxpayer assistance during FY 2006-07.

Statewide budget development analysis and implementation. The Budget and Control Board's Office of State Budget assists the Governor and General Assembly in the preparation and implementation of the annual state budget. We propose to **maintain funding at \$2,346,742** in general funds for the Office during FY 2006-07.

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A Central State Travel Office. We discussed previously in this section about how our state can be more efficient in managing state travel. The Legislative Audit Council recently reported that this was a result of our state not having a centralized office that is responsible for ensuring that agency travel expenditures are cost effective. This type of office will use the state's high volume of travel to reduce costs and oversee each agency in being efficient in its travel practices. Specifically, the newly created Central State Travel Office within the Comptroller General's Office will make sure that each agency adheres to the contractual agreements that are established with airlines and hotels. It will also be the responsibility of this new office to make sure that hotel stays remain within a newly created limit for lodging reimbursement. We propose working with the state's hotel/motel associations to create a regional rate structure similar to the one used by the federal government. Savings from bulk airline purchases and capped lodging rates will be discussed later in this section.

Other states, such as Louisiana and Mississippi, and the federal government have a central office that handles travel. Currently, Mississippi's central travel office consists of one employee. We believe it is time South Carolina fall in line with the travel practices of other states and the federal government – as a centralized travel office will produce more efficient agency travel and save the taxpayer money. Our budget provides **new funding of \$50,000** for the creation of a Central State Travel Office.

An integrated financial reporting and management system for the state, which is essential to standard and meaningful multi-year technology planning. In our veto message last year, we indicated our concerns with implementing the South Carolina Enterprise Information System (SCEIS) without reforming the structure of the Chief Information Officer's (CIO) office. A Chief Information Officer in our proposed Department of Administration would lead to innovation in technology, strategy, and oversight. A strengthened CIO could ensure cost-effective, reliable delivery of technology infrastructure and services, as well as governance that involves all stakeholders in technology decision-making in state government. A CIO accountable to one person rather than a board is also critical to successful implementation of the SCEIS project.

While this project offers a potential of up to \$120 million dollars in annual work process savings after five years of implementation, it also brings the potential for significant cost over-runs and failure if not managed properly. Given our state's difficulties in recent years with managing large information technology (IT) projects such as DMV's "Project Phoenix" and the "SCECIS project" at DSS, we should all be concerned about attempting this large project spanning across most state agencies with our current IT structure.

Additional concerns regarding SCEIS are that this past year, the Budget and Control Board had to pull out of its contract with a primary contractor for the project, BearingPoint, due to financial difficulties within the company. This has delayed the project by approximately six months; however, the first phase is still to be completed during this fiscal year. But, because of running into problems with vendors and with no

current restructuring in the CIO's office, we still have concerns regarding the efficiency of the project over the long-run.

Under the current structure, the CIO answers to the Director of the Budget and Control Board, who answers to five separately elected officials. In a report assessing the state's management of IT, the Gartner Group finds South Carolina to be the only state in the Southeast or the Middle Atlantic with a CIO position with narrow influence and with structurally deficient depth of support.

If a restructuring plan to make the CIO more accountable to the Governor is adopted by the General Assembly next legislative session, we will support **new funding** in the amount of **\$5,700,000 in capital funds and \$ 2,790,000 in recurring funds** for the continuation of completing the five-year SCEIS project. Like last year, we believe this is a significant opportunity to reform South Carolina's government and make it more efficient.

Statewide General Election in 2006. Every two years, the Election Commission is tasked with ensuring that every citizen is given an opportunity to participate in a fair and honest General Election. Our state conducted a successful General Election two years ago when a record number of South Carolinians cast votes – 1.6 million. This administration continues to believe in the core values that are associated with the democratic process – the notion that the people should have the right to rule themselves. We encourage the over 2.3 million voters of this state to participate in this process in the upcoming election. We also look forward to the voters having the opportunity to decide on the merits of our proposed Taxpayer Empowerment Amendment in the 2006 General Election. This budget provides funding of **\$3,125,000 in non-recurring funds** for the 2006 General Election.

Our Plan Saves by:

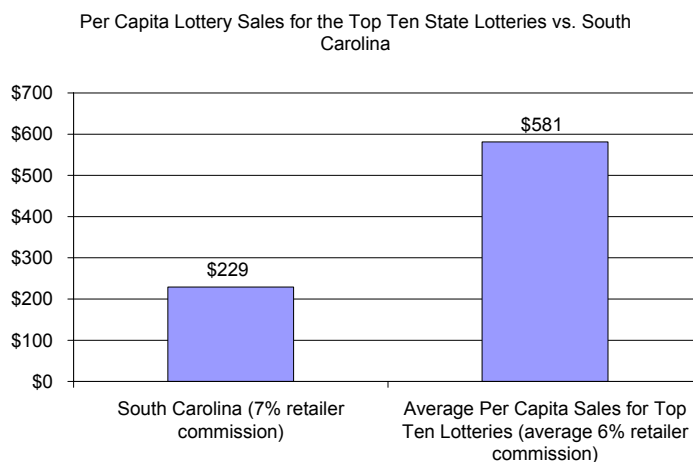
Restructuring for a more accountable executive branch. There are many services throughout state government that are being duplicated. This is not only inefficient but it also costs the taxpayers. Staff of the Legislative Audit Council, members of the MAP Commission, and many participants of the budget hearings agree that restructuring is needed. The bottom line is our state government can function better and in a more efficient manner. Restructuring will allow for this to happen by holding agencies more accountable and in turn provide better results at a lower cost. The **total dollar savings over five years – \$95 million in state funds** – from adopting our restructuring proposals are recognized in the separate budget goal areas that would be impacted.

Reducing lottery commissions to approximately the national average is another idea that we have proposed in our last two budgets to provide significant new dollars for education in our state. This policy decision is particularly relevant

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considering the start-up of a North Carolina lottery in the next year. When fully operational, the North Carolina lottery is expected to take 10 percent (or almost \$30 million) away from our lottery. To this end, it is important that we make every effort to run our lottery as efficient as possible so maximum dollars can go to educate our children.

Data from lotteries across the country show there is no correlation between a higher retail commission and higher lottery sales. In fact, the top ten lotteries across the nation in sales had average per capita sales of \$581. But, their average retail commission was one full percentage point less than ours and one-tenth lower than the national average of six percent.



When the Education Lottery was established, retailer commissions were set at a minimum of seven percent. Had sales for the lottery's first year been the \$500 million that was predicted, retailers statewide would have shared in commissions of approximately \$35 million. As the lottery sales are now over \$950 million annually, commissions are over \$66 million. In other words, retailers signed up to a program that projected average annual commissions of \$10,000 but have been rewarded with average annual commissions of over \$19,000 per retailer. A reduction of retailers' commissions from seven percent to the approximate national average of six percent will still leave retailers making an average of over \$16,000 per store – 60 percent more than the initial projections. More importantly, paying retailers a six percent commission will **free up an estimated \$8.4 million** annually that can be used for education in our state.

Savings from a Central State Travel Office and instituting travel guidelines.

The recent Legislative Audit Council report on state travel shows that our state can do a better job when it comes to managing its travel. This is why we have recommended the creation of a Central State Travel Office. With no current centralized travel agency, we have over 70 agencies making travel decisions with no standard regulations – resulting in a very inefficient system. Several reports in recent years have found numerous examples of excessive spending of finite state resources on hotel rooms. Prior to this administration, the Department of Commerce paid over \$750 per night for a hotel room in Milan, Italy, and a whopping \$879 per night for a hotel room in Paris. Even though our state spends tens of millions annually in travel-related costs and we have countless examples of employees staying in hotel rooms costing hundreds of dollars per night, South Carolina government has no maximum rate to limit an employee's hotel expenditures. As mentioned previously, we are proposing reimbursement for lodging

based on a newly created limit for in-state travel and the federal lodging rates for out-of-state travel. We recommended a similar limit last year and commend the House for making it a part of their budget for FY 2005-06. Unfortunately this provision was removed in the Senate during last year's budget debate. We urge the Senate to take a closer look at the merits of a lodging cap – a cap that will save all agencies money. We believe it is reasonable for each agency to save at least 15 percent of their lodging travel budget by implementing a hotel limit. This administration and the agencies within our Cabinet have already led by example on this front.

The LAC also discussed inefficiencies when it comes to agency airline purchases. Currently each airline transaction is bought at the individual agency level and results in a more expensive ticket. This additional cost to the taxpayer can be avoided by taking advantage of bulk purchasing. According to the LAC report, other states and the federal government utilize pre-negotiated contracts with airlines for discount prices. We propose joining the federal government and other states by utilizing bulk purchases with airlines. The LAC estimates each agency will reduce airline expenditures 25 percent if purchased through this mechanism.

We also propose that members of the Worker's Compensation Commission, the Employment Security Commission, and the Public Service Commission be covered by the same guidelines as other state employees when traveling 50 or more miles from their homes.

The newly created Central State Travel Office within the Comptroller General's Office will make sure that each agency adheres to the state's provisions for travel. This management, coupled with savings from bulk airline purchases will provide an **annual savings of \$726,365** during FY 2006-07.

Removing funds for increased enforced collections. The Department of Revenue is currently in the second year of its efforts to increase enforced collections through additional tax collectors. The department may collect revenues from any source within its jurisdiction, which may include, but is not limited to, corporate, individual, or sales tax collections. Specific emphasis is on enforced collections and outstanding liabilities. During the first year of funding the program, the Department of Revenue received \$3 million in appropriations to purchase one-time infrastructure needs to increase collections. In our executive budget last year, we recommended these dollars be returned to the general fund since the infrastructure had already been purchased. However, at the end of the budget process, these additional dollars remained in the Department of Revenue's budget. We again believe that it is only fair to recommit these dollars back to the general fund. Returning these dollars back to the general fund will provide **annual recurring savings of \$3,000,000** during FY 2006-07.

Savings from high number of TERI employees set to leave state government. There are currently almost 6,000 state employees enrolled in the Teacher and Employee Retention Incentive (TERI) system. In many instances, the

TERI program has accomplished its goal – retaining experienced teachers and good people in critical positions of government. However, in many other instances, it has prevented qualified individuals from entering the state’s workforce at lower rates of pay. The TERI program has in essence been unfair to the taxpayers of the state because it asks them to contribute more tax dollars to high salaried managers simply because they were able to take advantage of a system. In fact, TERI employees are paid \$17,000 more than the average non-TERI state employee.

The first class of TERI participants will have hit the five-year mark as of this past calendar year. The majority of agencies will not be hiring these employees. We are instead recommending that agency directors look to disburse these job duties among other remaining employees while also looking to hire and train qualified individuals so that the agency will be better prepared for the long-run. This type of management will not only reduce duplication and create a more efficient office, but will also create a savings for all agencies with TERI employees set to leave. According to numbers from the Human Resource Office in the Budget and Control Board, if each agency’s budget were reduced by taking the difference between the average TERI employee salary and the average overall salary for that agency, an **annual savings of \$23,745,476** in general and other fund dollars would be provided. We want to make it clear that this proposal is not about terminating any current employees but instead represents the natural process of replacing many positions with less tenured individuals at lower pay.

Adopting more efficient practices for our fleet management program. This administration has constantly said there is a better way to operate the management of our state’s vehicles. As a result, the consultant group of Mercury this past year released specific recommendations on how to provide more effective vehicle services for state employees. The consultant group found that these recommendations, if adopted, will lead to significant opportunities to achieve cost-savings in the upcoming budget year and in the future. The Mercury study projects savings over a five year window to be almost \$52 million dollars.

The report discussed three primary ways that our state can provide a better return to the taxpayers when it comes to managing our fleet. First, it was discovered that many of our agency-owned vehicles have exceeded their recommended life cycle. Going beyond this life cycle often leads to increasingly high maintenance costs. The Mercury report suggests using a lease-purchase financing system to replace the aged vehicles that are creating a drain on government resources and the taxpayer. Instead of owning their vehicles, many agencies would benefit by gradually replacing their fleet over a five year cycle with leased vehicles which could reduce maintenance costs and allow the agency to concentrate more its core mission.

Second, the study discussed ineffective management in the area of reimbursement of employees for using their personally owned vehicles (POV) when traveling. In fact, this kind of travel cost taxpayers over \$13 million last year while some agency employees received over \$10,000 per year in mileage reimbursement payments. These kinds of

costs could have been avoided with stronger regulations for state mileage reimbursement practices. Currently, there is a proviso in the budget that states that an employee will be reimbursed at a lower rate if a personal vehicle is used while a state vehicle is available. But, this mandate is not followed on a consistent basis according to the study. For this reason, we believe each agency can be more cost efficient in using personally owned vehicles.

And third, it was recommended that the state sale agency surplus vehicles. These vehicles are costly to the state and over time have created a financial burden for agencies to maintain. The selling of these assets will generate revenue of \$1.8 million in FY 2006-07. As mentioned earlier, we are recommending a portion of this revenue be returned to the agencies.

Making Tough Choices:

Given the state's finite amount of resources, we had to make some difficult choices regarding which activities to fund or not fund. While the activities listed below may well have merit, when comparing them with other activities, we did not think their anticipated outcome would be as effective in achieving our goal. The following reflects some of those difficult choices:

Elimination of state matching dollars for the Help America Vote Act. In 2002, Congress passed the Help America Vote Act (HAVA). The Act has provided payments to South Carolina for election administration improvements, training, and replacement of punch card machines. In last year's budget, \$700,000 in state money was appropriated to draw down federal dollars in accordance with the HAVA program. The Election Commission, however, has drawn down all the federal HAVA dollars it can to help improve voting procedures in our state. Returning these matching dollars back to the general fund will provide **annual savings of \$700,000.**

The Civil Contingency Fund is a reserve fund at the Budget and Control Board that is used to help an agency cover unplanned expenses. Over the past two years, payments from the fund have averaged only \$43,000 per year. Therefore, during FY 2006-07, we propose cutting recurring general fund dollars in the amount of **\$161,902** to the fund.

Making ancillary human resources functions self-sufficient. The Budget and Control Board provides a number of human resources services such as training and development, temporary employment services, and recruiting services to various state agencies. The Board charges agencies a fee for these services. In addition to the fees they collect, these services also receive a general fund appropriation. We propose removing the general fund appropriation for these ancillary services and require the Board to justify their expenditures entirely in terms of services provided to agencies. Removing the general fund supplement for Training and Development Services, Temporary Employment Services, Recruitment Services, Workforce Planning, and Executive Education Training will **save a total of \$ 1,097,680** next fiscal year.

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Please see the Appendices for a complete listing of the Governor's Purchase Plan for this goal area and for a detailed listing of what our plan saves and what our plan does not buy.

Per the requirements of Section 1-11-425 of the South Carolina Code of Laws, a total of 375 copies of this public document were printed by the Print Shop of the General Services Division of the Budget and Control Board at a cost of \$3,270.00 or \$8.72 per copy.