



Task Force on Consolidated Government

Jacksonville City Council
Council Member Lori Boyer, Chair

Budget

Ordinance Code Changes:

1. The City Council should pass an ordinance requiring, outside of the budget process, one departmental budget be subjected to a zero-based budgeting process, justifying every line item and expense from a zero base without any carry-over assumptions of service levels, personnel, programs or resources from the prior year. A report should be written outline the items in the department's budget and the justification for the expenditures. This report should be given to the City Council. This process should continue for one department each year until all departments have completed the process. Once all departments have completed the process, it should begin again and continue into perpetuity. The City Council should consider hiring a third party to conduct the reviews so the staff of the departments can continue to focus on their job responsibilities during the review.

Form of Government City Council

Council Rules Change:

1. If City Council Charter Amendment No. 1 is adopted, then the Committee recommends that the Council Rules be amended so that the term of the Council President begin on January 1.

Mayor

Charter Amendment:

6. The Charter should be amended to require that the Mayor fill any vacancies in the positions of Chief Administrative Officer, Director of the Finance Department, and all other department heads within _____ days of the position becoming vacant.

Independent Authorities

Ordinance Code Change

1. The Ordinance Code should be amended to require the City Council contract with an outside organization, through an RFP or otherwise, to provide annual training to the members of the executive boards of the independent authorities to increase continuity between the City and the authorities, and increase the institutional knowledge of each of the boards. This training shall not conflict with, but may coordinate with training on the ethics and public records laws of the City and the State. The training should include instruction on the following topics.
 - a. The history of the City of Jacksonville;
 - b. How the City's form of government works;
 - c. The history of the authority;
 - d. The business, structure, and strategic plans of the other independent authorities;
 - e. The structure of the board;
 - f. The role of the board in the governance of the authority;
 - g. The role of the Chief Executive Officer and his or her relationship to the board;
 - h. The fiduciary responsibilities of the board;
 - i. How to understand the financial statements of the authority.

Recommendation of No Change:

5. The Committee makes a recommendation of no change regarding the accountability of the independent authorities' board members to the City and the authority on which they serve.

City Charter

Charter Amendments

1. The Charter should be amended to require ~~all ordinances except those required for the annual budget shall be codified in the City's published ordinance code.~~ all ordinances of the City Council governing the consolidated government, or providing rules and regulations of general applicability, and waivers thereof, shall be in the form of a codification in the city's published ordinance code; except that such codification shall not be required for the annual budget, the annual capital improvement plan, appropriations, or land use exceptions and variances.
4. The Charter should be amended to require that any amendments made to the Charter by referendum, may only be waived, amended, or removed by referendum.

Strategic Planning Commission

Recommendations

1. The Charter should be amended to create the Jacksonville Strategic Planning Commission charged with the purpose of unifying the goals of local government, the business community and other stakeholders in the City of Jacksonville for the purpose of establishing a unified, long-range, strategic plan for the City of Jacksonville. This plan shall be an evolving document and serve as the governing document to which the government of the City, the business community, residents, and all stakeholders turn when seeking guidance regarding the future growth of the City of Jacksonville.
 - a. The strategic plan will be for a term of 10 years.
 - b. For the establishment and creation of the first and initial strategic plan, the Commission shall be composed of twenty-nine members. The members shall be those individuals who hold positions listed within this section. The members shall not be appointed or confirmed, but shall maintain membership so long as they hold the title listed herein. When a member no longer holds the title listed herein they shall no longer be a member of the Commission, and the individual who assumes the position herein shall replace them.
 - c. After the creation of the initial strategic plan, it shall be the responsibility of the Commission to maintain and establish its membership in accordance with the provisions of this section. The Commission should be inclusive rather than exclusive, and should seek to have a balanced membership consisting of stakeholder groups involved in and affected by the focus areas outlined within this section.
 - d. The commission should consist of the following members:
 - The President of the City Council of Jacksonville
 - The Mayor of the City of Jacksonville
 - The Chair of the Board of Directors of the Jacksonville Chamber of Commerce
 - The Superintendent of Duval County Public Schools
 - The Sheriff of the City of Jacksonville
 - The Chair of the Board of JEA
 - The Chair of the Board of the Jacksonville Port Authority
 - The Chair of the Board of the Jacksonville Airport Authority
 - The Chair of the Board of the Jacksonville Transportation Authority
 - The Chair of the Board of the Jacksonville Housing Authority
 - The Chair of the Board of the Children's Commission
 - One Mayor from either the Town of Baldwin, the City of Jacksonville Beach, the City of Neptune Beach, or the City of Atlantic Beach
 - The Director of the Florida Department of Health in Duval County

- The Chair of the Board of the Civic Council
 - An individual selected by the President's of the City's Citizen Planning Advisory Committees
 - The Chair of the Board of the Labor Council
 - The President of the University of North Florida
 - The President of Edward Waters College
 - The President of Jacksonville University
 - The President of Florida State College at Jacksonville
 - The Chair of the Duval Legislative Delegation
 - The Chair of the Board of the Urban League
 - The Executive Director of the Regional Planning Commission
 - The Chief Executive Officer of the Nonprofit Center of Northeast Florida
 - One appointment by the Commander of Navy Region Southeast
 - The Board Chair of the Hispanic Chamber of Commerce
 - A representative of each of the three most critical industries selected by the Chair of the Board of Directors of the Jacksonville Chamber of Commerce
- d. All members shall be voting members. No member shall vote by proxy or designee. So long as the Commission has established a procedure to do so, members need not be present to vote.
- e. On the third Tuesday of January, 2016, the Mayor and the President of the City Council shall convene all members of this commission, listed herein, for the purpose of creating a strategic plans as described herein.
- f. The Commission, is encouraged to seek the advice and council from elected officials, and former elected officials, experts, business, non-profit, minority, and religious leaders, and residents, who they deem integral to the process.
- g. A representative of an organization who can speak on behalf of a racial demographic shall be added to the Strategic Planning Commission when the racial population reaches 5% of the population of Duval County according to the most recent decennial census.
- h. The first meeting shall be called to order by the City Council President and the Mayor of the City of Jacksonville, jointly. The first order of business will be the election of a Chair. The second order of business shall be the creation of a governing document and rules of order. Finally, the Commission shall commence the process of hiring an executive director.
- i. The Commission shall convene a special public meeting for the purpose of presenting their findings, recommendations, and strategic plan nine (9) months following the convening of the commission for the purpose of creating the strategic plan.

- j. The Commission shall conduct research, and receive input from the public through hearings or otherwise, to identify and assess the strengths, weaknesses, opportunities, and threats to the residents, businesses, and stakeholders within Jacksonville related to the following focus areas, at a minimum:
 - a) Quality of life;
 - b) Neighborhoods;
 - c) Minorities;
 - d) St. John's River;
 - e) Education;
 - f) Business, industry and commerce;
 - g) Health care and a healthy community;
 - h) Current and future infrastructure;
 - i) Government;
 - j) Social services
- k. The areas of focus shall be incorporated into the strategic plan to the fullest extent possible. The Commission shall have the authority to determine an area of focus shall not be incorporated into the strategic plan, but must do so by a majority vote of the Commission.
- l. At a minimum, the strategic plan will include:
 - a) a vision statement;
 - b) mission statement for Jacksonville;
 - c) citywide overarching goals;
 - d) analysis of the areas of focus and how they are incorporated into the strategic plan;
 - e) a broad financial plan;
 - f) enumerated goals and timeline on the achievement of the overarching goals;
 - g) process and procedure for annual performance reviews that account for meaningful and measurable outcomes.
- m. Provide an annual written report, to be presented no later than February 1, to the public. The annual report shall contain, but not be limited to, the following information:
 - a) Detailed information on the progress of each of the focus areas, and any additional areas created by the Commission, included in the strategic plan.
 - b) Action plans for bringing underperforming areas back in line with the strategic plan.
- n. The Commission is authorized to and shall direct the expenditure of all funds annually budgeted and appropriated to fund the Jacksonville Strategic Planning Commission and services and programs related thereto.

- o. Initial funding for the Commission should come from the City of Jacksonville in the amount of \$250,000. During the first year, the Commission shall determine the manner in which they shall fund the Commission, and its staff, on an annual basis. Thereafter, this amount shall increase annually by the average percentage amount of the increase for the particular budget year of all active operating departments within the Executive Branch (excluding the Office of the Sheriff, the Tax Collector, the Property Appraiser, the Supervisor of Elections and the Clerk of Court), not to exceed the equivalent of ½ mill of ad valorem taxes as adjusted by the budgeted collection rate (net of the distributions to the Tax Increment Districts).
- p. The Commission shall determine on an annual basis its need for funding beyond the amount appropriated by the City Council and identify and seek out a source for these funds.
- q. The Commission is authorized to file applications for federal, state and privately funded grants.
- r. The Commission shall employ and fix the compensation of an executive director who shall manage the affairs of the Commission subject to its supervision. The Commission may also employ such other persons as may be necessary to effectively conduct and accomplish the affairs and duties of the Commission. All employees of the Commission shall be employees of the city, shall be subject to Articles 16 and 17 of the Charter of the city, except as otherwise provided by Council, and except that the executive director, any professional employees and the heads of such activities as the Commission may establish shall not be within the civil service system of the city and shall serve at the pleasure of the Commission.
- s. The Chair of the Commission may hire an interim executive director for a period sixty (60) days for the sole purpose of assisting the Commission in organizing the membership, creating bylaws and governing documents, and hiring a permanent executive director.
- t. The executive director shall collect, maintain, and publish to member of the Commission, and to the public, information and statistical data necessary to demonstrate the progress of the strategic plan. Additionally, the executive director shall identify areas lacking progress and those responsible for progress in the identified areas. The Commission shall instruct the staff as to the frequency with which these reports shall be compiled for reporting to the membership of the Commission, and the public.
- u. The Strategic Planning Commission shall reconvene as needed to amend and adjust the strategic plan, to review each represented organizations contribution to the goals of the strategic plan, and for the purpose of recognizing new members to

the Commission as a result of them accepting a position included in the membership of the commission.