



Task Force on Consolidated Government

Council Member Lori Boyer, Chair

Organization, Operations, Personnel, Budget, Borrowing, Risk, & Economy Committee

COMMITTEE TOPIC & ISSUE LIST

Group A:

Risk Management

a. Risk management has become increasingly conservative and risk is deemed an administrative as opposed to policy decision. What is the extent of local government immunity and why are the insurance requirements imposed on users so high?

Central Services- mandated usage, cost allocations level of service for OGC, IT, Employee Services, Building Maintenance, Fleet, Procurement, PR, etc.

- a. Within City Government
 - b. Independent Authorities usage
 - c. Constitutional Offices
 - i. Does allocation of unfunded pension cost associated with service price service above market? Solutions?
 - ii. Allocation increased for special services but not decreased for lower usage
 - iii. Specialized needs; super-users
- The promised efficiencies and economies of scale have not been realized
 - Decentralization has been the recent norm
 - The current model is cumbersome, bureaucratic, and while eliminating duplication does not yield high quality effective services to using agencies
 - The current model does not recognize the priorities of individual public-facing departments.
 - Public Works needs to provide a budget for individual departments that reflects the facilities maintenance requirements of those departments.

Procurement/ Contract management

- a. Process improvements- committee composition, etc.
- b. Has Council delegated too much authority to Mayor and admin? No review of large multi-year contracts such as SMG. Should Code be changed?
- c. How do using agencies define service or product needed? Role in process?
- d. Where does contract management responsibility lie? Problem with agreements such as easements (OGC-Panera's) and Grants (HUD)

- e. Minority contracting
- f. How can we truly implement a “prompt pay in thirty days” practice that is currently not being followed?

Budget

- a. Requirement that pension fund establish assumed rate of return no later than March 1 would greatly improve accuracy of budget development
- b. Should prioritization and departmental request presentations occur at MBRC or in a public forum?
- c. Is zero based budget possible- rather than start from prior year?
- d. What constitutes a “balanced budget” and can/should there be a mechanism to return a budget to the Mayor?
- e. The budget establishes employee caps by Department and Division. Should these be enforceable? How? By whom?
- f. Should Departments, agencies be allowed to retain “budget savings” for use in a future year or for special projects? How does that impact the budget as a whole?
- g. Should there be an enforcement mechanism or consequence to a Department or Division that exceeds its budget? What?
- h. Should it take more than a majority vote of Council to override a line-item veto?

Group B:

Boards and Commissions, and Special Taxing Districts

- a. Review to determine need for, effectiveness, and cost. Boards and commissions have proliferated and numbers of vacancies render them ineffective
- b. Review criteria for appointments to determine if creating obstacle to filling positions

Jacksonville Public Library

- b) Is a fixed revenue source for funding the library an appropriate direction?
- c) A JCCI study committee made up of community leaders recommended that the most secure funding mechanism for the library would be to establish it as an independent taxing district. Is this the best option for ensuring a sustained, quality library system for the future?
- d) Should the library and similar city departments have a budget and greater say in identifying their IT priorities and in managing the direction of their IT services?
- e) Should a mechanism be established that recognizes and provides for the capital needs of the library and other individual departments?

Public Health

- a. Health Dept. removed from day to day operations and decisions- how can it be better integrated?

- b. Relationship with UF Shands?
- c. Is UF Health underfunded as the county's hospital?

Group C:

Quality and professionalism of workforce, Institutional knowledge

- a. Civil Service- need for regular reviews (have not been conducted this admin), exams (Clerk of Courts comments), assignment of classifications within Departments (Library could not hire IT class)
- b. Level to which civil service can rise in management has been flattened, more appointed positions in lower levels of management result in loss of continuity; no job descriptions for some appointees

Group D:

Grants

- a. No concerted grant application effort; independent efforts in different divisions and offices

Borrowing Capacity

- a. Debt ratios and capacity targets codified. Are they still correct? They have been waived repeatedly in recent years
- b. How do the decisions of the rest of COJ effect JEA's bond rating?

Borrowing instruments

- a. Currently using covenant pledge to back borrowing in lieu of specific bond issues as used in the past. This mechanism may be expedient, but are there risks? Are the potential uses of funds transparent?
- b. Funds from one borrowing may be used to cover another activity as cash is treated as fungible. That practice has lead to several issues being in cash deficit. Is this a concern?

Alternative Revenue Sources

- a. Franchise fees
- b. JEA contribution
- c. Gas tax
- d. Fees for services
- e. research other Florida cities/counties

Removed:

Economy

- a. Government employment is flat from 1968. What sector has lost jobs and why?
- b. We hear frequent reports of local job losses as well as job gains. Where do we stand on a net basis? How can we prevent the job losses?
- c. Incentives for jobs that may employ those with lower educational levels whose unemployment rates are higher.



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SUGGESTED RECOMMENDATIONS

Risk Management

- The biannual actuarial report should be given to the City Council (& Council Auditor?) as soon as the report is returned to the Risk Manager
- Provide list of insured properties to the City Council (& Council Auditor?)
- Insurance requirements for organizations to whom the City leases or licenses property (i.e. baseball and soccer leagues in city parks, and licenses for community centers, etc.) should be reviewed and policy changes considered by Mayor/Council
 - Establish standards that could be used to determine situations where we actually don't need to require insurance
 - Are there circumstances where, as a matter of policy, the risk is modest enough the COJ is going to allow an indemnification and hold harmless agreement?
 - Activities where the party doesn't invite someone else in
- All claims for compensatory type damages should fall under Risk Management (budgetary & decision-making)

Contract Management

- The Task Force has reviewed contract management and believes contract management is best handled in the departments of the city and has no recommendation for change.
- Establish contract management procedures that clearly identify who will manage the contract
 - Req. in code, council rules,
 - Recommend specific language that must be in every contract identifying who will manage the contract

Procurement

(Many changes already in the process of being made by Procurement)

- Protest Procedures – intended decision, too many opportunities to protest each step of process.
 - *Ch. 126 Ordinance Change*
- Define subcommittee procedures, roles and guidelines
 - *Defined in latest revision of Procurement Manual*
- Revamp makeup of committees, eliminate OGC and Procurement. They should be staff only.
 - *Ch. 126 Ordinance Change*
- Look at CCNA scoring for ten standard criteria, is point system most efficient and yield best result, best fit for non-capital or design-architect-planning study?
 - *Procurement Manual Change*
- Some professional services should not be processed under CCNA. Code should include language where Chief can make determination.
 - *Ch.126 Ordinance Change*
- Need to modify sole source and proprietary to just a “single source” award.
 - *Ch. 126 Ordinance Change*
- Consolidate committees and go to one awarding committee (The Procurement Awards Committee, PAC)
 - *Ch. 126 Ordinance Change*
- Should code contemplate Best and Final Offer?
 - *Ch. 126 Ordinance Change*
- Expand Procurements technological abilities to allow for the distribution on bid materials, as well as, the receipt of bids electronically.
- Contracts of certain magnitude and/or certain duration
 - Multi-year operational contracts over \$???
 - Require a public hearing on the date of approval

Internal Service Charges – GENERALLY

- Generally
 - Develop recommendations that focus on developing cooperation between all aspects of local government within consolidated government and outside it. This cooperation focuses on decreasing costs, and improving service through combining like services. The challenge being in distilling services down to a basic enough level that they can be shared. The recommendations will not be to consolidate services but
- ITD
 - (NONE)

- Fleet
 - (NONE)
- Public Works
 - (NONE)
- Office of General Counsel
 - (NONE)

Special Taxing Districts

- Special Taxing Districts are a specific act of deconsolidation and run contrary to the intent of City Charter. While this does not mean there is no use for special taxing districts, the creation of one should be done so with caution and other means of maintaining the authority of the City Council and the Mayor should be attempted first. Special taxing districts create a slippery slop effect. The creation of one will lead to the push for the creation of others, all likely legitimate, but at the cost of our consolidated form of government and will dilute the authority of the City Council establish the City Budget and financial priorities, among others.

Jacksonville Public Library

- (NONE)

Boards & Commissions

- Boards and commissions could be coded in proposed legislation bill titles to provide some basic information about the board (advisory vs. substantive power, categories of membership, number and category of board vacancies, etc.)
- City Council & Mayor should establish a procedure for review of the number and need of the boards and commissions, created by executive order and ordinance, every 4-6 years

FL Dept. of Health – Duval County

- Set up medical home for COJ employees and also use it for a primary care responsibilities of the county
 - Include dental

UF Health at Jacksonville

- Support legislation to change indigent care tax laws allowing consolidated counties to levy a tax for indigent care if they so choose

