



Task Force on Consolidated Government
Council Member Lori Boyer, Chair

Governance & Mission Committee

March 13, 2014

MEETING SCHEDULE

Welcome & Call to Order

Peter Rummell, Chair

Discussion: Review the Committee's Suggested Recommendations

- CAO/CFO Job Description & Professional Requirements
- Required Number of Votes for Council Waiver of Charter Requirements & Ordinance Code Requirements
- Strategic Planning Recommendations

Adjourn

Next meeting:

Thursday, March 20, 2014, 9 a.m.
Council Chamber, 1st Floor, City Hall





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SUGGESTED RECOMMENDATIONS OUTLINE

1) Form of Government

a) City Council

i) Recommendations

- (1) Increase the number of four year terms to three consecutive
- (2) Hold the election of council members in the “off-off” year in between presidential and gubernatorial elections

ii) NO Recommendation

- (1) Number of council members
- (2) Staggered terms
- (3) Use of at-large seats
- (4) Racial impact of at-large seats
- (5) Term of the Council president
- (6) Timing of when Council president takes office

iii) Undecided Issues

- (1) Should Council Members receive more compensation to allow them to devote full time to their Council duties?

b) Mayor

i) Recommendations

- (1) Hold the election of the Mayor in the “off-off” year in between presidential and gubernatorial elections

ii) NO Recommendation

- (1) Strong mayor form of government
- (2) Elaboration on the specific duties of the mayor
- (3) Scope of the power of the mayor

iii) Undecided Issues

- (1) NONE

c) City Manager/CAO/CFO

i) Recommendations

- (1) Create a charter requirement that the mayor hire a Chief Administrative Officer and Chief Financial officer
- (2) Create a list of professional requirements to be included in the charter requirement for both the CAO and the CFO
- (3) Create a list of job responsibilities to be included in the charter requirement
- ii) NO Recommendations
 - (1) NONE
- iii) Undecided Issues
 - (1) Requiring the mayor to fill the CAO and CFO, as well as department heads within a certain time period.

d) Office of General Counsel

- i) Recommendations
 - (1) (See OGC Recommendation Document)
- ii) NO Recommendation
 - (1) Pension effect on independence of OGC
 - (2) Remedies available to members of any branch of government with disagree with a decision of the general counsel
- iii) Undecided Issues
 - (1) NONE

2) Independent Authorities (JEA, JTA, JPA, and JAA)

- i) Recommendations
 - (1)
- ii) NO Recommendation
 - (1)
- iii) Undecided Issues
 - (1) Are numbers and selection processes for Board members adequate to insure Board members are accountable to the public and to City government for their decisions?
 - (2) Are the missions of each authority clearly defined and how are they integrated with the greater mission of the City? Independence was viewed as desirable because they were performing a business enterprise activity. Quality and efficiency of operation are certainly valid goals, but how do the goals of facilitating economic growth, providing essential services to citizens, etc. become part of the operational mission?
 - (3) How do development activities, or ancillary business enterprise activities, of the Authorities impact City tax rolls and private business opportunities? Should they be restricted in any way? Require some City approval?

- (4) Does the City budget review process provide any real management control with respect to the authorities?
- (5) How do we ensure the independent authorities board members are accountable to both the City and the authority on which they serve?
- (6) Include agencies such as the Children's Commission and the DIA.
- (7) Should JEA be split into two authorities, one for electric utility and the other for sewer and water?

3) Police & Fire Pension Board

- i) Recommendations
 - (1) NONE
- ii) NO Recommendation
 - (1) The committee discussed the pension issues and believed the Pension Task Force was taking a much closer look at the issue and if given the opportunity they would review their recommendations to see if they had effects on the issues this committee has been tasked with but would otherwise not address the issue.
- iii) Undecided Issues
 - (1) NONE

4) Inter-local Agreements with the Beaches & Baldwin

- i) Recommendations
 - (1) NONE
- ii) NO Recommendation
 - (1) The full Task Force heard during public comment that the Beaches and Baldwin are content with the agreements as they are structure now. The committee decided they would not address these agreements given that there are no current complaints with them.
- iii) Undecided Issues
 - (1) NONE

5) Charter

- i) Recommendations
 - (1) NONE
- ii) NO Recommendation
 - (1) Should the number of votes it takes to waive a charter amendment be changed?
 - (2) Should the number of votes it takes t waive an ordnance be changed?
- iii) Undecided Issues
 - (1) NONE

6) Strategic Plan/Integrated Mission

- i) Recommendations
 - (1) Create a committee charged with the purpose of developing a strategic plan for the entire consolidated City of Jacksonville
 - (2) The strategic plan will be for a term of 10 years.
 - (3) The committee shall include the Mayor, the President of the City Council, The President of the Chamber of Commerce, a member of each of the boards of the independent authorities, the Sheriff, the Tax Collector, the Property Appraiser, the Clerk of the Courts, the Supervisor of Elections, one person selected by the Beach communities and Baldwin to represent them collectively, and a member to represent minorities in the community.
- ii) NO Recommendation
 - (1) NONE
- iii) Undecided Issues
 - (1) Who will chair the strategic plan committee?
 - (2) Who will facilitate the group?

Chief Administrative Officer

Professional Requirements

The Chief Administrative Officer shall have a Bachelor's degree from an accredited post-secondary institution in Business Administration, Public Administration, or a similar field; seven (7) years experience in an administrative capacity in municipal government, three of which are in a management capacity; a thorough understanding of the principles of municipal administration and of applicable provisions of the Laws of the State of Florida; or an equivalent combination of education and experience as determined by the City Council.

Job Description

The Chief Administrative Officer shall be responsible for overseeing all operating departments; managing the day-to-day affairs of the City of Jacksonville; and overseeing the implementation of the City's annual operating budget and capital improvement plan.

Chief Financial Officer

Professional Requirements

The Chief Financial Officer shall have a Bachelor's degree from an accredited post-secondary institution in Accounting, Business Administration, Public Administration, or a similar field; seven (7) years experience in public or governmental finance, three of which are in a management capacity; a thorough understanding of the principles of municipal finance and accounting, and of applicable provisions of the Laws of the State of Florida; or an equivalent combination of education and experience as determined by the City Council.

Job Description

The Chief Financial Officer shall be responsible for overseeing the Finance Department of the City of Jacksonville, including the Office of Treasurer, the Budget Office; establishing, controlling, and directing the City of Jacksonville's annual operating and capital improvement budgets; and overseeing and managing the authorized financial borrowing of the City of Jacksonville.



The Charter of the City of Jacksonville

Section 3.01. General powers.

The consolidated government:

May repeal or amend any provision of this charter, and adopt other provisions of this charter, by ordinance, to the same extent as could be done by the Legislature of the State of Florida, except that:

1. The following subjects may not be so acted upon:
 - a. Municipal annexation of unincorporated territory, merger of municipalities, and exercise of extraterritorial powers by municipalities.
 - b. Any subject expressly prohibited by the Constitution of the State of Florida.
 - c. Any subject expressly preempted to state government by the Constitution or general laws of Florida.
 - d. Any subject affecting the powers, rights, duties, and abilities of the Cities of Jacksonville Beach, Atlantic Beach, and Neptune Beach and the Town of Baldwin.
2. Any change in this chapter made by ordinance which falls into the following categories cannot become effective without approval by referendum of the electors
 - a. affects the creation or existence of a municipality,
 - b. the terms of elected officers and the manner of their election,
 - c. the distribution of powers among elected officers,
 - d. matters prescribed by the charter relating to appointive boards,
 - e. matters prescribed by the charter relating to the office of general counsel,
 - f. matters prescribed by the charter relating to the council auditor's office,
 - g. the form of government, or
 - h. any rights of municipal employees



City-Wide Strategic Planning

The Governance and Mission subcommittee for the Task Force on Consolidated Government discussed in much depth, the role and need for a strategic plan for the consolidated City of Jacksonville. The purpose of this plan is to align the administration, the independent agencies, and the constitutional offices so that each is working towards the same long-term goals. This subcommittee recommends that the requirements be added to the City Charter, based on the following findings.

Findings

1. The City of Jacksonville lacks a strategic plan that encompasses the administration, independent agencies, constitutional offices, and the Beaches and Baldwin.
2. A strategic plan, whose development encompasses all key stakeholders, will allow the City to align its disaggregated offices and authorities to allow the City to move forward with an overarching goal, allowing it to leverage its multiple resources to achieve a common purpose.
3. Implementation and monitoring of its implementation are crucial to ensure the City, its independent authorities, and constitutional officers, move forward towards a common vision together.

Working Language

In the first January¹ following the election of a new mayor, _____ shall convene the City's stakeholders to develop and establish a strategic plan for a term of 10 years. This plan will address all aspects of community importance, and will go beyond the administration's term to allow for continuity and consistency for the city, its businesses, and residents. The strategic plan will address interests that interface with the consolidated government, including but not limited to the economic future of the City and its government; improvements in public safety and law enforcement; the City's role in education; and such other matters as are relevant at that time.

The plan will be designed to bring together the input from the following 21 stakeholders: the Mayor; City Council President; Superintendent of Duval Public Schools; the Sheriff; the Board Presidents of JTA, JEA, JPA, JAA, and JHA; the Chairman of the Jacksonville Chamber of Commerce; a mayor from the Beaches or Baldwin; the Director of the Department of Health in Duval County; a representative from the Civic Council and the Children's Commission; an individual chosen to represent the City's CPACs; the chairman of the Labor Council; a representative from one of the higher educational institutes in Duval County; the Chair of the Duval Delegation; a representative from the Urban League; a representative from the

¹ The time line is based off the election being moved from April to November on the off-off year (i.e. off the national and state election cycle)

Regional Planning Commission; and a representative from the nonprofit community in Jacksonville. These 21 individuals represent an array of interests and segments of the community, and will work together to ensure that the City is moving forward in a manner that is beneficial to all its residents.

The Strategic Planning Commission, is encouraged to seek the advice and council from the Clerk of Courts, Property Appraiser, and/or Supervisor of Elections, or any other office holder, and/or former office holders, who they deem integral to the process.

To endure minority representation over time, a representative of an organization who can speak on behalf of the racial demographic, shall be added to the Strategic Planning Commission when the racial population reaches ____% [10 or 15%?] of the population in Duval County. When a demographic reaches that threshold, the convening Strategic Planning Commission shall determine the best group that can speak on behalf of that demographic, and a representative of that group shall be added to the Commission.

The initial meeting will be called to order by _____, and the members will vote on a Chair for the planning process during the first meeting. This Chair, in concert with the other members, will seek out a outside professional strategic planning facilitator who will be charged with directing the process.

The purpose of this strategic plan is to provide thoughtful guidance to the direction of the City beyond not only the immediate fiscal year, but also the current administration. The goal is to look beyond the short-term goals of election cycles to long-term goals of community identity and empowerment. It is anticipated that the participation and combined focused energies from the various elected, appointed, and private officials, executives, and representatives will foster the achievement of common and divergent goals that will serve to improve the City as a whole.

The Strategic Planning Commission will meet for a period of no longer than 6 months, and at the conclusion of that time frame, the City's 10 year strategic plan will be publicly presented to garner community support.

At a minimum, the strategic plan should include a vision statement, mission statement, citywide overarching goals, a broad financial plan and enumerated goals and timeline on the achievement of the overarching goals, and provide for annual performance reviews that account for meaningful and measurable outcomes. The strategic plan should be the result of strategic analysis, provide for strategic direction, and contain action plans for the City, its independent authorities, and constitutional offices.

Implementation

To ensure implementation of the City's strategic plan, the Commission shall have a staff of an appropriate size. The head of the staff shall receive monthly reports from the Administration, independent authorities, and constitutional offices, to monitor each organization's progress towards achieving the larger goals identified in the strategic plan. The staff shall then compile these reports for review on a quarterly basis. *[This is a short time period for proper measurement. Would semi-annual be more appropriate?]*

The Strategic Planning Commission shall reconvene every _____ months to review the compiled report, see how each organization is contributing to helping the City achieve its vision, and make recommendations to the administration, independent authorities, and constitutional offices to ensure the city, as a whole, is moving forward together.

Funding for the staff positions that are needed to ensure implementation throughout the Consolidated City shall come from the members of the Strategic Planning Commission. *Cynthia's figures to be added here.*



Strategic Planning/Mission Integration

1. Recommendations
 - 1.1. Create a commission charged with the purpose of developing a strategic plan for the entire consolidated City of Jacksonville
 - 1.2. The strategic plan will last for a term of 10 years
 - 1.3. The Chair of the Strategic Planning Commission will be voted on by its members on the first day
2. No Recommendation
 - 2.1. None
3. Undecided Issues
 - 3.1. Finalized composition of the Commission. The desire is to keep the group at a manageable size. So far, we have discussed:
 - the Mayor;
 - City Council President;
 - Superintendent of Duval Public Schools;
 - the Sheriff;
 - the Board Presidents of JTA, JEA, JPA, JAA, and JHA;
 - the Chairman of the Jacksonville Chamber of Commerce;
 - a mayor from the Beaches or Baldwin;
 - the Director of the Department of Health in Duval County;
 - a representative from the Civic Council and the Children's Commission;
 - an individual chosen to represent the City's CPACs;
 - the chairman of the Labor Council;
 - a representative from one of the higher educational institutes in Duval County;
 - the Chair of the Duval Delegation;
 - a representative from the Urban League;
 - a representative from the Regional Planning Commission;
 - a representative from the nonprofit community in Jacksonville.
 - 3.2. Other possible members also discussed:
 - Former elected representatives
 - Community leaders
 - Asian and Hispanic representation (I added language to the 'working language' section of the document to address this)
 - 3.3. Minority representation on the Commission (I added possible language on page 2, paragraph 2)
 - 3.4. Who will convene the Commission?
 - 3.5. Language for an ordinance calling for the Commission's convening?
 - 3.6. Co-chairs for the planning process? If so, who?
 - 3.7. Should elected representative (Mayor and Council President) be excluded from chairing the commission? If so, are all elected representatives excluded?
 - 3.8. The structure of the body charged with overseeing the Plan's implementation and continuity across different authorities, departments, and constitutional officers.

- 3.9. Should the plan as a whole be revisited every 5 years to ensure alignment with external environmental changes?
- 3.10. The funding for the organization overseeing the Plan's implementation [Cynthia's notes]
- 3.11. Process to ensure appropriate composition of future Commissions