



Task Force on Consolidated Government
Jacksonville City Council
Council Member Lori Boyer, Chair

March 20, 2014

9:07

MEETING SCHEDULE

- 9:00-9:05** **Welcome**
Lori Boyer, Chair
- 9:15-9:35** **Status Update from Each Committee**
Committee Chairs
- 9:35-10:00** **Overview of Recommendations from Organization & Operations Committee**
Elaine Brown, Committee Chair
- 9:35-10:00** **Full Review of Recommendations from Organization & Operations Committee**
Elaine Brown, Committee Chair
Kerri Stewart, Committee Vice-chair
Sam Mousa, Committee Member
- 12:00** **Adjourn**

Next meeting:
Thursday, March 27, 2014, 9 a.m.
Council Chamber, 1st Floor, City Hall





**Task Force on Consolidated Government
Council Member Lori Boyer, Chair**

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

FINAL COMMITTEE RECOMMENDATIONS

This document has two parts. The first is only the recommendations and the second is the recommendation with background information.

Risk Management

Ordinance Code Change:

1. The Ordinance Code should be changed to require the semiannual actuarial report provided to the Risk Manager be given to the City Council as soon as the report is received by the Risk Manager.
2. The Ordinance Code should be changed to require the provision of the list of insured properties maintained by the risk manager for purposes of ensuring the city has insured all of its real property assets be provided to the city council on an annual basis.
3. The Ordinance Code should be amended to require that all claims for compensatory type damages should be paid out of an account under the management of the risk manager, rather than the claims being paid out of the budgets of the individual departments.

Policy Recommendation:

1. Insurance requirements for organizations to whom the City leases or licenses property (i.e. baseball and soccer leagues in city parks, and licenses for operators of community centers, etc.) should be reviewed and policy changes considered by Mayor/Council
 - a. Establish standards that could be used to determine situations where the City does not need to require insurance
 - i. Circumstances where the risk is modest enough the City will allow an indemnification and hold harmless agreement.
 - ii. Activities where the permitted party does not invite additional parties to enter the property.

Capital Improvement Process

Ordinance Code Changes:

1. The City should require the creation of a webpage within the City's website for purposes of tracking the progress of projects included in the CIP, similar to the Florida Department of Transportation's website that publishes transportation projects. The website shall allow the projects to be searchable, or the projects shall be published, by type of project, council district, status (including "authorized by City Council but not yet funded"), by each individual source of funding, department or agency overseeing the project, projects submitted to the committee for inclusion in the CIP but not submitted by the Mayor for City Council approval, and any other categories deemed beneficial to the public.
2. The City Council should require that a list of all capital improvement projects that have been authorized by the City Council but not yet funded be created and submitted to the Council on no less than a semiannual basis.

Contract Management

Ordinance Code Change:

1. The City Council should establish in the Ordinance Code, contract management procedures that clearly identify which department, agency, commission, or other governmental aspect of the city will manage each contract which the City enters into

Council Rules Change:

1. The City Council should establish in the Council Rules, contract management procedures consistent with the Ordinance Code that clearly identify which department, agency, commission, or other governmental aspect of the city will manage each contract which the City enters into.

Procurement

Ordinance Code Changes:

1. The City Council should require the distribution of bid materials, and the receipt of bids, electronically.
2. The City Council should require a public hearing on the date of approval of contracts of certain magnitude and/or certain duration
3. The City Council should amend the Procurement Code to allow for the receipt of unsolicited bids as allowed under Chapter 287 F.S.

Policy Recommendations:

The committee recommends support of the following policy changes currently being implemented by the Chief of Procurement.

1. Revamp the makeup of committees. Removing the Office of General Counsel and the Procurement Division and making them staff only will allow them to advise the committee members without the possibility of violating the Sunshine laws.
2. Some professional services should not be processed under CCNA. Code should include language where Chief of Procurement can make determination.
3. Need to modify sole source and proprietary procurements to just a “single source” award.
4. Consolidate committees and go to one awarding committee (The Procurement Awards Committee, PAC)
5. Make a determination if the Procurement Code should institute a Best and Final Offer procedure.
6. Define procurement subcommittees’ procedures, roles and guidelines
7. Look at CCNA scoring for ten standard criteria and determine if a point system is the most efficient means of determining a bid winner, and does it yield the best result. Also, determine if a point system the best fit for non-capital or design-architect-planning studies.

Central Services

Ordinance Code Changes:

1. The City Council should pass an ordinance removing from the Ordinance Code the portions of Chapter 108 requiring the practice of internal budgeting and charging of central services to all City departments. Additionally, it should be the policy of the City of Jacksonville not to use the process of internal service billings and remove such billings from the budget, and from practice, for all internal services, as defined in Chapter 108 and otherwise, with the exception of billings derived from enterprise funds.
2. The above provision should specifically include elimination of the practice of internal budgeting and charging of legal services to all departments, and should be expanded to include the charging of legal services to agencies, and offices of the city with exception of the independent agencies and the Police and Fire Pension Fund. The annual budget shall not allocate legal services to these departments, agencies, and offices of the city. Annually, the office of General Counsel shall be separately but sufficiently funded to meet the legal needs of the city.
3. The City Council should pass an ordinance instructing that, on an annual basis as part of the budget process, each department of the City which bills another department, agency, or aspect of the city, shall determine and report to the City Council, the direct and indirect costs incurred by that department, including but not limited to the overhead costs such as management salaries and benefits.
4. The City Council should pass an ordinance instructing that annually prior to the start of the City’s budget process, the City shall enter into contracts with the independent authorities which outline the services the City will provide, the level of service at which the city will provide these services, and the cost the independent authority shall pay for

that fiscal year. If the City is unable to meet the needs of the independent authority or constitutional officer, the independent authority shall have the option to procure these products and/or services from outside vendors. Legal Services provided by the Office of General Counsel shall not be included in this provision of this paragraph

Budget

Charter Amendment:

1. The City Council should pass an ordinance amending the Charter of the City to require the same number of votes, thirteen (13), to override the budgetary line item veto of the Mayor, as is required to override any other veto of the Mayor.

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.
2. The City Council should pass an ordinance requiring the Mayor to certify, in the quarterly financial statements, that the employee caps are accurate and comply with the City Council's appropriation and employee cap allocation for each Department of the City.
3. The City Council should pass an ordinance requiring the Police and Fire Pension Fund establish their expected investment rate of return by March 1st of each year.

Special Taxing Districts

Recommendation for No Change:

1. The committee has reviewed the issue of special taxing districts and concluded that their use is a specific act of deconsolidation and runs 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 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 slope 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 to establish the City Budget and financial priorities, among others.

Jacksonville Public Library

Ordinance Code Change:

1. The City Council should pass an ordinance providing that revenue generated by the Jacksonville Public Library from the collection of fines and fees should be retained by the Library.

Boards & Commissions

Ordinance Code Change:

1. The City Council should pass by ordinance, and the Mayor should create by executive order, a procedure for review of the continued need for and usefulness of each of the boards and commissions, created by executive order and ordinance, every 4 years.

Council Rules Change:

1. The council should amend its rules to require that legislation regarding appointments to boards and shall be coded in the bill title to provide basic information about the board, including whether such board or commission is advisory vs. has substantive power, who has the power to appoint members to the board or commission, number and category of board vacancies, and any other information the council deems necessary.

Public Health

Council Rules Change

1. The City Council should amend its rules to allow the Director of the Department of Health in Duval County to serve as an “ex officio”, non-voting member of the Council’s Public Health and Safety Committee.

Ordinance Code Change:

1. The City Council should create by ordinance a task force for the purpose of developing a more comprehensive plan for public health initiatives. The task force should begin by reviewing the legal and moral requirements of the City to provide public health services to its citizens, including but not limited to environmental health services, communicable

disease control services, and primary indigent health care. This task force should specifically review the feasibility of the following suggested recommendations from the Task Force on Consolidated Government:

- a. How can the Department of Health in Duval County be incorporated into City planning and the regular activities of the City so as to create a more coordinated effort between the City and the Health Dept.?
 - i. Should a requirement that the Director of the Health Department be consulted be added to the Inter-Governmental Relations Element of the Comp Plan?
- b. Should there be created a funding formula that is insulated from political influence and will meet the current and future public health needs, including indigent care, of the City?
- c. Could medical clinics established for City employees be used to meet the primary indigent health care responsibilities of the city?
 - i. Should the City's primary indigent health care services include dental care?
- d. Should the City Council support legislation to change indigent care tax laws allowing consolidated counties to levy a tax for indigent care if they so choose? As the only consolidated city/county government in the state, Jacksonville is the only jurisdiction prohibited from levying such an indigent care tax.
- e. Should the City include public health goals as part of the City's Comprehensive Plan?

Employee Health

Ordinance Code Change:

1. The City of Jacksonville should pass an ordinance instructing and authorizing the Mayor to contract with a third party vendor, by a Request for Proposal or otherwise, to staff and operate a network of primary care clinics for use by City of Jacksonville employees, employees of the school board, and employees of the independent authorities.

Organization Committee Recommendation on Risk Management Issues

Issue:

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?

Background:

The committee was tasked with examining the extent to which the Mayor's administration makes determinations about how much risk is appropriate for the City of Jacksonville to undertake, rather than the City Council making it as a part of their legislative authority. As the committee investigated the issue above, the committee determined, through the testimony of the City's Risk Manager, and the experience of the committee members, that the current process of assessing risk is appropriate.

Currently, the Risk Manager of the City handles the City's risk in one of three ways, transferring the risk away from the city, insuring for the risk, or creating policies for the City to avoid the risk altogether. Twice a year, the Risk Manager receives a risk assessment of the City from a consultant to determine if the City's insurance amounts are appropriate. The City is mostly self insured, but does purchase insurance to cover certain risks.

Through its investigation, the committee learned that the Risk Manager is currently enforcing the current laws as they are written, some of which have not been enforced in recent years. Additionally, the City Council recently passed legislation relaxing the requirements for special events but not changing the amount of liability insurance required. The Risk Manager is also in the process of creating a Tenant User Liability Insurance Program (TULIP) through which City vendors can purchase the required liability insurance when they pay their application fee to use City properties or participate in activities requiring insurance.

After receiving testimony and discussing the issues, the committee determined that the current process is appropriate for managing the risk of the City. The recommendations made below came as result of the committee process and were seen as opportunities for greater transparency and communication between the executive and legislative branches of local government.

Recommendations:

Considering all of the advantages and disadvantages, the Task Force makes the following recommendations:

[See next page]

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 - i. Circumstances where the risk is modest enough the City will allow an indemnification and hold harmless agreement?
 - ii. Activities where the permitted party does not invite additional parties to enter the property



Task Force on Consolidated Government
Council Member Lori Boyer, Chair

Governance & Mission Committee

FINAL RECOMMENDATIONS

Form of Government

City Council

Charter Amendments:

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
3. All ordinances except those required for the annual budget shall be codified in the City’s published ordinance code.

Recommendations of No Change:

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
7. Should Council Members receive more compensation to allow them to devote full time to their Council duties?

Mayor

Charter Amendments:

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

Recommendations of No Change:

1. Strong mayor form of government
2. Elaboration on the specific duties of the mayor
3. Scope of the power of the mayor

City Manager/ Chief Administrative Officer/ Chief Financial Officer

Charter Amendments:

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 Chief Administrative Officer and the Chief Financial Officer
 - a. Chief Administrative Officer Professional Requirements
 - i) 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, and seven (7) years experience in an administrative capacity in municipal government, three of which are in a management capacity, and 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.
 - b. Chief Financial Officer Job Requirements
 - i) 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, and seven (7) years experience in public or governmental finance, three of which are in a management capacity, and 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.
3. Create a list of job responsibilities to be included in the charter requirement for both the Chief Administrative Officer and the Chief Financial Officer
 - (a) Chief Administrative Officer Job Responsibilities
 - (i) 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.
 - (b) Chief Financial Officer Job Responsibilities
 - (i) 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.

Recommendations of No Change:

1. Use of City Manager independent of the Mayor
2. Requiring the mayor to fill the CAO and CFO, as well as department heads within a certain time period.

Office of General Counsel

Charter Amendments:

1. The charter should be amended to require that the City's use of outside counsel should require the written certification of the General Counsel of its necessity
2. The charter should be amended to require that the independent authorities use of outside counsel should require the written certification of the General Counsel of its necessity and be in accordance with their charters.
3. The charter should be amended to require that the general counsel may hire, and shall supervise, assistant counsel to assist the independent agencies and may be housed, budgeted and paid directly by the independent agency.
4. The charter should be amended to require that the General Counsel should not engage in any other legal or non-legal activities to supplement income except for private investments.
5. The Charter should amended to include language instructing that the General Counsel's shall make legal decisions consistent with what is best for the consolidated government and not give preference to an elected official, department or agencies
6. The Charter should be amended to include language instructing that the General Counsel shall advise elected officials, departments, and agencies on all new or existing state laws that affect their duties and responsibilities, as well as, an local ordinances and resolutions, and to educate them with regard to conflicting legal issues and to assist them in amicably resolving them.
7. The charter should be amended to require that the Mayor's appointment for General Counsel should be confirmed by 13 members of the City Council. The Council may seek the advice of constitutional officers, the Jacksonville Bar Association and former general counsels as to the qualification of the appointee to serve as general counsel. The Mayor's appointment shall be acted upon by the Council within 60 days. The term of the General Counsel shall coincide with the term of the appointing mayor. Rather than he current process of the selection of an appointment committee and the confirmation by the Council.
8. The charter should be amended to require that a reappointed General Counsel may be reappointed by resolution approved by no less than 13 members of the council elected for the succeeding mayoral term. Any general counsel who is reappointed by the mayor may, at the option of the mayor, continue to serve for a period of 60 days pending reconfirmation. Council shall confirm or reject the reappointment within 60 days of the commencement of the new term. Rather than the current requirement that the Council confirm a reappointment by a majority vote, and the current allowance that a General Counsel who fails to receive reappointment may serve for 6 months and be resubmitted to the Council for reappointment any time during that 6 months.
9. The Charter should be amended to require that the general counsel may be removed by the mayor, but such removal shall be only for misfeasance, malfeasance or criminal

conduct rather than for cause alone and the removal of a general counsel by the mayor for cause shall be concurred by 13 members of the council rather than a majority.

10. The charter should be amended to allow, in instance of vacancy of office, the Mayor to appoint an “acting” General Counsel to serve for 60 days without Council approval. The Mayor shall appoint and Council shall approve a permanent General Counsel with the 60 days of the “acting” General Counsel’s time. Currently, the Mayor appoints and Council approves an “acting” General Counsel only if there is less than 1 year left in the Mayor’s term.
11. The charter should be amended to allow for the General Counsel to be removed by the council, but such removal by the council shall be only for misfeasance, malfeasance or criminal conduct. The removal of a general counsel by the council shall be by resolution of the council approved by 15 members of the council.
12. The charter should be amended to require that assistant general counsels shall not engage in any other legal or non-legal activities to supplement income except for private investments.
13. The charter should be amended to increase the limit of the litigation imprest fund to \$2500.

Recommendation of No Change

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

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

Recommendation of No Change

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?

Police & Fire Pension Board

Recommendation of No Change

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.

Inter-local Agreements with the Beaches & Baldwin

Recommendation of No Change

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.

Charter

Charter Amendments

1. The Charter should be amended to require a vote of thirteen (13) council members to waive the ordinance code.
2. The Charter should be amended to include the Florida State Legislature as an option for amending sections of the Charter with cannot be amended through ordinance.

Strategic Plan/Integrated Mission

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 should be created in accordance with the "Jacksonville Strategic Planning Commission" document (attached).

The Jacksonville Strategic Planning Commission

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. 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, public, private and otherwise, 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, inside government and out, move forward towards a common vision together.

Purpose

The purpose of this committee is to establish an organization to unify the goals of local government, the business community and other stakeholders in the City of Jacksonville for the purpose of establishing a long-range, strategic plan.

Convening the Commission

On the third Tuesday of the first January¹ following the election of the next new mayor, 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.

Committee Membership

The commission should consist of the following members:

1. The President of the City Council of Jacksonville
2. The Mayor of the City of Jacksonville
3. The Chair of the Jacksonville Chamber of Commerce
4. The Superintendent of the Duval County Public School System
5. The Sheriff of the City of Jacksonville
6. The Board Chair of the JEA
7. The Board Chair of the Jacksonville Port Authority

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)

8. The Board Chair of the Jacksonville Airport Authority
9. The Board Chair of the Jacksonville Transportation Authority
10. The Board Chair of the Jacksonville Housing Authority
11. The Chair of the Children's Commission
12. One Mayor from either the Town of Baldwin, the City of Jacksonville Beach, the City of Neptune Beach, or the City of Atlantic Beach
13. The Director of the Florida Department of Health in Duval County
14. The Chair of the Civic Council
15. An individual selected by the President's of the City's Citizen Planning Advisory Committees
16. The Chair of the Labor Council
17. The President of the University of North Florida
18. The President of Edward Waters College
19. The President of Jacksonville University
20. The President of Florida State College at Jacksonville
21. The Chair of the Duval Delegation
22. The Chair of the Urban League
23. The Chair of the Regional Planning Commission
24. The Chief Executive Officer of the Nonprofit Center
25. One appointment by the Commander of the Southeast Region of the Navy
26. The Chair of the Hispanic Chamber of Commerce
27. A representative of each of the three most critical industries selected by the Chair of the Jacksonville Chamber of Commerce

Advisory Input

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.

Minority Representation

To allow for enduring 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 5% of the population of Duval County according to the most recent decennial census. When a demographic reaches that threshold, the convening Strategic Planning Commission shall determine the best group to speak on behalf of that demographic, and a representative of that group shall be added to the Commission.

Initial Meeting and Order of Business

The first meeting should be called to order by the City Council President and the Mayor of the City of Jacksonville, jointly. The first order of business should 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 Chair shall seek out a outside professional strategic planning facilitator who will be charged with directing the process.

Deadline to Publish Strategic Plan

The Strategic Planning Commission should convene a special public meeting for the purpose of presenting their findings, recommendations, and strategic plan on the third Tuesday in September.

Required Parts of the Strategic Plan

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 and Staffing

To ensure implementation of the City's strategic plan, the Commission shall have a staff of an appropriate size, as they deem necessary. The head of the staff shall receive reports from the organizations represented on the Commission relating to any tasks or portions of the strategic plan for which their organization is responsible. The Commission should 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.

Commission Meetings Beyond the Publication of the Strategic Plan

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.

Funding

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 on an annual basis either through contributions from represented organizations, grants, direct funding, or otherwise.

Organization Committee Recommendation on Risk Management Issues

Issue:

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?

Background:

The committee was tasked with examining the extent to which the Mayor's administration makes determinations about how much risk is appropriate for the City of Jacksonville to undertake, rather than the City Council making it as a part of their legislative authority. As the committee investigated the issue above, the committee determined, through the testimony of the City's Risk Manager, and the experience of the committee members, that the current process of assessing risk is appropriate.

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After receiving testimony and discussing the issues, the committee determined that the current process is appropriate for managing the risk of the City. The recommendations made below came as result of the committee process and were seen as opportunities for greater transparency and communication between the executive and legislative branches of local government.

Recommendations:

Considering all of the advantages and disadvantages, the Task Force makes the following recommendations:

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 - i. Circumstances where the risk is modest enough the City will allow an indemnification and hold harmless agreement?
 - ii. Activities where the permitted party does not invite additional parties to enter the property

Organization Committee Recommendation on Capital Improvement Process Issues

Issue:

The current Capital Improvement Process (CIP) does not allow for citizens to easily track projects that are included in the CIP. Should more transparency be required in the process?

Background:

Currently, the City Council will approve projects on the CIP and authorize the Mayor to borrow money to complete the project. The Finance Department will borrow the funds either within 90 days prior to the start of a project or within 90 after the start of a project due to required lending practices. This does not affect the ability of a department to start a project, they may do so as soon as the Council approves the project. In an effort to reduce the fees expenses associated with borrowing, the Finance Department seeks to only borrow money twice a year but borrows money as needed for authorized projects. Unfortunately, this leads to a disparity from the vantage point of the public. Often they see a project approved by the City Council but then do not see the work actually start on this project. They are then reliant on their council members to find out from the administration when they plan beginning and completing the project. The committee felt that the public has a right know the status of approved projects on the CIP and recommended the model used by the Florida Department of Transportation to report on the status of their roadway projects.

Additionally, it came to the attention of the committee that there are over \$186 million in capital projects that have been approved by the City Council but have not yet been funded by the administration. The committee was promised the list of these projects during the course of their meetings but had yet to receive the list at the time of the committee's conclusion. The committee felt that this was too large a sum of money not to have an accurate list of the projects on it.

Recommendations:

Considering all of the advantages and disadvantages, the Task Force makes the following recommendations:

Ordinance Code Changes:

1. The City should require the creation of a webpage within the City's website for purposes of tracking the progress of projects included in the CIP, similar to the Florida Department of Transportation's website that publishes transportation projects. The website shall allow the projects to be searchable, or the projects shall be published, by type of project, council district, status (including "authorized by City Council but not yet funded"), by each individual source of funding, department or agency overseeing the

project, projects submitted to the committee for inclusion in the CIP but not submitted by the Mayor for City Council approval, and any other categories deemed beneficial to the public.

2. The City Council should require that a list of all capital improvement projects that have been authorized by the City Council but not yet funded be created and submitted to the Council on no less than a semiannual basis.

Organization Committee Recommendation on Contract Management Issues

Issue:

Does the City have adequate procedures in place to ensure that all contracts entered into by the City are properly managed?


Background:

Through the committee's investigation into the procurement process, the committee discovered that, at times, contracts entered into do not clearly identify who shall manage the contracts during their lifetime, thus creating the potential for agreements to be unmanaged. The committee did not find any instances where specific contracts are known to not be managed. The committee agreed that management of a contract is a responsibility of the departments and agencies of the City who enter into them and that they should ensure that they have the appropriate resources to manage a contract prior to enter into it. With this being the position of the committee, the committee also felt there were prudent changes that should be made to ensure clarity regarding who is responsible for managing contracts.


Recommendations:

Considering all of the advantages and disadvantages, the Task Force makes the following recommendations:

Ordinance Code Change:

- 
1. The City Council should establish in the Ordinance Code, contract management procedures that clearly identify which department, agency, commission, or other governmental entity of the city will manage each contract which the City enters into

Council Rules Change:

- 
1. The City Council should establish in the council rules, contract management procedures consistent with the Ordinance Code that clearly identify which department, agency, commission, or other governmental entity of the city will manage each contract which the City enters into.

Organization Committee Recommendation on Procurement Issues

Issue:

- Are there process improvements that should be implemented to improve the process for both the City and procurement bidders?
- Has the City Council delegated too much authority over the procurement process to the Mayor through the Procurement Code? Should there be changes to the Procurement Code?
- Should the City Council have review of large multi-year contracts such as prior to the contracts being entered into by the City?
- How do using agencies define the service or product needed? What is the using agencies' role in the procurement process?
- Are there needed changes regarding minority contracting?
- How can the City truly implement a "prompt pay in thirty days" practice that is currently not being followed?

Background:

The City has a hybrid type of procurement system which is created through the City Council's creation of the Procurement Code within the City's Ordinance Code. The process begins with a request from a city agency or department that a particular item or service be procured. The agency or department works with the Procurement Division to write the specifications for the needed item or service. The Procurement Division then manages the receipt of bids and the selection of winning bidder based upon the requirements in the procurement code. Once a contract has been entered into for the procured item or service, the management responsibility of the contract returns to the requesting agency or department and procurement is no longer engaged in the process. In a traditional procurement model, the procurement division would have subject matter experts on staff to write the specification and would also manage the contract once entered into, as is the case in the City of Nashville, Tennessee.

As the committee investigated the above issues, the committee became aware of needed changes to the current Procurement Code, as well as policy changes that should be made to enhance the process. –These issues are currently being addressed by the Chief of Procurement.

Additionally, the committee determined that there is a need for City Council approval of certain types of contracts that may bind the City for an extended period of time or require the City to pay a substantial amount of money, or both. The committee determined that multi-year contracts for large dollar amounts had substantial budgetary impacts and therefore should have an additional layer of scrutiny by the City Council prior to the contract being entered into by the City. As such, the committee makes the following recommendations below.

Recommendations:

Considering all of the advantages and disadvantages, the Task Force makes the following recommendations:

Ordinance Code Changes:

- 1. The City Council should require the distribution of bid materials, and the receipt of bids, electronically.
- 2. The City Council should require a public hearing on the date of approval of contracts of certain magnitude and/or certain duration
- 3. The City Council should amend the Procurement Code to allow for the receipt of unsolicited bids as allowed under Chapter 287 F.S.

opp
conceptual
opp
refinement
opp

Policy Recommendations:

The committee recommends support of the following policy changes currently being implemented by the Chief of Procurement.

- 1. Revamp the makeup of committees. Removing the Office of General Counsel and the Procurement Division and making them staff only will allow them to advise the committee members without the possibility of violating the Sunshine laws.
- 2. Some professional services should not be processed under CCNA. Code should include language where Chief of Procurement can make determination.
- 3. Need to modify sole source and proprietary procurements to just a "single source" award.
- 4. Consolidate committees and go to one awarding committee (The Procurement Awards Committee, PAC)
- 5. Make a determination if the Procurement Code should institute a Best and Final Offer procedure.
- 6. Define procurement subcommittees' procedures, roles and guidelines
- 7. Look at CCNA scoring for ten standard criteria and determine if a point system is the most efficient means of determining a bid winner, and does it yield the best result. Also, determine if a point system the best fit for non-capital or design-architect-planning studies.

opp
opp
opp
No

Go back to mtg minutes + refine the committee's recommendations

Organization Committee Recommendation on Central Service Issues

Issue:

It has been claimed that the current model of internal billing for services such as information technology, fleet maintenance, building maintenance, copy center, legal services, and others has led to costs for products and services higher than the private sector and at a lower level of quality than in the private sector. The committee was tasked with the responsibility of investigating this claims and recommending solutions that will enable the City to efficiently and effectively run itself.

Background:

Prior to consolidation, the administrative functions of local government were considered to be outdated, inefficient, and subject to corruption. A new system was recommended that would bring local government in line with the best practices of the day and make it efficient and save tax dollars, while eliminating corruption at the same time. In the new system, the Mayor was “where the buck stops” and the Central Services Department would handle all of the personnel, purchasing, legal, voting registration, motor pool, data processing, and advertising and promotion needs of the City, the port authority (which managed the airports), and the electric authority. The intention was that

“the utilization of these governmental services will not endanger the semi-autonomy of the Authority’s business operations. By utilizing these auxiliary services, the Port Authority will be able to benefit from the economies of scale achieved by the larger government entity and will be able to draw upon the skills of a larger and more experienced staff in the named areas than the Port Authority itself could provide.”

Since consolidation, the authorities have grown in size and complexity of operations. Additionally, the City itself has grown in complexity. Unfortunately, the central service model created at the time of consolidation was not one that was able to keep pace with the needs of the City, the constitutional officers, and the authorities. As time has passed, several City Councils have allowed the different authorities to provide their own central service activities. These decisions were likely justified at the time, but certainly contrary to the intent of the framers of consolidation.

Today, the City has the same goal it did at the time of consolidation, “stimulate administrative professionalism, provide...full accountability to the public, and foster economy and efficiency. The challenges the City faces are characterized by an inability to provide the best service at the best price. Many of the various entities of consolidated government argue that they are charged in their budgets for services that they could procure from the private sector for a cheaper price and at a better quality. When they are able to do so, they do procure services directly from the private sector. This still leaves the City with the perceived inability to provide necessary services to the various entities of the City at the best price.

There are a number of issues that have been identified as contributors to this process. First, the City currently engages in the practice of internal service billings, through which central service departments bill other departments or constitutional officer for services provided. These billings and subsequent "payments" have been termed "funny money." The practice is solely an accounting and managerial function, as such, no money is actually exchanged between entities. Second, the ability of the authorities to procure and provide central services on their own has reduced the ability of the City to achieve desired economies of scale. Third, many entities are "super users" of specific central services thus making it difficult for the City to provide these services and the support necessary to maintain these services at a high service level. Finally, the shrinking budget of the City has led to a reduction in the staff of the City. This reduction in staff has reduced the ability of the City to meet the needs of users of central services and to provide these services at a high level.

With this history in mind, and an understanding of the current challenges facing the consolidated government, the Task Force determined that the intent of the framers of consolidation that the system stimulate administrative professionalism, provide full accountability to the public, and foster economy and efficiency should still be the primary objective. They then sought to discover the best method of performing the governmental services needed by all aspects of the consolidated government, including the departments of the City, the constitutional officer, and the authorities. The Task Force received input from each of the authorities, the constitutional officers, the library, and the departments of the City regarding the use and provision of central services.

Additionally, the Task Force also sought additional research on how the City of Denver, Colorado, the City of Tampa, Florida, and the State of Ohio provide central services. It was determined that the City of Tampa and the City of Denver provide central services in essentially the same fashion as the City of Jacksonville. The State of Ohio uses a shared services model through which the shared services division partners with other agencies to consolidate business activities into a standardized platform through which cost-savings may be made through efficiency. The shared services division continually seeks out opportunities where business functions of multiple agencies can be consolidated to incur efficiencies and cost savings. Although the State of Ohio is a state government rather than a local municipal government, the committee believes the practice of shared services is adaptable to our form and, in a few specific instances, the practice is already beginning to take place.

Based upon the testimony received, the research conducted, and the knowledge of the committee members, the committee has several recommendations to improve the provision of central services across all of the consolidated government. Before entering into the discussion of the recommendations, it should be reiterated that the committee believes, just as the original consolidation study commission believed, that the administrative structure of the consolidated government be unified whenever possible, not for the benefit of the using or providing agency or department, rather for the overall good of the taxpayers and residents of Jacksonville.

With their first recommendation, the committee found the practice of internal billing for services to be detrimental to the provision of services and the use of this budget practice should end. Further, any benefit through the use of internal billing as a management tool was far out weighed by the detriment it caused to the budgets of the billed departments and agencies. The committee believes that it should be the expectation of the Mayor and his staff that department heads and division chiefs not abuse the internal services provided and that there are other ways managing the usage of services aside from internal billing.

Within this recommendation, the committee further believes that the Office of General Counsel should be separately and sufficiently funded to further the independence of the office and alleviate time spent by staff tracking and billing hours. It will be up to the General Counsel and the office's attorneys to instruct using departments, agencies, and offices when their requests are not legal in nature and therefore not an appropriate use of the attorney's time and resources. As reflected in the recommendation, it is the intent of the committee that the independent authorities and the Police and Fire Pension Fund shall continue to be billed for services.

Second, the committee believed that a fundamental problem with the practice of internal billing was the inability of the providing departments to outline their direct and indirect costs. As part of the recommendation to eliminate the practice of internal billing, the committee recommends each department provide to the City Council a statement reflecting all of their direct and indirect costs so the Council will have an accurate understanding of expenses incurred during the budget process and may make appropriate decision based upon this information. The ability of a department to communicate its costs is further considered an indicator of good leadership and management, or poor leadership and management, whichever the case may be,

Third, the committee found that the policy of seeking out and creating opportunities to voluntarily share services is a very adaptable model to the consolidated government of Jacksonville. The City should adapt its current practices to seek out opportunities for partnership with other entities, both governmental and non-governmental, such as the communities of Jacksonville Beach, Neptune Beach, Atlantic Beach, and the Town of Baldwin, the United States Navy, the private sector, and others. The State of Ohio's practice of sharing services to increase the quality of the service and decrease the cost should be modeled and adapted to meet local needs.

Recommendations:

Considering all of the advantages and disadvantages, the Task Force makes the following recommendations:

Ordinance Code Changes:

1. The City Council should pass an ordinance removing from the Ordinance Code the portions of Chapter 108 requiring the practice of internal budgeting and charging of central services to all City departments. Additionally, it should be the policy of the City of Jacksonville not to use the process of internal service billings

ppr and remove such billings from the budget, and from practice, for all internal services, as defined in Chapter 108 and otherwise, with the exception of billings — *ppr* derived from enterprise funds.

ppr 2. The above provision should specifically include elimination of the practice of internal budgeting and charging of legal services to all departments, and should be expanded to include the charging of legal services to agencies, and offices of the city with exception of the independent agencies and the Police and Fire Pension Fund. The annual budget shall not allocate legal services to these departments, agencies, and offices of the city. Annually, the office of General Counsel shall be separately but sufficiently funded to meet the legal needs of the city.

shall not apply to enterprise funds

ppr 3. The City Council should pass an ordinance instructing that, on an annual basis as part of the budget process, each department of the City which bills another department, agency, or aspect of the city, shall determine and report to the City Council, the direct and indirect costs incurred by *the user* that department, including but not limited to the overhead costs such as management salaries and benefits.

4. The City Council should pass an ordinance instructing that annually prior to the start of the City's budget process, the City shall enter into contracts with the independent authorities which outline the services the City will provide, the level of service at which the city will provide these services, and the cost the independent authority shall pay for that fiscal year. If the City is unable to meet the needs of the independent authority or constitutional officer, the independent authority shall have the option to procure these products and/or services from outside vendors. Legal Services provided by the Office of General Counsel shall not be included in this provision of this paragraph.

Organization Committee Recommendation on Budget Issues

Issue:

- Should it take more than a majority vote of Council to override a line-item veto?
- Is zero based budget possible- rather than start from prior year?
- The City Council establishes employee caps by Department and Division. Should these be enforceable? How? By whom?
- Should there be a requirement that the Police and Fire Pension Fund establish its assumed rate of return no later than March 1? Would this requirement greatly improve accuracy of budget development
- Should prioritization and departmental request presentations occur at MBRC or in a public forum?
- What constitutes a “balanced budget” and can/should there be a mechanism to return a budget to the Mayor?
- 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?
- Should there be an enforcement mechanism or consequence to a Department or Division that exceeds its budget? What?

Background:

The committee’s investigation of the budget issues begins with the recognition that the Mayor is the Chief Budget Officer and should be given great latitude in the development of the budget. At the same time, the City Council has sole authority to approve the budget, appropriate funds, and levy taxes. The separation of powers between the two branches is fairly clear.

The recommendation of the committee to increase the number of Council votes to override a budgetary veto of the Mayor was done for the purpose of bringing that situation inline with other instances where the Council seeks to override a mayoral veto, which requires a vote of 13 Council Members. Although this may arguable alter the division of power and responsibility, The committee’s decision to bring the budgetary veto vote inline with normal legislative veto vote, stemmed from the argument that because the Mayor may not increase a line item, but rather may only decrease or eliminate a line item, then it is likely in the best interests of the taxpayers that the item not be funded at the level approved by Council if the Council is not able to procure three additional votes to override the veto. Further, it was brought to the committee’s attention that a mayoral veto of a budget line item has happened very few times, thus indicating to the committee that this change to unify the requirements to override a veto will likely not have extensive impact.

As the committee reviewed the issue of zero based budgeting, the practical aspects of what it would cost in manpower and actual dollars began to out weigh the benefit. The overriding

principle of understanding where each expense in a budget came from remained, however. The need to justify expenses during the budget process is strong, the committee felt that there were multiple ways in which this need is and can be satisfied. First, the Council Auditor's office does an extensive review of the budget submitted by the Mayor. This process however can leave out some level detail if the Mayor submits a budget based on rolled up numbers rather than specific line item expenses by each department, which can be burdensome. The departments do their line item budget prior to the Mayor submitting his budget but this often does not make it to the Council for them to review at that level of detail, nor does it reach a place of public scrutiny without affirmative action of member of public or press. In the end, the committee recognized this need for prudence in this situation and believed that a rotational, zero-based budgeting review in which each year one department's budget is returned to zero and all expenses justified would be meet the need for ensuring that all expenses are justified. This process shall continue year after year until all departments have had their budgets review at this level. Once all departments' have been reviewed, the process starts over again with the first department. It is the intention of the committee that this process continues indefinitely. Additionally, the committee felt it would be wise for the city to contract with a third party to perform these reviews so that the resources of the department being reviewed are not used up during this process.

In the budget process, the Mayor will request and the Council will approve unfunded positions within a department with the intent that these positions are necessary but there are currently no funds available to fund the position but will allow the Mayor the latitude to make a budget transfer mid-year to move funds from one department which has incurred a surplus to another which has an unfunded position and the Mayor will already have the approval of the Council for the position. Questions have arisen during the budget process as to the validity of the employee numbers in different departments and division. The committee felt that this could be remedied by require the Mayor to certify during his quarterly financial report that the employees in each department and division are in accordance with what the Council approved in the budget.

State law controls the timing of the City's budget process, however, one aspect that is not controlled by State law that has a major impact on the budget is the contribution to the Police and Fire Pension Fund. This payment is the largest expense in the City's budget and the accuracy of the preliminary rate of return can have a major impact on the budget. When the preliminary rate of return is inaccurate, the Mayor must make changes to balance the budget, the larger the inaccuracy, the greater the changes, absent an increase in property taxes by the Council or another increase in revenue. The committee recognized this potential problem and several instances where the preliminary rate of return was significantly different from the actual rate of return. As such, the committee recommended setting March 1st of each year as the deadline by which the Police and Fire Pension Fund must establish its rate of return so the Mayor may develop the budget in time to submit it to the Council by July 15th.

The first two issues the committee recommends that no change be made are with regard to departmental budget presentations being made in view of the public, and requiring the Mayor to present a balanced budget. The underlying principle with each of these recommendations for no change is that the Mayor, as Chief Budget Officer, should have the power to determine the process by which he or she wishes to develop the budget, and the power to determine what

budget he or she shall present. At the same time, the committee recognized the right of the people to be informed about the budget but the committee felt that the vetting of the budget in public meetings of the Council was sufficient for the public to educate themselves on the budget and voice their opinions. The committee did note that the process of vetting departmental budgets, in the Sunshine, thought the Mayor's Budget Review Committee was an optimal process and encourages its use, but felt it was the Mayor's prerogative to determine if that is the process he or she shall use. With regard to requiring a balanced budget, the committee determined that in this issue is the problem of defining a balanced budget, but further, they felt that the definition of a balanced budget is a policy decision and the Council has the authority to disagree with the Mayor and should alter the Mayor's budget if they do not feel it is balanced in the correct way.

The final two recommendations for no change are two sides of the same coin, allowing prudent departments to retain savings, and penalizing departments who overspend. The committee felt that these issues were managerial in nature and a recommendation to intrude into the Mayor's administration was unwise. Additionally, the committee felt that departments who do manage their budgets well and contribute to the overall performance of the budget do often receive funds for specific expenses. Additionally, it should be the responsibility of the Mayor to manage a department that overspends its budget.

Recommendations:

Considering all of the advantages and disadvantages, the Task Force makes the following recommendations:

Charter Amendment:

1. The City Council should pass an ordinance amending the Charter of the City to require the same number of votes, thirteen (13), to override the budgetary veto of the Mayor, as is require to override any other veto of the Mayor.

Ordinance Code Changes:

1. The City Council should pass an ordinance requiring, outside of the budget process, one departmental budget be reduced to zero expenditures and then recreated with each expenditure justified. 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 year after 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.
2. The City Council should pass an ordinance requiring the Mayor to certify, in the quarterly financial statements, that the employee caps are accurate and with the City Council appropriation for each Department of the City.



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
 - (a) Does allocation of unfunded pension cost associated with service price service above market? Solutions?
 - (b) 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.



Task Force on Consolidated Government
Council Member Lori Boyer, Chair

Governance & Mission Committee

COMMITTEE TOPIC & ISSUE LIST

2) Form of Government

a) City Council

- i. Are 19 too many (Mallot), too few (public input), or about right (former Mayors)?
- ii. Would staggered terms add continuity?
- iii. Would off-year fall elections add experience before budget?
- iv. Are At- large seats desirable? What about impact on growing district populations? What about argument that they have a negative impact on racial and diversity mix of Council?
- v. Should term limits be extended to 12 years or 3 terms? Or 6 year terms?
- vi. Do at-large seats have a negative impact on racial and diversity mix of Council?
- vii. Should we extend the term of Council President? Change when they take office?
- viii. Should Council members receive more compensation to allow them to devote full time to Council duties?

b) Mayor

- i. Is strong Mayor form still the best model for management of City? Best for leadership?
- ii. Do any specific responsibilities of Mayor require further elaboration?
- iii. Is Mayoral power broad enough? Too broad?
- iv. Does each mayor establish a new mission or should there be a mission beyond administrations? How would that be achieved?
- v. Review the specific language of the charter that discusses the role and responsibilities of the mayor and determine if they need amending.

c) City Manager

- i) We have heard about increasing use of professional managers to provide continuity and improve operational management. Would that be desirable in addition to or in place of some current structure?

- ii) How would a manager be chosen? Retention?
- iii) Is this really the CAO? But there are no qualifications for that position and it is not in Charter- purely discretionary appointment not subject to Council approval.
- iv) Should there be a written job description in the Charter describing the role of the CAO and should it be called city manager? If there is a job description, what are the minimum qualifications?

d) Office of General Counsel

- i) Is current selection process viable or is Charter amendment needed? (Is the selection committee only for the Mayor's benefit and can or should it be waived? Does it serve a purpose? Can an appointment be made prior to the commencement of the Mayoral and Council term for which it is sought?)
- ii) Is charter/code clear as to role, independence, and duty of General Counsel?
- iii) Does current structure, including pension accrual, create conflicts and potential bias? Would term limits, pension ineligibility, or other structural changes be desirable?
- iv) Are changes in removal process desirable to maintain confidence? (Should a supermajority of Council have the right to initiate?)
- v) What remedies are available to members of any branch who disagree with a decision of the general Counsel? Does this process need to be clarified in the Charter/code?
- vi) How are prior binding opinions implemented or incorporated into the knowledge base for future actions?
- vii) Does the OGC have a responsibility to bring to the attention of the Mayor, Council, Authorities and/or staff Charter and Code provisions governing or relevant to proposed legislation or actions? (for example, portions of Code regarding CIP process that have been ignored, should OGC advise that action would violate Code?)
- viii) How are un-codified ordinances enforced and knowledge of them transmitted? (for example, Neighborhood Bill of Rights)
- ix) Recognizing that currently only the Mayor can initiate a termination proceeding and thereby at least enhancing the perception that the general Counsel is more influenced by the Mayor, should there be alternate means by which the termination of a General Counsel may come about?

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

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

3) Police and Fire Pension Board

- i. Possibly review the report made by the Pension Review Task Force and issue recommendation on it, but not take up whole issue of pension reform.

4) Interlocal Agreements with Beaches/Baldwin

- i. How to codify, increase awareness throughout government, improve communication and knowledge of the terms of the agreements

5) Charter

- i. How can the enforcement of existing ordinances be increased? Currently, there are many ordinances that are on the books but are not complied with (i.e. Neighborhood Bill of Rights, portions of the Capital Improvement Process, and other situations)
- ii. Should the number of votes it takes to waive a charter amendment be changed?
- ii. Should the number of votes it takes to waive an ordinance be changed?



Task Force on Consolidated Government
Council Member Lori Boyer, Chair

**Neighborhoods, Infrastructure, Planning,
Services, & the St. John's River Committee**

COMMITTEE TOPIC & ISSUE LIST

1) Neighborhood Engagement and Participation

- a. There was widespread concern among neighborhoods that they were not well served by the consolidated government
 - i. CPAC's are marginally effective
 - ii. No participation in planning or CIP development
 - (a) One size fits all standards
 - (b) CARE system closes issues before resolution; does not provide neighborhood feedback; not available nights, weekends
 - (c) Zoning decisions
 - (d) Technology for community outreach
 - (e) Could CDBG funds be used to build water and sewer lines in some of the neighborhoods?

2) Housing and Neighborhoods Department

- a. Role as liaison with all neighborhoods
- b. Municipal Code Compliance
- c. Historic Districts/demolitions

2) Infrastructure

- a. Infrastructure in older neighborhoods not adequately maintained
- b. Water and sewer lines not installed and roads left unpaved in many areas contrary to promises of consolidation
- c. Who is responsible? City, JEA, Homeowner? What were the terms under which water and sewer were transferred to JEA? As to roads, should we maintain gravel roads? Alleys?
- d. How should priorities be established going forward? How should these improvements be funded?
- e. What is the status of unfinished Better Jax projects and are they on the CIP? Should they be?

1. Capital Improvement Program

- a. Review matrix, etc and process for establishment of priorities
- b. Review value of 5 year projections. Are they worthwhile? Not being done currently
- c. Neighborhood involvement in development (Bill of Rights)
- d. Maintenance projections required by code.
- e. All sources of funding (grants, trust funds, etc.) to be included
- f. Developed based on capacity for debt service not on need? Is that the correct perspective?

4) Long Range Planning

- a. The 2030 Comprehensive Plan is not used to guide future decisions on a widespread basis. Long-range planning, with application throughout City government to achieve unified goals, appears to be absent. Each entity is operating in their own silo. How can a unified mission, and plan for the future, be implemented across agency and authority boundaries? How can the capital improvement plan be used to implement that long range vision? What is the incentive for following a plan? Is our 2030 plan adequate to serve that function if used? How could we do this better? What is done in other Cities who are achieving long term success? What is JEA's development plan and where is investment being made? What is JAXPORT's strategic plan and how will it handle harbor deepening?

b. Communication between Authorities and the City and among City Departments is a challenge and no regularly scheduled meetings occur? What should be done to improve?

5) The St. John's River

