



Task Force on Consolidated Government

Jacksonville City Council

Council Member Lori Boyer, Chair

March 27, 2014

MEETING SCHEDULE

- 9:00-9:05** **Welcome**
Lori Boyer, Chair
- 9:05-9:20** **Review Undecided Recommendations from March 20th Meeting**
1. *Procurement Ordinance Code Change #2*
2. *Procurement Policy Recommendation #6*
- 9:20-12:00** **Continue Review of Recommendations from Organization & Operations Committee**
Elaine Brown, Committee Chair
- 12:00** **Adjourn**

Next meeting:

Thursday, April 3, 2014, 9 a.m.
Council Chamber, 1st Floor, City Hall

New Issues to Review:

1. Taxation and Provision of Services in Municipal Service District 1
2. Collective Bargaining Language in Article 19 of the City Charter
3. Minority Contracting

Issues Not Completed During Committee Process

1. Alternative Revenue Sources/Grants
2. Civil Service/High Quality Workforce
3. Long-range Planning within the City





Task Force on Consolidated Government
Council Member Lori Boyer, Chair

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

EDITED RECOMMENDATIONS FROM THE FULL TASK FORCE

Risk Management

Ordinance Code Change:

Approved

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.

Approved

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.

Approved

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:

Approved

a. 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 Establish standards that could be used to determine situations where the City does not need to require insurance

as

Amended

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.

b. Establish Standards for the protection of participants where appropriate.

Capital Improvement Process

[Deferred to be taken up jointly with Neighborhoods Committee 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.

Contract Management

Ordinance Code Change:

Approved

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

Council Rules Change:

Approved

1. The City Council should establish in the Council Rules, ~~contract management~~ procedures, consistent with the Ordinance Code, a requirement that each contract the City enters into, and any legislation approving a contract that the City shall enter into, shall specify 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:

Approved

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.

Approved

Concept

Approved

Policy Recommendations:

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

- Approved 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.
- Approved 2. Some professional services should not be processed under CCNA. Code should include language where Chief of Procurement can make determination.
- Approved 3. Need to modify sole source and proprietary procurements to just a "single source" award.
- Approved 4. Consolidate committees and go to one awarding committee (The Procurement Awards Committee, PAC)
- No Rec. 5. Make a determination if the Procurement Code should institute a Best and Final Offer procedure.
- Undecided 6. Define procurement subcommittees' procedures, roles and guidelines
- Approved 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, studies.

Central Services

Ordinance Code Changes:

- Approved 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.
- Approved as Amended 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, with exception of billings derived from enterprise funds. Annually, the office of General Counsel shall be separately but sufficiently funded to meet the legal needs of the city.
- Approved 3. The City Council should pass an ordinance instructing that, ~~on an annual basis~~ as part of the annual 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. Indirect costs shall include but not be limited to the overhead costs such as management salaries and benefits. Direct cost information shall identify which agencies or departments are incurring the costs.

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
5. The City Council should pass an ordinance removing and eliminating unfunded pension liability, and other overhead items, from service charges to enterprise funds and the independent authorities, so the service charges are competitive with outside competitors.

Recommendation:

1. The City Council should consider experimenting with the option of outsourcing internal departments for the purpose of determining if current costs are inline with the outside completion and appropriate. The Council should begin with an less essential department such as Parks and Recreation to determine if the process works and then move to more essential department.



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]

Ordinance Code Changes:

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

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.

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.

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

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.

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.

3. The City Council should pass an ordinance requiring the Police and Fire Pension Fund establish their rate of return by March 1st of each year.

Recommendations of No Change

1. Should prioritization and departmental request presentations occur at the Mayor's Budget Review Committee, or in a public forum?
2. What constitutes a "balanced budget" and can/should there be a mechanism to return a budget to the Mayor?
3. 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?
4. Should there be an enforcement mechanism or consequence to a Department or Division that exceeds its budget? What?

Organization Committee Recommendation on Special Taxing District Issues

Issue:

Is the creation of a special taxing district an appropriate mechanism for meeting the funding needs for specific priorities in the City of Jacksonville?

Background:

The committee found during their review that the creation of a special taxing district would grant the specific power to levy taxes on the residents of Jacksonville within the State limit of twenty mills thus using a portion of the ad valorem taxing ability of the City Council without approval, oversight, or input from the City Council. Therefore, the committee felt that the creation of a special taxing district would specifically usurp the authority of the City Council as the paramount taxing authority and would be contrary to the intent and purposes of consolidation. While this does not mean there is no use for special taxing districts, the creation of one should be done so with caution and other means of maintaining the authority of the City Council and the Mayor should be attempted first. Special taxing districts create a slippery 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's budget and financial priorities, among others.

Recommendations:

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

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 run contrary to the intent of City Charter.

Organization Committee Recommendation on Jacksonville Public Library Issues

Issue:

- Is a fixed revenue source for funding the library an appropriate direction?
- Is an independent taxing district the best option for ensuring a sustained, quality library system for the future?
- 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?
- Should a mechanism be established that recognizes and provides for the capital needs of the library and other individual departments?

Background:

The Library has suffered as a result of budget cuts in recent years as have all City departments. As a result, the Library has been forced to reduce staff, close branches, and reduce the hours that other branches are open. These changes have created a push for the Library to have a more stable funding source. Currently, an initiative is underway to create a special taxing district for the Library. This initiative has gotten a straw poll placed on the August 26, 2014 ballot. If the initiative is affirmed, it will go on the March 2015 ballot as a binding referendum to create the taxing district. The committee reviewed the initiative to create a special taxing district for the Library and concluded that its creation would be an act of deconsolidation, even if it was successful and providing a stable funding source for the Library.

Two specific issues the Library stated were challenges were inability to plan for capital improvements, and inability to influence the provision of central services, such as information technology needs and building maintenance needs. Specifically, the Library noted that they receive nearly \$1 million in fines and fees but are unable to collect them online, a service that they believe is necessary to operate efficiently. The committee took these concerns into consideration when discussing and making recommendations regarding central services. Additionally, the Neighborhoods Committee considered the Library's concerns when evaluating and recommending changes to the Capital Improvement Process. The Organization Committee did discuss and ultimately recommend that the Library be allowed to retain the fines and fees that they collect. Opponents to the recommendation felt that it was unnecessary because the Library's budget would simply be reduced by the amount they collect in fines and fees, rather than allowing them to put the additional funds towards capital improvements, building upgrades, technology upgrades, or otherwise.

Recommendations:

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

[See next page for recommendations]

Ordinance Code Change:

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



Task Force on Consolidated Government
Council Member Lori Boyer, Chair

Governance & Mission Committee

FINAL COMMITTEE RECOMMENDATIONS

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

Form of Government **City Council**

Charter Amendments:

1. The Charter should be amended to increase the term limits of City Council Members to three consecutive four-year terms.
2. The Charter should be amended to require the election of City Council Members, and all other local elections currently held in the spring, be held in the "off-off" year in between presidential and gubernatorial elections.
3. The Charter should be amended to require all ordinances except those required for the annual budget shall be codified in the City's published ordinance code.

Recommendations of No Change:

1. The committee recommends no change to the number of council members.
2. The committee recommends no change to the terms of City Council Members, aside from those listed above. Specifically, the committee makes no recommendation with regard to staggering the terms of Council Members.
3. The committee recommends no change to the use of at-large seats on the City Council, generally or with regard to the racial impact of their use.
4. The committee recommends no change to the term of the Council president.
5. The committee recommends no change to the timing of when the Council President takes office.
6. The committee recommends no change to the compensation of City Council Members, even for the purpose of allowing them to devote full time to their Council duties.

Mayor

Charter Amendments:

1. The Charter should be amended to increase the term limits of the Mayor to three consecutive four-year terms.
2. The Charter should be amended to require the election of the Mayor, and all other local elections currently held in the spring, be held in the "off-off" year in between presidential and gubernatorial elections.

Recommendations of No Change:

1. The committee recommends no change to the strong mayor form of government, aside from those listed herein.
2. The committee recommends no change to the specific duties of the Mayor.
3. The committee recommends no change to the scope of the power of the Mayor.

City Manager/ Chief Administrative Officer/ Chief Financial Officer

Charter Amendments:

1. The Charter should be amended to require the Mayor hire a Chief Administrative Officer (CAO) and Chief Financial Officer (CFO).
2. The Charter should be amended to require the Mayor's appointments to the position of Chief Administrative Officer meet the following professional requirements.
 - a. 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.
3. The Charter should be amended to require the Mayor's appointments to the position of Chief Financial Officer meet the following professional requirements.
 - a. 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.
4. The Charter should be amended to require the Mayor's appointments to the position of Chief Administrative Officer have the following job responsibilities.

- a. 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.
5. The Charter should be amended to require the Mayor's appointments to the position of Chief Financial Officer have the following job responsibilities.
 - a. 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.

No Recommendation

1. The committee makes no recommendation regarding the use of a City Manager independent of the Mayor.
2. The committee makes no recommendation 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 create a section of the Charter for the Office of General Counsel independent of the Executive Branch.
2. The Charter should be amended to require "10 years of experience as a practicing attorney or judge". This amendment will replace the current requirement of "5 years of experience in the practice of law".
3. The Charter should be amended to clearly state that a legislative counsel created by the City Council shall have the authority to advise and assist the council and its committees and members in the achievement of a clear, faithful and coherent expression of legislative policies and to perform such other related duties for the council as the council may by ordinance direct.
4. The Charter should be amended to clarify that decisions of the General Counsel shall be final, binding authority of the City and shall only be overruled or modified by a court or opinion of the Attorney General of the State of Florida with a matter solely of state law.
5. The Charter should be amended to require that the City's use of outside counsel shall require the written certification of the General Counsel of its necessity.
6. The charter should be amended to require that the independent authorities use of outside counsel shall require the written certification of the General Counsel of its necessity and be in accordance with their charters.

7. The Charter should be amended to allow the general counsel to hire, and supervise, assistant counsel to assist the independent agencies, and these assistant general counsels may be housed, budgeted and paid directly by the independent agency.
8. The Charter should be amended to require that the General Counsel, and assistant General Counsels, shall not engage in any other legal or non-legal activities to supplement income except for private investments.
9. The Charter should be amended to include specific language instructing that the General Counsel shall make legal decisions consistent with what is best for the consolidated government and not give preference to an elected official, department or agencies
10. The Charter should be amended to include specific 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.
11. 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. These amendments shall replace the current process of the selection of an appointment committee and the confirmation of the appointee by a majority of the City Council.
12. The Charter should be amended to require that a reappointed General Counsel may be reappointed by resolution approved by 13 members of the City Council elected for the succeeding mayoral term. Any general counsel who is reappointed by the Mayor may continue to serve for a period of 60 days pending reconfirmation. The Council shall confirm or reject the reappointment within 60 days of the commencement of the new term of the General Counsel. These amendments will replace 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.
13. 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. These amendments will replace the current requirements that the Mayor appoints and Council approves an "acting" General Counsel only if there is less than 1 year left in the Mayor's term.
14. 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 shall be concurred by 13 members of the Council rather than a majority.

15. 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 City Council shall be by resolution of the City Council approved by 15 members of the City Council.
16. The Charter should be amended to increase the limit of the Litigation Imprest Fund to \$2500.

Recommendation of No Change

1. The committee makes a recommendation of no change regarding the pension effect on independence of the General Counsel.
2. The committee makes a recommendation of no change regarding the remedies available to members of any branch of government with disagree with a decision of the general counsel

Independent Authorities

Recommendation of No Change

1. The committee makes a recommendation of no change regarding the numbers and selection processes for Board members to insure Board members are accountable to the public and to City government for their decisions.
2. The committee makes a recommendation of no change regarding the missions of each authority whether they clearly define how they are integrated with the greater mission of the City.
3. The committee makes a recommendation of no change regarding how development activities, or ancillary business enterprise activities, of the authorities impact City tax rolls and private business opportunities, or whether they should be restricted in any way or require some approval?
4. The committee makes a recommendation of no change regarding the City's budget review process with respect to the authorities?
5. The committee makes a recommendation of no change regarding the accountability of the independent authorities' board members to the City and the authority on which they serve.
6. The committee makes a recommendation of no change regarding JEA being split into two authorities, one for electric utility and the other for sewer and water.

Police & Fire Pension Board

No Recommendation

1. The committee makes no recommendation regarding the Police and Fire Pension or its board. 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 committee makes a recommendation of no change regarding the inter-local agreements between the City of Jacksonville and the Cities of Atlantic Beach, Neptune Beach, Jacksonville Beach, and the Township of Baldwin. The full Task Force heard during public comment that the Beaches and Baldwin are content with the agreements as they are structured now. The committee decided they would not address these agreements given the lack of issues and lack of complaints regarding them.

City 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 legislature as an option for amending sections of the Charter with cannot be amended through ordinance. This recommendation expresses how the law is currently.

Strategic Planning & Integrated Mission

Recommendations

1. The Charter should be amended to create a committee charged with the purpose of unifying the goals of local government, the business community and other stakeholders in the City of Jacksonville for the purpose of establishing a unified, long-range, strategic plan for the City of Jacksonville. This plan shall be an evolving document and serve as the sole source to which the government of the City, the business community, and all stakeholders turn when seeking guidance regarding the future growth of the City of Jacksonville.
 - a. The strategic plan will be for a term of 10 years.
 - b. 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 includes all key stakeholders, public, private, nonprofit, and others, will enable the City to align its disaggregated offices and authorities to promote the City moving 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 together towards a common vision together.

Purpose

The purpose of this committee is to unify the goals of local government, the business community and other stakeholders in the City of Jacksonville for the purpose of establishing a unified, long-range, strategic plan for the future of Jacksonville. This plan shall be an evolving document and serve as the sole source to which the government of the City, the business community, and all stakeholders will turn to when seeking guidance regarding the future growth of the City of Jacksonville.

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 Board Chair of the Jacksonville Chamber of Commerce
4. The Superintendent of the Duval County Public School System

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)

5. The Sheriff of the City of Jacksonville
6. The Board Chair of the JEA
7. The Board Chair of the Jacksonville Port Authority
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 Board 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 Board Chair of the Civic Council
15. An individual selected by the President's of the City's Citizen Planning Advisory Committees
16. The Board 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 Board 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 shall be called to order by the City Council President and the Mayor of the City of Jacksonville, jointly. The first order of business will be the election of a Chair. The second order of business shall be the creation of a governing document and rules of order. Finally, the Chair shall seek out an 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 will 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 shall be the result of strategic analysis, provide for strategic direction, and contain action plans for the City, its independent authorities, and constitutional offices.

Deadline to Publish Strategic Plan

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

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