



## **Task Force on Consolidated Government**

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Jacksonville City Council

Council Member Lori Boyer, Chair

April 10, 2014

### **MEETING SCHEDULE**

- 9:00-9:05**      **Welcome**  
*Lori Boyer, Chair*
- 9:05-11:45**    **Review of Recommendations from the Governance & Mission Committee**  
*Peter Rummell, Committee Chair*
- 11:45-12:00**   **Public Comment**
- 12:00**          **Adjourn**

Next meeting:

**Thursday, April 17, 2014, 9 a.m.**  
Council Chamber, 1<sup>st</sup> Floor, City Hall

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#### **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**

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**Governance & Mission Committee**

## **FINAL COMMITTEE RECOMMENDATIONS**

### **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 Committee 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 committee 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 January<sup>1</sup> 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

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<sup>1</sup> 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.

**Governance & Mission Committee**  
**Recommendation on Strategic Planning & Integrated Mission Issues**

**Issue:**

- Is there an absence of an integrated mission and strategic plan across all city entities?
- How can we have a unified mission amongst the City, the Constitutional Officers, and independent authorities, and other authorities, such as the Downtown Investment Authority, the Children's Commission, etc.?

**Background:**

As is the case with many cities, Jacksonville lacks a unified mission and a strategic plan. Not only as a government, but as business community, as place to live, got to school, raise children, come for entertainment. This not a challenge only facing the Jacksonville, nearly every city in United States struggles with how to unify all aspects of their local government, the business community, primary, secondary, and post-secondary academic institutions, the non-profit community, labor unions, and minority communities in a continuous, long-range planning process for the benefit of the whole community.

Local governments have undertaken the effort on their own, but typically without buy in from other stakeholders. These plans are not unified and often lack private investment in key industries necessary for economic growth. More commonly, especially in cities closer to Jacksonville's population size, the private sector drives the growth and the public sector follows behind, as was the case in Indianapolis with the growth of amateur sports, Nashville with the growth of the country music industry, and Charlotte with the growth of the banking industry. These cities are known for these respective industries. They are their brands. But these "brands" were the creation of private investment, rather than the collaborative efforts of all who have a stake in the future of the City.

This committee's solution to Jacksonville's lack of a unified mission and strategic plan is the creation of commission charged with developing, implementing, and tracking progress of a strategic plan, renewed on a 10 year basis. The intent is that the plan created will reflect the collective vision of the stakeholders involved, that these stakeholders will pledge the continued commitment and involvement of the group the represent, and that each stakeholder group will hold the others accountable for the portions of the plan for which they are responsible.

This commission, the Jacksonville Strategic Planning Commission, is not intended to include every stakeholder group, for that would be near impossible, rather, the commission includes a representative from stakeholder groups responsible for leadership in Jacksonville. Additionally, as minority populations grow, they will be added.



The Commission will be created by ordinance of the City Council, and funded for the first year by the City of Jacksonville, in the amount of \$250,000. During the Commission's first year, it will determine the level of funding it needs and the source of that funding. This includes determining the staffing needs and otherwise.

On the third Tuesday of the first January following the election of the next new mayor, the Mayor and the City Council President will call the first meeting of the Commission together, jointly, and as its first order of business, the Commission will select a chairperson from among its membership. The Commission will create its own governing document and rules of procedure and begin the work of creating the strategic plan. The Commission will have nine months to complete the strategic plan and present it to the public.

Once the plan has been created, each member will be responsible for ensuring their represented group's participation. The Commission as a whole shall determine the timing of reports, and further meetings of the Commission necessary to track progress, recognize success, and amend the plan, as needed to achieve the long-range objectives. It will be up to the commission to ensure implementation and success of its plan, as the years pass.

The beginning of this process will be the most important and much thought, discussion, and debate has gone into the creation of this commission; however, it will ultimately be a reflection of the leadership in our community. To create a non-political body, for a task as great as this, which must include the political bodies of our community, is a daunting challenge, but reachable. As this Commission is implemented, it must maintain neutrality. Each member must feel that his or her voice is equal to all others and the membership of the Commission must be such that no interest gains too great a voice.

The creation of this commission will be a recognition of past failures and successes. The Commission's creation of the strategic plan will be a recognition of the strengths and opportunities within Jacksonville. The potential for success will only be as great as those willing to make it happen.

**Recommendations:**

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

*Recommendations*

1. The Charter should be amended to create a committee charged with the purpose of unifying the goals of all aspects 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).

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 fall of the “off-off” year in between presidential and gubernatorial elections.

#### *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 fall of 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 Finance, 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, budgeting, 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 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.

