



Task Force on Consolidated Government

Jacksonville City Council

Council Member Lori Boyer, Chair

May 8, 2014

MEETING SCHEDULE

- 9:00-9:05** **Welcome**
Lori Boyer, Chair
- 9:05-9:35** **Presentation & Discussion of the Pro & Cons of Zero Based Budgeting Process**
Dr. Nikolai Vitti, Superintendent of Duval County Public Schools
- 9:35-11:45** **Review of Neighborhoods & Infrastructure Committee Recommendations**
Rena Coughlin, Committee Chair
- 11:45-12:00** **Public Comment**
- 12:00** **Adjourn**

Next meeting:
Thursday, May 15, 2014, 9 a.m.
Council Chamber, 1st Floor, City Hall

Undecided Issues:

1. Capital Improvement Process
2. Budget – Ordinance Code Change #1 (Zero-based Budgeting)
3. Independent Authority – Training for Board Members

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



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Budget

Ordinance Code Changes:

**Sent Back
to
Committee**

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.



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MEETING MATERIALS

Neighborhood Engagement & Participation

Neighborhood Councils

Charter Amendments:

1. The Charter should be amended to recognize that citizens are government's best resource for identifying issues, suggesting solutions, and developing programs needed to solve existing and future problems in the community; to recognize the importance of neighborhoods as assets of the City which provide the basic units for civic participation and the inspiration for civic engagement; and, further, to amend the Charter to require the City Council, the Mayor, the constitutional officers, and the agencies of the City establish procedures for receiving input from citizens and neighborhoods as a regular course of conducting their business.
2. The Charter should be amended to require that the City create, implement, and permanently maintain a citywide system of neighborhood councils to promote more citizen participation in government and to make consolidated government more responsive to local needs.

Ordinance Code Changes:

1. The Ordinance Code should be changed to require the development of the Neighborhood Council Plan in accordance with the new Charter amendment and the Ordinance Code should include the following requirements:
 - a. The City shall seek public input in the formulation of the Plan.
 - b. The plan shall contain a statement of goals, policies and objectives of the Neighborhood Council system in draft ordinance format (regulations) that, if adopted by ordinance would be sufficient to implement the Plan.
 - c. The regulations shall establish the method by which boundaries of neighborhood councils will be determined. The system for determining boundaries shall maintain existing neighborhood boundaries to the maximum extent feasible.

- d. The regulations must ensure that all areas of the City are given an equal opportunity to form neighborhood councils, and that all areas are incorporated into a council.
 - e. The regulations shall establish the procedure and criteria for recognition or certification of neighborhood councils.
 - f. The regulations shall not restrict the method by which the members of a neighborhood council are chosen.
 - g. The regulations shall require that neighborhood councils adopt fair and open procedures for the conduct of their business.
 - h. The Mayor and Council shall provide for the creation of a new division/department or the designation of an existing City division or department to undertake these duties within 120 days of the effective date of this Charter revision.
2. The Ordinance Code should be changed to require the Neighborhood Council Plan to be presented to the Council and Mayor within one year of the designation of the appropriate City entity to undertake the duties of the Neighborhood Council Plan (*see recommendation in Housing & Neighborhoods Department section*). The Council shall consider the plan/regulations and adopt or modify it within six months. If implementing ordinances are not adopted within this time period, the regulations shall become effective and shall be binding upon all City departments and Independent Agencies.
3. The Ordinance Code should be changed to require the certification of neighborhood councils according to the following requirements.
- a. Each neighborhood council seeking official certification or recognition from the City shall submit an organizational plan and by-laws showing, at a minimum:
 - a. Membership will be open to everyone who lives, works or owns property in the area (stakeholders);
 - b. Assurances that members will reflect the diverse interests within their area;
 - c. A system through which the neighborhood council will communicate with stakeholders on a regular basis;
 - d. A system for financial accountability; and
 - e. Guarantees that all meetings will be open and public, and to the extent feasible, every stakeholders to participate in the conduct of business, deliberation and decision-making.
 - b. Neighborhood councils may petition for certification or recognition in accordance with the regulations set forth in the Plan.
4. The Ordinance Code should be changed to require the establishment of procedures for receiving input from Neighborhood Councils prior to decisions by the City Council, City Council Committees, boards and commissions, and the Independent Authorities.

5. The Ordinance Code should be changed to require that each neighborhood council be allowed to present to the Mayor, and the City Council, an annual list of priorities for the City budget.
6. The Ordinance Code should be changed to require Neighborhood Councils monitor the delivery of City services in their respective areas and have periodic meetings with responsible officials of City departments, subject to their reasonable availability.
7. The Ordinance Code should be changed to state that the City Council may delegate authority to Neighborhood Councils to hold public meetings prior to Council vote.
8. The Ordinance Code should be changed to require the City Council appropriate sufficient funds for the operation of each Neighborhood Council for two years from the creation of the Neighborhood Council. These funds shall be appropriated to a special fund created for this purpose. Thereafter, funds shall be appropriated annually to carry out the defined responsibilities in full for the department and the Neighborhood Councils.
9. The Ordinance Code should be changed to require the Mayor and Council shall not transfer powers, duties or functions of the department to any other department or agency during the first five years of its implementation.

Housing and Neighborhoods Department

Charter Amendment:

1. The Charter should be amended to create or designate a City division or department to develop, nurture and support the grass-roots, independent and participatory neighborhood councils.
2. The Charter should be amended to create or designate a City division or department to prepare a plan, approved by City Council via legislation, with public input, for the creation of a system of neighborhood councils to ensure that every part of the City is within the boundary of a neighborhood council, and has an opportunity to form a neighborhood council.
 - a. The City division or department tasked with the creation of the plan for a system of neighborhood councils shall also be tasked with:
 - i. Assisting neighborhoods in organizing themselves, preparing petitions for certification, and identifying boundaries that do not divide communities.
 - ii. Assisting neighborhoods and Neighborhood Councils with public and civic education, outreach and training with an emphasis given to areas that have traditionally low rates of participation in government.
 - iii. Assisting neighborhood councils with their annual submission of priority projects for consideration in the Capital Improvement Program (CIP).
 - iv. Identifying neighborhoods at the “tipping point” within 1 year of establishment of the department.

- b. The City shall designate the appropriate entity to convene quarterly meetings of Neighborhood Councils to share information and to engage neighborhoods in the overall City high level planning effort

Infrastructure

Ordinance Code Change:

1. The Ordinance Code should be changed to require that a specified percentage of appropriated spending and authorized borrowing for CIP projects be specifically used for urban service district services that were promised but not delivered on, such as roads, water lines, sewer lines, storm water drainage, streetlights, and other similar services.

Capital Improvement Program

Ordinance Code Changes:

Organization

1. The Ordinance Code should be changed to create a committee to receive prioritized lists of projects from city departments, agencies, commissions, and Neighborhood Councils, and shall score these list of projects based upon criteria establish by the City Council through ordinance.
 - a. This committee shall meet subject to the sunshine laws.
 - b. This committee shall be the only venue for submission of projects from necessary entities, and for the scoring of submitted projects.
 - c. The Mayor shall maintain his/her right and responsibility as the Chief executive to choose the projects for inclusion on the CIP and prioritize this list prior to submittal to the City Council for approval.
 - d. The committee shall include
 - i. 2 Representatives elected by the presidents of the Neighborhood Councils
 - ii. Executive Director of the Library's Designee
 - iii. Chief Administrative Officer
 - iv. 2 Appointees made by the Mayor
 - v. Director of Public Works' Designee
 - vi. Director of Parks & Recreation's Designee
 - vii. The Sheriff's Designee
 - viii. Chief of Environmental Quality's Designee
 - ix. Director of the Florida Department of Health in Duval's Designee

Process & Procedure

2. The Ordinance Code should be changed to require the CIP Planning Committee hold a public meeting at which they receive projects and hear explanation of projects from each department, agency, commission of the City, and Neighborhood Council for the purpose of scoring the projects prior to submitting the list to the Mayor for development-of the CIP budget for the succeeding fiscal year and a proposed Capital Improvement Program Plan.
3. The Ordinance Code should be changed to require that each department, agency, commission, and Neighborhood Council of the city shall have the opportunity to speak at the meeting and explain their projects and justifications for their priorities.
4. The Ordinance Code should be changed to require the CIP Planning Committee hold a separate public meeting to received public comment on the projects proposed by the departments, agencies, commissions, and Neighborhood Councils of the City. There shall be no less than 14 days between each meet, to allow the public time to review the submitted projects prior to the public comment meeting.
5. The Ordinance Code should be changed to require the CIP Planning Committee give 14 days notice of both meetings. The meeting shall be held in City Council chambers if possible. The meeting shall take place at time most accessible to the public.
6. The Ordinance Code should be changed to require the CIP Planning Committee meet in the sunshine to discuss and score projects after the public comment meeting.
7. The Ordinance Code should be changed to require the Mayor to prioritize the scored list and continue to present the CIP budget to the City Council on or before July 15 each year, as is currently required.

CIP Generally

8. The Ordinance Code should be changed to require the scoring criteria be established by the City Council and passed as an ordinance.
9. The CIP Committee's review shall include prioritized projects over at least a 5 year period, but preferably longer.
10. The Ordinance Code should be changed to require the CIP submitted by the Mayor prioritize projects over a 5 year period, but may include projects over a longer period of time. After completion of the first year of the revised CIP plan, projects listed in years two, three, four, five, and beyond shall automatically move up one year in priority. Year two projects shall automatically become year one projects, year three projects shall become year two projects, and so on. A project may only be held or returned to a later priority year upon a specific vote of the City Council on that individual project, not as a part of a vote to accept the CIP as a whole.
11. The Ordinance Code should be changed to require a project not be removed from a CIP list without a two-thirds vote of the City Council.

12. The Ordinance Code should be changed to require each CIP project should include with it, in its listing on the CIP, the number of years it has been on the CIP.

Public Communication & Access to Information

13. The Ordinance Code should be changed to require the City create 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. The website should allow the projects to be searchable, or 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.

Planning

Recommendation:

1. The City Council should reconsider and review, on a regular and continuing basis and with expert input, the size & boundaries of the existing planning districts for usefulness in the City's planning process, and relevance to the Neighborhood Councils.

St. John's River

Ordinance Code Change:

1. The City Council should pass an ordinance creating an "all county" riverfront zoning overlay to provide guidelines for waterfront development which incorporates both criteria for public access and riverfront design. The zoning overlay should be administered by the city's Planning Department with input from the Jacksonville Waterways Commission.

The zoning overlay should:

- Extend at least 500' feet from the river's edge and be made a part of the City's Comprehensive Land Use Plan;
- Increase the amount of permanently set-aside general public access spaces;
- Identify the transportation needs (pedestrian, bicycle, and vehicular) for those public access areas;
- Determine setbacks for distance from the river greater than currently required;
- Provide provisions to protect, preserve, and encourage recreational water dependent activities;
- Outline design elements that respect the natural environment in harmony with their riverfront surroundings (via landscape architecture and amenities);
- Incorporate restrictions provided in the Manatee Protection Plan as a basis for identifying critical riverfront issues;
- Coordinate with existing zoning overlays; and

- Coordinate with existing land use development plans and orders.
2. The City Council should pass an ordinance changing the make up of the Waterways Commission by removing the Planning Director or designee and the Director of the Northeast Florida Regional Council or designee, and adding a member of the Planning Commission and a member of the Environmental Protection Board.
 3. The City Council should pass an ordinance amending the Waterways Commission Ordinance Code authorizing chapter and the Zoning Code chapter to add review of water-related land uses as a power and duty of the Waterways Commission.
 4. The City Council should pass an ordinance directing the Downtown Investment Authority to implement the “Celebrating the River” downtown master plan, particularly the elements that affect the St. Johns River and its tributaries, so as to revitalize McCoy’s and Hogan’s Creeks, provide critical links to downtown’s “Emerald Necklace”, and expand the amount and type of public access and recreational opportunities available along the river system.
 5. The City Council should pass an ordinance amending the powers and duties of the Environmental Protection Board to include the publication and distribution of an annual report on water quality within Duval County, including both drinking water and groundwater quality. This information should be provided in a usable and relevant format, on an annual basis, and be organized by Neighborhood Council districts.
 6. The City Council should pass an ordinance amending the powers and duties of the Environmental Protection Board to include providing data on incidents of chemical spills, water pollution, groundwater contamination, and other relevant health hazards received by the Environmental Quality Division to residents in a timely and efficient manner enough manner for residents to protect themselves.
 7. The City Council should pass an ordinance specifically charging the Waterways Commission to coordinate with local non-profits and other agencies, for the purpose of creating a training program for Neighborhood Councils, and the public, on ways in which residents can protect and enhance the vitality of the St. John’s river. This ordinance should be in accordance with Sec. 95.106(d) of the Ordinance Code, which requires the Jacksonville Waterways Commission “to act as a coordinating agency for programs and activities affecting the improvement, development and protection of the St. Johns River and all tidal waters in Duval County.”

