

APRIL 2018 DRAFT

TRUE COMMISSION
Policies and Procedures Manual

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Introduction

The Taxation, Revenue and Utilization of Expenditures ("TRUE") Commission (the "Commission") is established pursuant to Chapter 57, Ordinance Code, and charged to: Act as an advisory body to the City of Jacksonville (the "City") concerning fiscal policy. Improve the City's long-range financial soundness, planning budgeting, and management and to keep the public better informed about important issues related to City financing and budgeting.

May choose to review any aspect of fiscal policy, including:

- The City's long-range financial soundness, planning budgeting, and management;
- The City's budgetary process, including taxation, revenue generation, expenditures, use of permit fees and user fees, bonding capacity, franchise fees, state and federal mandates, privatization, 'zero based' financing and other similar topics;
- The appropriateness of each revenue source the City receives to make up its annual general revenue budget;
- Potential new revenue sources, such as impact fees, and the use of any such funds;
- The pre- and post-retirement benefit structure for City employees and the potential impact on the financial status of the City;
- Recommendations that will help make the City the most fairly-taxed and financially-sound city in the nation;
- Recommendations to keep the public better informed about important issues of City financing and budgeting which affect their lives;
- Other areas as the Commission may determine are appropriate and within their scope.

These policies and procedures are instituted as guidelines to assist the Commission in accomplishing its mission. These policies and procedures are subordinate to the Commission's charter and by-laws.

Standing Committees

In order to achieve the duties outlined by Chapter 57, Ordinance Code, the Commission operates with the following standing committees who operate under the guidance to the Commission as a whole.

Audit Committee

Legislative Tracking Committee

Internal Operations Committee

Rules of the Committees:

- 1) Appoint a Chairperson and a Vice Chairperson
- 2) Establish a standard recurring monthly meeting
- 3) Report the status to the Chair of the Commission at the Commission monthly meeting
- 4) Annually review the committee's area(s) of focus and duties

Audit Committee

I. Audit Committee Areas of Focus

Under Chapter 57.105, Ordinance Code the Commission acts as an advisory body to the City concerning fiscal policy. In order to maintain an effective advisory role, the Commission is charged with reviewing the City Council Auditor Reports (the "Reports"). The Audit Committee is charged with the responsibility of reviewing and summarizing for the Commission.

II. Audit Committee Duties

a. Review of Reports

- i. Reports are distributed to the Commission in advance of the monthly Audit Committee meeting via email from the Chief of the Council Research Division.
- ii. The Audit Committee Chairperson will delegate review responsibility of each Report distributed to audit committee members. Any Commissioner may review additional Reports not assigned to them.
- iii. At the Audit Committee meeting the assigned Commissioner will summarize and present the Reports and recommend the Audit Committee propose one of the following actions to the Commission:
 1. Accept audit with no comment.
 2. Accept audit with comment. If a comment is suggested, the language should be drafted and agreed-upon by the Audit Committee for proposal to the Commission.
 3. Accept audit with further investigation.
 - a. Wait for City Council Auditor report follow up
 - b. Identify specific areas of investigation.
 - c. Assign other courses of action as may be determined by the Audit Committee or the Commission as a whole.
- iv. After the summary and proposal is complete, with a simple, majority vote the Audit Committee may propose the Commissioner's recommendation to the Commission.
- v. At the Commission meeting, the recommended action on each Report is accepted by a simple majority vote of the Commissioners present, provided there is a quorum.

b. Manage the process of a Further Investigation

- i. If a Report is accepted with further investigation not done by the City Council Auditor, the Commission Chairperson shall appoint the Commissioner who will chair the post-audit review, and as necessary a supporting committee.
- ii. Further investigation review methods are at the discretion of the committee. Parties to the review may include, but are not limited to, the following:
 1. Committee members only.
 2. Audit department heads and/or key personnel.
 3. Council Auditor's Office personnel.
 4. Any other persons deemed necessary by the committee.
- iii. Upon the commencement of further investigation the responsible review committee chair will communicate to the Commission at each scheduled meeting of the Commission:
 1. The method and anticipated timing of the post-audit review to be completed
 2. Progress-to-date, including notification to the Commission if the audited department heads and/or key personnel will be called upon to attend a Commission meeting.
- iv. Upon completion of the investigation, all findings and recommendations will be documented and reported back to the full Commission. The documentation and Commission recommendation will be circulated to the Mayor's Office, the City Council, The Inspector General, Office of the General Counsel, and the City Council Auditor as appropriate.
- v. Disposition of committee's further investigation review will be by the full Commission on simply majority vote of the Commissioners present, provided there is a quorum.

Legislative Tracking Committee

I. Legislative Tracking Committee Areas of Focus

- a. The Commission is granted under Chapter 57.105, Ordinance Code, power to provide important information and raise public awareness of public finance issues by encouraging in-depth media coverage of these issues and by meeting with community, neighborhood, and civic organizations, including but not limited to, all neighborhood Community Planning and Advisory Committees (“CPACs”). The Commission has chosen to do this through the Legislative Tracking Committee.
- b. The Legislative Tracking Committee’s focus will be to improve transparency, trustworthiness, and accountability of the City as noted:
 - i. To improve transparency of fiscal negotiations and outcomes for the public and the Council by:
 1. observing negotiations and discussions, through attendance, that concern areas under the Commission’s purpose as defined by Chapter 57, Ordinance Code, at the point a public investment will be involved
 2. focusing on incentive spending (development partnerships) at the point that any public entity has a deal up for legislation or a public meeting
 - ii. To improve trustworthiness between the City and the public:
 1. Providing evidence to support the Commission’s recommendations to the Mayor’s Office and/or City Council to assist with their ability to make an informed decision that includes the public opinion
 2. identifying the key contributors, stakeholders and partners and fostering relationship development as the community voice related to fiscal policies
 - iii. To improve accountability of the City’s process and procedures for selecting investment partners and contracts by monitoring:
 1. the appropriate City department’s contract oversight, policies, and procedures and providing recommendations.
 2. the ongoing renewal process of investment partners and contracts and providing recommendations.

II. Legislative Tracking Committee Procedures/Duties

- a. City Council meets twice a month (2nd and 4th Tuesday of the month). Deadline for introduction of bills is Wednesday at 3:00pm before the Council meeting at which the bill is introduced. The City Council Research Division emails the Commission the bill summaries by the Thursday afternoon following the City Council meeting.
- b. The Legislative Tracking Committee Members will review the bill summaries sent out by the City Council Research Division to identify bills of interest to the Commission.
 - i. Legislative Tracking Committee members will notify the Commission Staff which bills are of interest to the committee member by the Monday following the 2nd and 4th Thursdays.
 - ii. The Commission Staff will prepare an agenda for the committee identifying which bill summaries will be discussed at the next committee meeting.
- c. The Legislative Tracking Committee will plan to meet on the 1st and 3rd Thursday of the month.
- d. The Legislative Tracking Committee will discuss the bills on the agenda and propose one of the following actions to the Commission as a whole, with a simple majority vote:
 - i. Take no action
 - ii. Further investigation required
 - iii. Recommend the Commission support or not support the bill.
- e. The Legislative Tracking Committee Chairperson will summarize and present the recommended action on all bills discussed by the committee to the Commission at the next meeting of the whole. The Commission will act upon the recommended action on each bill by way of discussion and a vote of simple majority of the Commissioners present, provided there is a quorum.

Internal Operations Committee

II. Internal Operations Committee Area of Focus

The Internal Operations Committee will ensure that the Commission continues to operate effectively and efficiently in support of the duties assigned per Chapter 57, Ordinance Code.

III. Internal Operations Committee Duties

- a. The Internal Operations Committee will be responsible for maintaining this Policies and Procedures Manual. The manual will be reviewed at least annually.
 - i. Amendments to these policies and procedures may be brought by any Commissioner.
 - ii. Amendments must be submitted in writing before the Commission.
 - iii. Amendments become effective upon simple majority vote of the Commissions present, provided there is a quorum.
- b. The Internal Operations Committee will be responsible for onboarding new members of the Commission.
 - i. Onboarding meetings shall be held in the month following the new appointee's first meeting.
 - ii. Onboarding will include a meeting with the Chairperson of the Commission and the City Council Research Staff to explain the duties of the Commission.
 - iii. The new commissioners will be requested to attend all of the standing committee meetings in the month following the orientation, to aid in the decision to join one of the standing committees.
- c. At the pleasure of the Commission Chairperson the Internal Operations Committee may assist in preparing the quarterly and annual Commission reports.
- d. Any other duties that may be deemed necessary by the Commission.

Review of Special Projects

Special interest reviews, which may come from various ^{below} sources, including the Commission itself, should follow the processes identified ^{above} for further investigation of Reports and under the direction of the Commission Chairperson.

The Commission will select one major project each year. A full report will be produced and submitted to the Mayor's Office, the City Council, The Inspector General, Office of the General Counsel, and the City Council Auditor as appropriate.

If a Commissioner has a special interest in a topic and wishes to lead a special project the following actions will be taken prior to commencing any communication, or work on the special project:

1. A project proposal or charter will be drawn up with the project goals, a description of the problem it's investigating, as well as a timeline and proposed project team.
2. The proposal will be reviewed by the Chairperson and the Commission and voted on during a regular Commission meeting.
3. Once Approved, the project will stay as an agenda item until the end date agreed on by the Commission, and a monthly status update will be provided by the project lead, or someone in their stead.
4. A quarterly progress report, or report draft will be provided to the Commission Chairperson for use in their own reporting.
5. At project conclusion a final report will be drawn up, and included in the Chairperson's yearly reporting to the City Council, Mayor, CPACs, and public.

The intent of these tasks is to increase the effectiveness of TRUE Commission special projects, and provide a framework for conducting concise, successful projects in the future, while providing ongoing documentation on these projects for use in public reporting, and the Commission's mandate of public education.

Chairperson's Quarterly/Annual Report

- I. The Commission Chairperson shall provide, with the assistance of his/her designee(s), a quarterly report to the City Council Finance Committee and any other entity deemed necessary by the Commission.
 - a. Reports to include:
 - i. Summary of Reports reviewed and the actions taken
 - ii. Summary of bills tracked and the actions taken
 - iii. Current status of any special project.
 - b. Reports are submitted to the Commission for review and discussion prior to submission to the City Council Finance Committee.
- II. Quarterly reports will be consolidated to form an annual report to be disseminated in like manner.

Communication

As the TRUE Commission has part of its charter the goal of public education, we feel it is important that the TRUE Commission be able to communicate about important issues and its activities in a coordinated and concise manner. Pursuant to this goal the following guidelines have been created to guide Commissioner decision making in any communication activity they might undertake, whether it is with the general public, the media, or other City of Jacksonville stakeholders.

I. Media Relations

The Commission Chairperson will be the primary spokesperson for the Commission as a whole, but this privilege can be extended to any Commissioner by a vote of the Commission as a whole when required, or on an ongoing basis as deemed appropriate by the commission.

- a. Any Commissioner may request that information be made available to various or desired media outlets.
- b. As a courtesy, any position statement on specified subject matter will be given to the Public Information Officers of both the Mayor and the City Council prior to being released to the media.
- c. A Talking Points Memo will be prepared monthly by a designated Commissioner for contentious public issues, the designated Commissioner shall either be the Project Lead for the issue, or another designated person as agreed on by the Commission. Review of these talking points will be a standing agenda item for the Commission as a whole while the issue is still active.
- d. A position statement on specified subject matter may be released to the media after a simple majority vote in the affirmative when a quorum is present.
- e. The Commission shall have discretion to issue preliminary reports based on the talking points memos, or language drafted by the Chairperson or Commission as a whole, and these preliminary reports should not be indicative of a final position on an issue, though they should be limited to objective statement of facts rather than taking a position.
- f. Should media interviews be requested, Commissioners shall defer to the spokesperson.
- g. The spokesperson shall state the position of the Commission, but in interactions with the public, Commissioners shall limit comments to subject matter defined in the Talking Points Memo.
- h. Pursuant to Florida Sunshine laws, individual Commissioners have the agency to relay facts and information regarding the business of the Commission or special projects, but shall refrain from opining directly on any issues relating to ongoing or unsettled issues or projects of the

*facts, not the
Commissioner's official
position*

or talking points memo

Commission. Commissioners shall refer to the talking points memo for acceptable topics of discussion.

- i. Once a vote of the Commission has been ~~taken on~~ ^{established} an official stance of the Commission, Commissioners should ~~limited~~ comments and discussion to facts of the issue, and the Commission's official stance on the matter.

II. Online Communication

Online communication of The Commission should be limited to the official channels of the Commission. A standing Communications Committee should be convened by the Chairperson to manage all online communications.

- a. The content of online communication should be limited to objective and informative facts about the city, city government, or city operations; Official Statements of the Commission; and content outlines in the Talking Points Memo ~~for contentious issues.~~ ^{and official statements}
- b. Scheduling of online communication should be conducted by the communications committee on a monthly basis and executed by ~~a~~ ^{The Commission} designated person, software, or the Commission Spokesperson. ^{designate}
- c. Online interactions with the public should be limited to answering direct questions by the Commission Spokesperson, ~~or a designated person~~; the content of these interaction should be informational in nature, and avoid opining on issues other than content in the Talking Points Memo, and Official Statements. ^{Official Channels}
- d. Online Interactions with the media, other online personas, or other online channels shall be conducted solely by the Commission Spokesperson
- e. Absolutely no private communications shall be conducted with the official channels of the commission, pursuant to Florida Sunshine laws.

III. Communication to the Mayor's Office, the City Council, The Inspector General, Office of the General Counsel, and the City Council Auditor

- a. Recommendations and actions for the above offices will be prepared by the Commission Staff based on minutes from the Commission meeting.
- b. The communication will be presented in letter form, signed by the Chairperson.
- c. Commissioners appointed by the City Council Members will communicate with their appointing Council Member on a regular basis, no less than quarterly.
- d. Commissioners appointed by the Mayor's Office will communicate with the office on a regular basis, no less than quarterly.

IV. CPAC Communication

- a. Commissioners appointed by a CPAC will communicate with their CPAC on monthly basis.

- b. CPAC appointed Commissioners will distribute all minutes, quarterly and annual reports, and any other reports produced by the Commission to the appropriate CPAC person.

Calendar

- I. October**
 - a. Monthly or semi-monthly meeting of all standing committees
 - b. Special Project assignments reviewed and one annual focus chosen. Commission members are assigned for the project committee.
 - c. Annual Chairperson's Report is sent to the City Council Finance Committee.

- II. November**
 - a. Monthly or semi-monthly meeting of all standing committees
 - b. Special Project committees begin approach and set meetings as required. Will begin monthly reporting to the Commission on the status. Projects set to be completed by June unless an adjusted timeline is agreed upon based on changes to the scope of the project.

- III. December**
 - a. Monthly or semi-monthly meeting of all standing committees
 - b. First Quarterly Chairperson's Report is prepared and presented to the Commission for feedback.

- IV. January**
 - a. Monthly or semi-monthly meeting of all standing committees
 - b. First Quarterly Chairperson's Report is sent to the City Council Finance Committee.

- V. February**
 - a. Monthly or semi-monthly meeting of all standing committees

- VI. March**
 - a. Monthly or semi-monthly meeting of all standing committees
 - b. Second Quarterly Chairperson's Report is prepared and presented to the Commission for feedback.

- VII. April**
 - a. Monthly meeting of all standing committees
 - b. Each standing committee review Areas of Focus and Duties
 - c. Internal Operations Committee begins annual review of the policies and procedures.
 - d. Second Quarterly Chairperson's Report is sent to the City Council Finance Committee.

- VIII. May**
 - a. Monthly or semi-monthly meeting of all standing committees
 - b. Commission Officer Nominating Committee appointed.

- IX. June**
- a. Monthly or semi-monthly meeting of all standing committees
 - b. Report of Special Project presented to the Commission
 - c. Third Quarterly Chairperson's Report is prepared and presented to the Commission for feedback.
 - d. Election of Commission Officers.
- X. July**
- a. Recess to coincide with City Council's Summer Break.
- XI. August**
- a. Monthly or semi-monthly meeting of all standing committees
 - b. Commission reviews the Mayor's Proposed Budget. An ad hoc committee is assembled as necessary for detail budget review if the Legislative Tracking Committee needs assistance.
 - c. Third Quarterly Chairperson's Report is sent to the City Council Finance Committee.
 - d. Commissioners attend City Council budget community meetings, if scheduled. The Commissioner's appointed CPAC representative should attend the meeting for their corresponding neighborhood, or send a representative.
 - e. Commission discusses the budget and drafts any responses and comments from the Commission for the review of the City Council.
 - f. Annual Chairperson's Report is drafted.
 - g. Commission sends request to Mayor's Office, the City Council, The Inspector General, Office of the General Counsel, and the City Council Auditor.
- XII. September**
- a. Monthly or semi-monthly meeting of all standing committees
 - b. Annual Chairpersons Report is presented to the Commission for feedback.
 - c. Commissioners attend the public budget hearing and report to the Commission.
 - i. As considered necessary the Commission may elect to have additional meetings in the months of August/September to stay current with the happenings of the budget.