



**CHARTER REVISION COMMISSION
OF THE CONSOLIDATED CITY OF JACKSONVILLE
2019-2020**

- FINAL REPORT -
MAY 29, 2020

COMMISSIONERS

Lindsey Brock, Chair
Ann-Marie Knight, Vice Chair

Jessica Baker
Frank Denton
William "W.C." Gentry
Charles Griggs
Chris Hagan
Nick Howland
Heidi Jameson
Emily Lisska
Nelson McCoy
Celestine Mills
Betzy Santiago
Honorable Matt Schellenberg
Honorable Ronald Swanson

STAFF

Cheryl Brown, Council Secretary/Director, Office of City Council
Jeff Clements, Chief of Research, Office of City Council
Anthony James Baltiero, Research Assistant, Office of City Council
Paige Johnston, Chief of Legislative Affairs, Office of General Counsel
Jessica Matthews, Chief of Legislative Services, Office of City Council

TABLE OF CONTENTS

FINAL REPORT	3
Urban Services District Committee	5
Government Structure and Preserving Institutional Knowledge Committee	14
Size of City Council.....	14
At-large Council Members	15
City Council Term Limits.....	15
Ranked Choice Voting	16
Non-partisan Elections.....	17
Timing of Local Elections.....	18
Citywide Strategic Planning Committee	21
MISCELLANEOUS OTHER RECOMMENDATIONS	29
Future Charter Revision Commissions.....	29
Office of General Counsel	31
Duval County School Board.....	31
Jacksonville Electric Authority.....	32
Emergency Procedures for Government Functions	32
CONCLUSION	33
APPENDIX – URBAN SERVICES DISTRICT COMMITTEE REPORT	34
APPENDIX – GOVERNMENT STRUCTURE AND PRESERVING INSTITUTIONAL KNOWLEDGE COMMITTEE REPORT	48
APPENDIX – CITY-WIDE STRATEGIC PLANNING COMMITTEE REPORT	61

CHARTER REVISION COMMISSION
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The current process regarding the Charter Revision Commission was created pursuant to the requirement of Ordinance 2004-584-E, codified in Chapter 17 of the Ordinance Code, which provides that the Commission “shall be appointed during the month of May, 2009, and shall thereafter be reappointed every ten years during the month of May in the year prior to the taking of the U.S. decennial census.” The Commission is mandated to present its recommendations for amendments to the City Charter to the City Council and the Duval Legislative Delegation within eight months from the date of its first meeting. Council President Aaron Bowman filed the legislation to appoint the current membership of the Charter Revision Commission in May of 2019 and the resolutions were approved in June. The Commission held its first organizational meeting on July 31st. The group met bi-weekly and then weekly through the months of August, September and October, then met on a monthly basis following the establishment of three topic area committees.

The Commission began its work in its initial meetings by soliciting topic ideas from its membership and from the general public on issues believed to be worthy of study by the group and the development of potential recommendations for charter changes. Public input was invited at a town hall meeting and via a dedicated Charter Revision Commission e-mail address. The commission heard presentations from the following invited speakers, among others:

Former General Counsel Rick Mullaney	Former Mayor John Delaney
Former Charter Revision Commission Chair Wyman Duggan	Property Appraiser and former City Council member Jerry Holland
Former CFO Mike Weinstein	Baptist Health Vice President Audrey Moran
School Superintendent Dr. Diana Greene	School Board Chair Lori Hershey
City Ethics Officer Carla Miller	Council Auditor Kyle Billy
City Inspector General Lisa Green	Former mayoral Chief of Staff Chris Hand
Tax Collector Jim Overton	Sheriff Mike Williams
State Rep. and former School Board member Jason Fischer	Retired President of the Jesse Ball DuPont Fund Dr. Sherry Magill
UF Health-Jacksonville CEO Dr. Leon Haley	

Several dozen topics were suggested in total which the Chairman and the commission members grouped into 9 broad headings of closely related issues. A tenth category was created containing miscellaneous items and topics that did not obviously fall under one of the other headings. The 10 headings are as follows:

- 1) Preserving Institutional Knowledge in Public Officials
- 2) Office of General Counsel
- 3) Revive Urban Services District
- 4) Dedicated Funding for the Health Department

- 5) Duval County School Board
- 6) Ethics
- 7) City-Wide Strategic Planning
- 8) Government Structure
- 9) State Uniform Judicial System
- 10) Miscellaneous Topics

The commissioners determined that three committees, each with one-third of the commission membership, would be created to investigate the three top-ranked topic areas. After a thorough discussion of the topics and some re-grouping of items within the headings, the group voted on the following top priorities: reviving an urban services district; government structure and preserving institutional knowledge (combining topics #1 and #8); and city-wide strategic planning. Chairman Brock volunteered to review and make recommendations on the “one-off” items in the tenth “miscellaneous” category. The group engaged in considerable discussion about whether to appoint a committee on General Counsel issues, to assign General Counsel issues to one of the three committees, or to not discuss General Counsel issues because it was not ranked as one of the top three issues by vote of the commissioners. A decision was made to permit committees to address the Office of General Counsel if it was found by them to be relevant to the committee’s assigned topic. Similar discussions were had regarding whether to address issues related to the Duval County School Board; however, given the then-pending litigation between the School Board and the City of Jacksonville, which included issues related to the scope and authority of the General Counsel, the commission decided to not address School Board issues.

The three committees met on a weekly or bi-weekly basis from November 2019 through February 2020 to explore their issues, hearing from invited speakers, reviewing documents, requesting research from City staff, contacting other jurisdictions, and otherwise examining topics of interest to develop potential charter amendments. Throughout the process the group consistently focused on identifying and exploring topics that properly belong in the City Charter. Numerous other items of interest were identified but not discussed because they were deemed to be policy issues or Ordinance Code matters, not belonging in the Charter. The following is the final report of the commission, which was delayed in its submission due to municipally mandated shutdown caused by the COVID-19 pandemic. The individual committee reports are appended.

Urban Services District Committee

Discussion and Findings

The Urban Services District Committee, composed of Commissioners Ann-Marie Knight (Chair), Frank Denton, Charles Griggs and Celestine Mills, began its work by assembling and reviewing considerable data about disparities between the “urban core” area (initially defined as the pre-consolidation City of Jacksonville) and the remainder of the county on a wide variety of measures, ranging from income and unemployment to health and school performance to infrastructure and overall quality of life. The committee found evidence of profound disparities in all of these measures persisting over the course of the five decades since the City of Jacksonville and Duval County consolidated in 1968, with the urban core area trailing the rest of the county in almost every measure. The committee learned that in the early years of consolidation, Urban Services District 1 (the pre-consolidation City of Jacksonville) paid a slightly higher millage rate than the rest of the General Services District (the remainder of the county) because it received a higher level of urban services (primarily street sweeping and weekly curbside garbage service) and because that district was still paying off some bonds issued by the pre-consolidation city. When the bonds were paid off in the early 1990s and traditional urban services had been extended into the former county area, Urban Services District 1 and its millage differential was discontinued.

The committee attempted to investigate the “unfulfilled promises of consolidation” by examining evidence of differential levels of service provision in the urban core versus the remainder of the county. The committee found no evidence of written documentation of the “promises of consolidation” but heard considerable testimony from multiple speakers that the consolidation referendum was promoted to county residents in part on the promise that city services (such as street lights, curb and gutter, piped drainage, municipal water and sewer service, libraries, police and fire services, etc.) would be extended citywide, and that no area would be taxed for such services until such services were actually provided to that area. The committee reviewed expenditures from the budgets of the early years of consolidation (1968 to 1971) which showed that the consolidated city was, in fact, extending urban services past the former city boundaries to the county area. Mayor Hans Tanzler, the first mayor of the consolidated government, highlighted these service extensions in his first several budget messages to the City Council, but also noted the magnitude of the needs and the difficulty of finding sufficient funding to address all those needs. This was particularly the case with regard to the city’s huge water and sewer needs. Estimates of the cost of replacing all septic tanks in the county ran into the hundreds of millions of dollars, while only tens of millions could be cobbled together over the first few years of consolidation from local, state and federal sources for sewage treatment plants and sewer line extensions. The Urban Services District Committee scheduled town meetings within areas of the original Urban Services District 1 and held meetings on January 30, 2020 (at the Legends Community Center) and on February 18, 2020 (at Highlands Middle School) to hear directly from and take input from those most impacted. The Urban Services District Committee was struck during its town hall meetings by the degree of anger and despair expressed by citizens at the extent of the disparities in living conditions from one part of the city to another, at the failure of generations of elected political leaders to address the situation, and by the citizens’ expressions of hopelessness that anything would ever change in Jacksonville.

The committee determined that the best method to remedy the persistent disparities in multiple measures was to amend the City Charter to create an Urban Core Development Authority (UCDA) as a vehicle to provide laser-focused attention to the needs of the area and to coordinate the variety of public and private development efforts already underway and to advocate for additional funding and service provision in the area. The committee initially discussed using the Health Department's Health Zone 1 (comprised of zip codes 32202, 32204, 32206, 32208, 32209, and 32254) as the definition of the "urban core" because relevant comparative data is collected by the Health Department for that geography and because it comprises the most disadvantaged portions of the pre-consolidation city (by excluding the San Marco, Riverside, Avondale and Ortega areas). Later in its deliberations the committee decided to adjust the boundaries to exclude the jurisdiction of the Downtown Investment Authority (much of zip code 32202) since it already has an entity dedicated to its redevelopment, to exclude the Brooklyn/Five Points area southwest of Interstate 95 because of its level of already successful redevelopment, and to expand the zone to the north and west out to Interstate 295, excluding a primarily industrial area bounded by I-295, New Kings Road and Pritchard Road.

The UCDA would be tasked with developing and implementing a master plan for the area and coordinating public and private resources to attack the poverty and socioeconomic and other disparities in the urban core. The UCDA would be governed by a board of directors appointed by the Mayor and confirmed by City Council, which would have the power to hire an executive director and staff. Mirroring the model of the Downtown Investment Authority's powers and duties, it would oversee the development of the master plan; negotiate and approve economic development agreements; receive, dispose of and bond authorized revenues; establish, operate, license and lease public facilities within the district; acquire, manage, lease, operate and sell property; prepare reports, plans and studies for redevelopment; and create an incentive-based approach for urban core redevelopment, subject to certain City Council approvals. The committee proposes that the UCDA be funded with a General Fund appropriation for operating expenses (similar to the Downtown Investment Authority) and that project expenditures be funded via a combination of tax increment funds generated from the creation of a Community Redevelopment Area, allocations from the City's Capital Improvement Program (CIP), and potentially a millage rate applied to the district (which may require a change in current state law to establish). Other funding sources suggested to the committee include Community Benefit Agreements (agreements between a developer and community organizations, which would not be public funds), private philanthropy, and potentially an increase in the JEA franchise fee for certain infrastructure improvements.

After presentation of the committee's report, other commissioners joined with the committee members to discuss proposed charter language based upon the framework of Chapter 55 of the Ordinance Code related to the Downtown Investment Authority. The commission discussed with the Office of General Counsel the relevancy of Article 20 in the charter related to the former Downtown Development Authority. The conclusion was that the language is likely irrelevant given that the functions of that authority now fall under Chapter 55 of the Ordinance Code.

Recommendation

The recommendation of the commission is for the following language to be added to the Charter, and potentially to have this language replace the existing outdated Article 20 of the Charter.

Proposed Charter Language

ARTICLE URBAN CORE DEVELOPMENT AUTHORITY

Section .01. Authority created; purpose.

- (a) Purpose. There is hereby created and established the Urban Core Development Authority (“UCDA”) of the Consolidated City of Jacksonville which shall provide a singular focus on the infrastructure, governmental service needs and economic development of the Urban Core area; establish and implement a master plan and coordinate public and private resources to address and resolve the poverty, socioeconomic and other disparities of the Urban Core area; collect data and undertake research as necessary to establish benchmarks against which progress can be monitored and measured; provide leadership and work collaboratively with other governmental agencies, departments, nonprofit organizations and community groups to provide the cohesive engagement necessary to address the multifaceted issues and deficits of the Urban Core area; and seek, apply and administer the resources and assets necessary to empower the citizens of the Urban Core area in redeveloping and improving their community in order that it may become a healthy and viable participant in the growth and prosperity of the City of Jacksonville. The UCDA shall assure the promises of consolidation to the Urban Core area are finally met; establish short term and long term goals and performance expectations which shall be regularly evaluated and reported to the public; and shall assure implementation of initiatives that provide maximum benefits to the community and the health, welfare and economic prosperity of its residents.
- (b) Authority created. The UCDA shall be the sole development and community redevelopment agency for the Urban Core area, as defined by Section .03, Charter, for the City of Jacksonville pursuant to F.S. Ch. 163, Pt. III, as amended, and shall also act, within the boundaries of the Urban Core, as the public economic development agency as defined in F.S. §288.075, assigned to promote the health, safety, welfare and economic business interests in the Urban Core area.

Section .02. Findings.

In 1968, the newly formed Consolidated City of Jacksonville covenanted with its citizens that the Consolidated City would furnish governmental services throughout the community, including childcare, fire protection, health, hospital, library, police protection, recreation and parks, and welfare services. (Charter, Section 2.04) In addition, special consideration was given to the area which had constituted the original city of Jacksonville, “the first urban services district.” In addition to streets and highways and other general services, the Consolidated City promised to provide “water supply, sanitary sewers,

street lighting, street cleaning, and garbage and refuse collection.” (Charter, Section 2.05) As stated in the 1966 Blueprint for Improvement of the City of Jacksonville:

“If we are to prosper as an economic area, as a community of the future, as individuals in pursuit of our goals in life, we must insure that our core city is viable and able to speak to the world as a living testimony of our accomplishments. To settle for anything less will inevitably lead to the compounding of our community problems and the infliction of further personal hardships on our citizens as individuals.”

However, as found by the Task Force on Consolidated Government in its 2014 *Blueprint for Improvement II*, and notwithstanding the promises of Consolidation and the guarantees of the Charter, “Yet, many neighborhoods [of the Urban Core] still do not have basic public services, such as city water and sewer services, paved roads, and functioning storm water systems, and a renewed commitment to the promise of fundamental government services for all is in order.”

- (a) Some 50 years after the citizens of Jacksonville voted for consolidation, and after the residents of the Urban Core were promised they would receive essential services to “insure that our core city is viable and able to speak to the world as a living testimony of our accomplishments,” the Urban Core of the Consolidated City and, in particular, the northwest area of Duval County, continue to have miles of unpaved roads, nonexistent or poorly maintained sidewalks, many homes and businesses without water lines or city sewer services, deteriorating storm sewers and sanitary sewers and a lack of basic city services and infrastructure. Without needed infrastructure and services, economic development has stagnated and as portended by the 1966 Blueprint, this has “inevitably led to a compounding of our community problems and infliction of further personal hardships on our citizens as individuals.”
- (b) The Urban Core largely correlates to what is referred to by the Florida Department of Health as Health Zone 1. The data show that the decades of socioeconomic and health and welfare deficits in the Urban Core are incompatible with minimum standards of living for a modern, first world city. This area of Duval County, which includes northwest Jacksonville, has the lowest rates of education, employment and real estate values, the greatest health and infrastructure disparities and the highest crime of any other area. Approximately twice as many residents of Health Zone 1 live below the poverty line than residents of other areas of the county; the unemployment rate is nearly double and the median household income is approximately 40% less than the county as a whole; and residents of Health Zone 1 live 6 years less than their fellow citizens living in other areas of Duval County. The deprivation, poverty and failure of basic health services to the residents of the Urban Core is reflected in the infant mortality rate, a primary indicium of basic health and welfare of a community and its quality of life. A child born to a mother living in Health Zone 1 has a 40% higher likelihood of infant mortality than a child born to a mother living outside Health Zone 1. The infant mortality rate in Health Zone 1 not only leads Duval County, but is one of the highest in the State of Florida, and the nation. Not surprisingly, given the deep poverty and socioeconomic and health deficits in Health Zone 1, this area of Duval County has the highest crime rate and is a major contributor to Duval County leading the state of Florida year after year in homicides per capita.
- (c) Given the generational poverty and longstanding disparities in education, health, economic opportunity and infrastructure that define the Urban Core when compared to the rest of Jacksonville:

- (i) The 2019-2020 Charter Revision Commission finds that the Urban Core and Health Zone 1 have not received the basic water, sewer, street and other infrastructure services and capital investment which are essential to economic development and the health and welfare of a community; nor have they received the minimum governmental services and socioeconomic support expected of a modern, progressive government and essential to an acceptable quality of life.
- (ii) The 2019-2020 Charter Revision Commission finds that the substantial disparity in the health, safety and economic development of Zone 1, as compared to other areas and communities of Duval County, has existed for decades and is a major contributor to the generational poverty, crime, unemployment and poor health besetting many residents of this area.
- (iii) The 2019-2020 Charter Revision Commission finds that the City of Jacksonville cannot achieve the rightful expectations of its citizenry or fulfill its potential unless there is reasonable equality of services, economic development opportunities and quality education, health and welfare shared by all Duval County residents and that to achieve that goal, it is necessary and proper that an Urban Core Development Authority be created to focus the necessary attention and resources on the Urban Core as defined herein, and assure comparable services and opportunities are available to all areas of the Consolidated City of Jacksonville.
- (iv) The 2019-2020 Charter Revision Commission finds that there is a sense of hopelessness, frustration and a longstanding and strong belief of area residents, which are predominantly African American, that the City has ignored its responsibilities to their community and the promises of consolidation.

Section .03. Boundaries of Urban Core Area.

For the purposes of this Article, the boundary of the Urban Core area shall be described as follows: beginning at the St. Johns River and west along the Arlington Expressway, continuing west on State Street, north on Jefferson Street, west on 4th Street, south on N Davis Street, west on State Street to I-95, south on I-95 to I-10 West, I-10 West to I-295 North, I-295 North to Pritchard Road, east on Pritchard Road to Old Kings Road, north on Old Kings Road to I-295 North, I-295 North to the Trout River, following the Trout River to where it meets the St. Johns River, following the St. Johns River south to the Arlington Expressway.

Section .04. Definitions.

The following terms shall have the meaning ascribed to them in this Chapter unless the context shall clearly require otherwise:

- (a) Authority means the Urban Core Development Authority (“UCDA”).
- (b) Board means the governing body of the UCDA selected as herein provided.

- (c) CEO means the chief executive officer of the Authority selected by the Board as herein provided.
- (d) City means the consolidated City of Jacksonville.
- (e) Council means the City Council for the consolidated City of Jacksonville.
- (f) Program shall mean any loan, grant, and incentives established by the Authority.
- (g) Urban Core area means the lands described within the boundary of the UCDA Boundary Map.
- (h) Urban Core Project means any development, improvement, property, utility, development or redevelopment facility, road, sidewalk, enterprise, service, or convenience, including, without limitation, buildings, public transportation facilities and services, now existing or hereafter undertaken or established, that under the provisions of this Article the Authority or any person or public body on behalf of the Authority is authorized to construct, acquire, undertake, or furnish for its own use or for the use of any other person, firm, or corporation owning, leasing, or otherwise using the same, for any profit or nonprofit purpose or activity, and shall include, without limitation, such repairs, replacements, additions, extensions, and betterments of and to any project as may be deemed necessary or desirable by the Board to place or to maintain such project in proper condition for the safe, efficient, and economic operation thereof.

Section .05. Urban Core Development Authority Board.

- (a) Establishment. There is hereby established a Board to be known as the Urban Core Development Authority Board (hereinafter known as the "UCDA Board" or "Board") to act as the governing body for the Urban Core Development Authority.
- (b) Board Membership; term of office and appointment; removal; vacancies; office-holding.
 - (i) Board Membership. The Board shall consist of nine members, five to be appointed by the Mayor and confirmed by Council and four to be appointed by the Council President and confirmed by Council. Of the four appointed by the Council President, two shall be residents of or have substantial business interests within the boundaries of the UCDA. Of the five appointed by the Mayor, two shall be residents of or have substantial business interests within the boundaries of the UCDA. The remaining five members shall fulfill one of the following categories without duplication: an urban planner, a practicing attorney, a civil engineer, a member of the banking and finance industry, a person with business management experience, a person with an economics background, a person with an education background, a person with a social sciences background, or a person with a health background. The Board Members shall be Duval County residents. Notwithstanding anything contained herein to the contrary, in the event that a Board Member's category changes for any reason during their term, said Board Member shall continue to be a qualified Board Member for purposes of their category for the duration of their term so long as they continue to meet one of the other listed qualifying categories set forth herein. Said Board Member shall, immediately upon or prior to such change in qualifying category provide written notice stating the change in category with which (and effective date of same) and identify the listed category with which they will continue to qualify and serve by providing such written notice to: (i) the Chair and the CEO of the UCDA; (ii) the Mayor and

the Council President; and (iii) the Legislative Services Division (for filing in that Board Member's resolution file). Nothing stated herein shall limit or restrict the removal, vacancy or other qualification requirements as set forth in the Ordinance Code.

- (ii) *Term of office and appointment.* Members shall be appointed for four-year staggered terms, expiring on June 30 of the subject term. Of the initial appointments, three members shall serve for four-year full first terms, three members shall serve three-year staggered terms, and two members shall serve for two-year staggered terms. No member shall serve for more than two consecutive full terms; but appointments to fill vacancies for partial terms (less than 50 percent of a full term) and initial appointments under the preceding sentence serving a term that is for three or less years shall not be deemed to be full terms.
 - (iii) *Removal.* Members appointed by the Mayor shall serve at the pleasure of the Mayor and may be removed at any time by the Mayor with Council approval. Members appointed by the Council shall serve at the pleasure of the Council and may be removed at any time at the pleasure of the Council.
 - (iv) *Vacancy.* A Board member's term shall automatically expire and his or her office shall be deemed vacant for purposes of appointment of a new member if, while in office, he or she ceases to be qualified for membership under the provisions of (b)(1) herein or any other laws or regulations.
 - (v) *Office-holding.* The Board membership shall be considered an office and limited by the office holding provisions as provided for under the Florida Constitution. No Board Member shall be eligible to serve as a member of the Board while holding other office or being an employee of the City. All Board Members shall be required to take an oath of office required by the City Officials and found in Chapter 2 (Oaths), Section 2.101 (Oaths of public officials), Ordinance Code.
- (c) *Organization and proceedings*
- (i) *Officers.* The Mayor shall appoint the initial Chair of the Board from among its members to serve for a one-year term commencing on July 1. Thereafter, such Chair shall be appointed by a majority vote of the Board to serve for a one-year term, commencing on July 1 of each year. The Board may appoint other members of its body to serve in other roles and perform such other duties as may be delegated to that person by the Board from time to time or established in the Board Bylaws or Rules.
 - (ii) *Rules of procedure.* The Board shall establish rules of procedure necessary to its governing and the conduct of its affairs, consistent with the applicable provisions of the Ordinance Code.
 - (iii) *Meetings.* The Board shall hold at least one regular meeting every three months, and such additional meetings as may be needed from time to time. Special meetings may be held when called in the manner provided in the rules of the Board and in accordance with applicable laws. All meetings of the Board shall be open to the public and compliant with the Sunshine Act under F.S. Ch. 286, as amended from time to time.
 - (iv) *Voting; quorum.* All decisions and recommendations of the Board shall require a concurring

vote of a majority of the members present and voting. Five members shall constitute a quorum. Tie votes shall result in the subject agenda item being continued to the next meeting of the Board.

- (v) Notice. Notice of meetings shall be posted three business days in advance (1) in writing in the lobby of City Hall, (2) on the City's on-line web calendar located at www.coj.net (3) electronically in a prominent location on the UCDA website, and (4) electronically by emailing notice on the "CITYC" emailing system. No other advertisement or notification is required, except as may be required otherwise pursuant to the *Ordinance Code* or *Florida Statutes*.
- (vi) Compensation. Board members shall serve without compensation, pension or retirement benefits; however, they may be reimbursed for travel and other expenses as allowed by the *Ordinance Code*.
- (vii) Compliance. The Board shall be subject to the provisions of Chapter 50, (Organization of Boards and Commissions), *Ordinance Code*, except as may be otherwise set forth in this Article.

Section .06. Powers and duties.

- (a) The Board shall have the following powers and duties, subject to appropriated funds, within the Urban Core:
 - (i) Appoint a Chief Executive Officer ("CEO"), prescribe his or her duties, and fix his or her compensation which shall be paid from funds available to the Authority in the same manner as City Employees are paid. Qualifications of the CEO position shall include a background in urban core redevelopment or similar capacity with an understanding of the relationships among socioeconomic factors such as health, education, crime, environment, poverty, community and family issues. A minimum of five years of progressively responsible experience in the above field, at least four of which should be in supervisory or consulting roles, or an equivalent of training and experience is required. The candidate must be in possession of a bachelor's degree or higher from an accredited college or university, with a strong preference for a master's degree. Such CEO shall have the authority to, subject to available funding, appoint, employ and/or remove such additional staff as is deemed necessary for the activities of the office. All employment matters shall be handled in accordance with City Human Resource policies and requirements, and with assistance from the City's Employee Services Department.
 - (ii) Negotiate and approve economic development agreements without further City Council approval provided they meet pre-approved standards and forms.
 - (iii) Develop and interpret an Urban Core master plan and approve urban core development and redevelopment.
 - (iv) Receive, dispose of, and bond authorized revenues.
 - (v) Establish, operate, license and lease public facilities within the defined Urban Core.

- (vi) Acquire, manage, lease, operate and sell property.
- (vii) Prepare reports, plans, studies and proposals for Urban Core redevelopment, among other powers, subject to certain City Council approvals.
- (viii) Create an incentive-based approach for certification/approval of projects. If a developer/project moved forward without the support of the UCDA, the Authority could express its concerns to the City Council as appropriate.
- (ix) Develop a longitudinal master plan to strategically and collaboratively set priorities for the Urban Core's greatest needs, in additional to five year action plans.
- (x) Produce an annual report on progress toward specific goals in the master plan.

Section .07. Funding and Operations.

- (a) Project and Program Funding. The Authority may fund Urban Core Projects, CRA Projects, and Programs included in any community redevelopment plan from the applicable CRA Trust Fund. Additionally, Urban Core Projects, CRA Projects, and Programs may be funded from the Authority's approved annual budget or by separate City Council appropriation ordinance.
- (b) Approval of budget. The fiscal year of the Authority shall commence on October 1 of each year and end on the following September 30. The Authority shall prepare and submit its budget to the Mayor in the manner provided in Section 106.204(c), Ordinance Code.

Government Structure and Preserving Institutional Knowledge Committee

Discussion and Findings

This committee, composed of Commissioners Ronald Swanson (Chair), Jessica Baker, Heidi Jameson, Nelson McCoy and Matt Schellenberg, studied a number of topics relating to the size and composition of the City Council and several election-related issues. The specific topics were: appropriate size of the City Council (is 19 members too large or too small); the role of and need for the 5 at-large council members; City Council term limits; ranked-choice voting; non-partisan elections; and moving City elections from spring to fall.

Size of City Council

Testimony regarding the history of consolidation revealed that the number of City Council members was actually a compromise made in order to successfully advance consolidation. The compromise was political in nature because it was believed that neither set of political representatives would support eliminating their own positions through the consolidation action. Instead the compromise would see the new Consolidated City of Jacksonville having 19 members (14 district and 5 at-large) which would represent the previous City Council, City Commission and County Commission members combined into one new City Council. On the subject of the appropriate size of the City Council, the committee heard testimony from several speakers who felt that the council was too large at 19 members to be an efficient legislative body, although specific reasoning or examples of inefficiency were not provided. The committee received research from staff showing that Jacksonville's council size is not out of line with other comparable consolidated city/county government (Nashville – 26 members; Indianapolis – 26 members; Louisville – 40 members; Denver – 13 members). The group discussed the fact that as Jacksonville's population has grown substantially in the 50+ years since consolidation, the number of residents represented by a district council member has increased from approximately 25,000 to nearly 67,000, substantially increasing the workload of those representatives. The workload generated by the increased number of citizens is somewhat mediated by the fact that improvements in communications methods and technology over the past 50 years (the advent of email, text messaging, smartphone apps, the creation of a City web site, the creation of the 630-CITY information/complaint/service request line, etc.) now allow citizens to self-report service issues and research information on their own in many cases without the need for assistance by council members or their personal staff.

Recommendation

The committee concluded that 19 members is an appropriate size for the council representing a city the size of Jacksonville and made no recommendation for a Charter change on this subject.

At-large Council Members

Regarding the role of and the rationale for the at-large council members, the committee heard a wide variety of opinions. Some speakers advocated for converting the at-large members into district representatives to deal with the increasing workload caused by population growth as discussed above, thereby reducing the number of citizens represented by each council member from the current 67,000 to 50,000. Others felt that the at-large members were not really justified, not having any specifically delineated role or function, and not having the same constituent service expectations that apply to the district council members. Questions were also raised about the representativeness of those at-large members and the costs of running for election to a citywide seat. Research presented to the committee indicated very little difference in the voting patterns of district and at-large council members on a wide variety of issues. Conversely, other speakers felt that the at-large members served useful functions in providing a less parochial viewpoint on some matters than district council members (particularly when it comes to dividing up limited budgetary resources to meet varying service needs citywide) and in providing citizens with 6 access points to the legislative branch (their district representative and the 5 at-large council members) rather than just one as would be the case in an all-district system. There was some sentiment that the at-large members, not having so many district-specific demands, would theoretically have the time and freedom to tackle “big picture” policy items. A suggestion was made that a mechanism could be created to assign each of the at-large members a specific issue area or topic in which they would become subject matter experts during their time on the council.

Recommendation

The committee concluded that the benefits for keeping at-large council members outweighed the arguments against at-large members, and therefore made no recommendation for a Charter change on this subject. Additionally, the committee determined that it was best left to individual council members to decide what policy issues to address and to not mandate designated responsibilities to the at-large members.

City Council Term Limits

The topic of extending or removing term limits for City Council members generated considerable discussion and a variety of viewpoints. The committee heard a variety of arguments both for and against term limits in general and the current 2-term limit in particular. Former City Council Member and Chair of the 2014 Task Force on Consolidated Government Lori Boyer appeared before the committee and presented four arguments in favor of extending term limits that the Task Force found persuasive: 1) officials are better able to fully execute a long-term vision for the city when they have more than 8 years to pursue the vision; 2) longer terms will allow for continuity among officials in relation to City projects; 3) other cities that have long-serving mayors have experienced tremendous growth; and 4) Jacksonville lags behind other cities when it comes to leadership in statewide organizations because its officials are not in office long enough to be elected to leadership positions in organizations such as the Florida Association of Counties or the Florida League of Cities. The Task Force on Consolidated Government recommended that term limits for city council members be extended to 3 consecutive 4-year terms while keeping the mayor at 2 consecutive terms. This was to keep continuity with different visions and keep city council involved on administration projects.

Former City Council member and Supervisor of Elections and current Property Appraiser Jerry Holland advocated to the Commission for longer terms for the ministerial constitutional officers (Property Appraiser, Supervisor of Elections, Tax Collector, Clerk of the Courts), explaining that these positions are administrative in nature and the incumbents could better serve the public if they held office for longer terms. He likened the current term limits to bringing in a new CEO of a business every 4 or 8 years, losing their experience just as they are beginning to grow into the job and starting over with a new leader who has to be trained by the organization's staff on how the entity operates.

Committee members had a variety of perspectives on whether term limits are a good or bad idea, whether they artificially restrict voters from choosing the representative of their choice, whether they hinder long-term planning and implementation, whether they tip the balance of power in favor of the long-serving permanent employees of the executive branch in relation to the relatively short-time officials in the legislative branch, and whether they help the legislative process by regularly bringing in new ideas, perspectives and fresh enthusiasm to the council and by limiting the terms of council members who may be ineffective, unresponsive or otherwise unfit for duty.

Recommendation

The committee concluded that the effectiveness of the City Council would be improved by the opportunity for longer service by council members, and recommended that the Charter be amended to extend the City Council's term limit from 2 to 3 consecutive four-year terms, beginning with the council members elected in 2031 so that no currently serving council member's term (even if they are re-elected in 2027) would be extended by the change in term limits. The committee recommended that the 2-term limits remain unchanged for the mayor and the constitutional officers.

The commission did not adopt the committee's recommendation. The committee's proposed Charter amendment failed by a vote of 3-6. The commission makes no recommendation with regard to extension of term limits.

Ranked Choice Voting

The committee heard testimony from a local interest group that advocates for the use of ranked choice voting as an alternative to the first and second elections currently used in Jacksonville. Ranked choice voting is an electoral system that allows people to vote for multiple candidates in their order of preference. When filling out a ballot, the voter ranks all of the candidates for an office (or as many as they may choose) in their order of preference. If a particular candidate then garners a majority of first-choice votes (more than 50%), that candidate wins outright. If no candidate gets a majority of first-choice votes, then a new counting procedure begins. The candidate who had the fewest number of votes in the first count is eliminated and that candidate's voters' ballots are redistributed to their second choice pick. That process continues until there is a candidate who has a majority of votes. The system is used in several foreign countries (Australia, New Zealand), and in several U.S. states (Maine, New York, Alaska, Hawaii, Kansas, Wyoming) and cities (San Francisco, Minneapolis, Cambridge MA). The proponents of the system argue that it is less costly than holding two rounds of elections (a primary and a general election, or Jacksonville's first and second unitary elections), that it resolves elections more quickly (no second round of runoff voting is required at a later date), that it eliminates the

problem of reduced voter turnout for second rounds of voting (especially when few races remain to be decided) and that it may improve the election process by encouraging candidates to adopt platforms and to campaign in ways that appeal to a wide variety of voters in hopes of being at least their second choice behind their preferred candidate. The reasoning is that voters may be offered better choices if candidates choose to try and broaden their campaigns and expand their appeal beyond a particular core of narrowly focused voters.

Ranked choice voting was adopted by voters in Sarasota County in 2007 as part of a package of election reforms, but has never been implemented because the Florida Secretary of State ruled that “Our assessment at the Department of State is that [ranked choice voting] doesn’t comply with state and constitutional provisions that govern elections in our state.” The group that advocated for its adoption in Jacksonville argues that the city is uniquely situated in that its Charter has been approved by special act of the Florida Legislature and that Jacksonville has more latitude than other Florida jurisdictions to deviate from state election regulations with regard to its purely local elections.

Recommendation

The committee concluded that it is premature to make a recommendation concerning ranked choice voting without further in-depth review and testimony from Jacksonville voters, elected officials, and other stakeholders in municipal elections, and therefore made no recommendation for a Charter amendment on this subject.

Non-partisan Elections

The committee considered whether non-partisan local elections might help to improve voter turnout by encouraging third party and No Party Affiliation voters to participate in local elections. The committee took note of the fact that neither the 2009 Charter Revision Commission nor the 2014 Task Force on Consolidated Government made any recommendation with regard to non-partisan elections. The fact that Jacksonville already operates with a unitary election system may already address the primary concern. The system was adopted by voter referendum in November 1992 by a favorable vote of 73% to 27%. The unitary election system is unique in that it allows for all registered voters to participate in local elections, regardless of party affiliation. The unitary elections are open to all voters and there is no closed primary. The voters can vote in all the races relevant to them based on where they live. The First Unitary Election allows for all candidates on the same ballot. If a candidate gets 50% plus one of the votes, then there is no second election for that office. If no candidate gets 50% plus one, then the top two vote getters advance to the General Unitary Election where the winner will be decided. Our unitary election system thus allows for more voter participation because voters are not limited to a party-specific ballot.

The committee discussed whether an indication of the candidate’s party affiliation should continue to be allowed on the ballot. It was decided that allowing for party affiliation on a ballot could be a useful piece of information for voters for whom that is an important consideration. Voter registration information is a matter of public record in Florida. Because this information is available to the public, voters can take the additional steps needed to see a candidate’s party affiliation. Non-partisan candidates have also noted that voters will ask them for their party affiliation and are interested to

know that information. Moving toward non-partisan elections might eliminate an important indicator for voters to use to gauge their support for a candidate.

Recommendation

The committee concluded that Jacksonville's unitary election system has increased voter participation and addresses the issue raised by many non-partisan election supporters by allowing all voters to participate in City elections. The committee therefore made no recommendation for a Charter amendment on this subject.

Timing of Local Elections

The committee considered two main reasons for potentially moving City elections from the spring to the fall of the year. First, it would make for more effective government when it comes to adopting the city's annual budget. With fall elections, newly elected officials (mayor and city council) would be sworn into office on the first of January and therefore not have the operational challenges that the new mayor and council members currently face when they take office in July and are immediately confronted with the proposed budget for the next fiscal year. Currently the budget is required by the Ordinance Code to be presented to the City Council by the Mayor on July 15th, yet the new mayor and council have just been sworn in on July 1st. This creates a hardship every four years for newly elected officials as they have no time to deal with or understand the budget process before it is upon them. The budget process begins in March and April of each year with departmental budget requests being compiled by the Budget Office into a draft document for consideration by the Mayor's Budget Review Committee (MBRC). The MBRC reviews the draft budget at noticed meetings in May and June and prepares it for introduction in July. During an election year the new mayor has roughly 45 days to put his/her stamp on the budget after the certification of the election, mainly in the MBRC hearing process in June, which is still run by the outgoing administration but is attended by the new administration's transition team. New council members attend the mayor's budget presentation and receive a multi-billion dollar budget only 15 days after being sworn into office. The budget is reviewed by the Council in August and September and must be adopted prior to the beginning of the fiscal year on October 1st. Changing the election date to the fall, with elected officials being sworn in the first of January, would result in greater opportunity for newly elected officials to become acclimated to the office as well as the budget process before beginning this very crucial task.

The second reason for moving local elections to the fall of an "off" year (the year between the presidential and gubernatorial elections) is to increase voter turnout and, perhaps more importantly, to keep the voters' attention on the local elections. The committee heard that voter turnout has been distressingly low in recent years. In 2019, approximately 25% of registered voters voted in the First Election in March and only 14% at the General Election in May. There may still be a turnout issue in the fall of the "off year", but the belief is that voters are used to voting in August and November, so turnout may improve in the fall, even though the election would not coincide with the presidential or gubernatorial elections. The strongest case to be made in favor of keeping the March and May elections is that voters can focus their attention exclusively on the candidates running for local offices. Since the change to the fall in the "off year" will still be a stand-alone election, this would still be the case. Voters will not be distracted by the abundance of television ads and mailers for top ticket candidates as is the

case in even-numbered years. Candidates for local office will be able to get air time on television and radio at reasonable rates and not have to pay premium costs to get on television in competition with statewide and national candidates as they would in even-numbered years. Local elections would not be buried at the bottom of long ballots, where voters may leave races un-voted or simply have no idea who the candidates are. There is also a cost to candidates running for local office because, in the even-numbered years, they would have to compete against all candidates for campaign contributions.

The committee took note of the fact that numerous proposals to change City elections from the spring to the fall have been made over the years (12 times in the last 20 years), with none ever achieving success with the City Council. One of the great sticking points throughout the years has been how to make the transition to the new schedule. Council members argued that either method – one-time shortening or lengthening of terms to shift the start of the term from July to January – was problematic. Some felt that council members would not support the change due to decreasing the length of a term, as no one would want to serve less than a full 4-year term. Others felt that lengthening the term, even by only 6 months, would put council members who voted for the change at risk in future elections to attacks by opponents who would attempt to paint them as “term limit violators” who voted to allow a term longer than 4 years. The committee felt that the best way to resolve this issue is to require that such a change would happen in 2031. This ensures that all current council members’ terms would not be impacted by this change if the council approved the recommendation by June 31st of 2023. Council members voting to approve the recommendation, even if re-elected in 2023, would leave office at the end of June 2027 and would not be affected by the extension of the terms of those officials elected in 2027, whose term end dates would be extended from June 30 to December 31 of 2031.

Recommendation

The committee concluded that the two arguments had considerable merit and recommends that that Charter be amended to provide that the City elections be moved from of the spring to the fall of the odd-numbered years between the presidential and gubernatorial elections, beginning in 2031, and that the City elected officials taking office on the first of July, 2027 shall serve terms extended by 6 months to expire on December 31, 2031. The committee also recommends that the Ordinance Code be amended to reflect this change of election dates from March and May to August and November (the general election to be held on the first Tuesday after the first Monday in November, and the first election to be held on the Tuesday 11 weeks prior to the general election).

Proposed Charter Language

Section 5.03. Terms of council members

Council members shall serve for a term of 4 years beginning on the first day of ~~July~~ January after their election, and continuing after such term until their successors are elected and qualified.

Section 6.01. Qualifications and term of office [Mayor]

... He or she shall be elected for a period of 4 years and shall assume office on the first day of ~~July~~ January following his or her election and serve until his or her successor is elected and qualified ...

Section 8.02. Qualifications, election, terms, compensation [Sheriff]

The sheriff shall be elected by the qualified electors of Duval County for a period of 4 years and shall assume office on the first day of ~~July~~ January following his or her election and serve until his or her successor is elected and qualified

Section 9.02. Qualifications, election, term [Supervisor of Elections]

He or she shall be elected for a term of 4 years and shall assume office on the first day of ~~July~~ January following his or her election

Section 10.02. Qualifications, election, term [Property Appraiser]

He or she shall be elected for a period of 4 years and shall assume office on the first day of ~~July~~ January following his or her election and serve until his or her successor is elected and qualified

Section 11.02. Qualifications, election, term [Tax Collector]

He or she shall be elected for a term of 4 years and shall assume office on the first day of ~~July~~ January following his or her election

Proposed Ordinance Code Language

Sec. 350.102. - Consolidated Government elections.

- (a) First election. A first Consolidated Government election shall be held on the ~~twelfth~~ Tuesday eleven (11) weeks prior to the general election of the year in which general Consolidated Government elections are to be held. Each candidate receiving a majority of the votes cast in each contest in a first Consolidated Government election shall be declared elected for such office. A general Consolidated Government election shall be held as provided in subsection (b) of this Section in all contests in which a candidate does not receive a majority. The candidates in the general election shall be the two candidates with the highest vote totals in the first election. In the event more than one candidate received the second highest vote total then each such candidate's name, as well as the name of the candidate with the highest vote total, shall be on the ballot.
- (b) General election. A general Consolidated Government election shall be held on the ~~eightth~~ first Tuesday after the first Monday in November of each year in which the general Consolidated Government elections are to be held, where a candidate is not elected in the first Consolidated Government election. The candidate who receives the highest number of votes cast for the office shall be declared nominated. In case two or more persons receive an equal and highest number of votes for the same office, such persons shall draw lots to determine who shall be elected to office.

Citywide Strategic Planning Committee

Discussion and Findings

The committee, composed of commissioners Betzy Santiago (Chair), W.C. Gentry, Chris Hagan, Nick Howland and Emily Lisska, based its research and discussion on the recommendation of the 2014 Task Force on Consolidated Government, which recommended that the Charter be amended to create a “Jacksonville Strategic Planning Commission 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.” That group recommended that the strategic plan be continuous, but established for a term of 10 years and recreated every 10 years to create a document “to which the government of the City, the business community, residents, and all stakeholders turn when seeking guidance regarding the future growth of the City of Jacksonville.”

The committee was persuaded by the Task Force’s finding that Jacksonville has been hampered by a history of adopting and subsequently abandoning plans and initiatives, often making changes when a new mayor and new city council members are elected who wish to advance their respective priorities rather than continue the work of predecessors. The merits of committing to and sustaining a long-term vision were discussed in the Government Structure and Preservation of Institutional Knowledge Committee in the context of considering the extension or elimination of term limits for elected officials. That committee heard that several cities without term limits have elected long-serving mayors who are largely responsible for shaping the revitalization of their cities by the continuity of their vision over the course of several decades. The committee agreed that the strategic plan should be wide-ranging and should inform and unify the actions of the City government, the Duval County Public Schools, the independent authorities and the constitutional officers.

The committee members researched the strategic planning efforts and structures in several cities and counties around the country, including Tulsa, Oklahoma, Lexington, Kentucky, San Diego, California, Austin, Texas, and Pinellas County, Florida, seeking commonalities and best practices to recommend. Common features seemed to be: a strategic planning term of 8 to 10 years; the use of a professional planning consultant to assist in the initial plan development; use of a wide variety of public input mechanisms to engage the general public in the effort; and the use of full-time staff to manage the day-to-day activities involved in implementing the plan, measuring its performance, and making progress reports on a periodic basis.

The committee spent a great deal of time debating and fine-tuning the membership of the proposed Strategic Planning Commission. There was substantial sentiment that the strategic plan should be crafted by the highest level of elected and appointed government officials (City Council members, mayors, constitutional officers, CEOs of the independent authorities) and non-governmental officials (leaders of a variety of business, educational and community organizations) to give it the greatest influence and degree of buy-in. However, that goal was constantly weighed against the impact of having all of those top officials serving on the same body and therefore subject to the requirements of the

Government in the Sunshine Law on their ability to meet and discuss matters outside of properly noticed public meetings. Sunshine Law requirements may make it difficult for these officials to conduct their normal day-to-day business, which would likely involve discussion of many items incorporated in the strategic plan, without holding noticed public meetings. There was also considerable discussion about the appropriate size and composition of the strategic planning commission. The natural tendency was to want to give members representing a wide variety of important organizations and perspectives “a seat at the table” when crafting the strategic plan, but choosing which offices, organizations and perspectives merited formal membership to the exclusion of others equally meritorious was difficult, especially in light of the practical need to keep the group to a manageable, workable size. In the end the committee decided to recommend a strategic planning commission composed of 9 public officials and a much larger Advisory Council of 25 to 30 members representing a wide array of important community organizations and perspectives.

The committee agreed with the Task Force on Consolidated Government’s recommendation that the strategic plan should be wide-ranging, including areas ranging from health and quality of life to business, transportation and government, education, neighborhoods, the St. Johns River, and more. The group took note of the fact that the 200th anniversary of Jacksonville’s founding as a city is approaching in June of 2022 and felt that would be an auspicious date to adopt a comprehensive strategic plan for the city’s future. After some debate, the group came to the consensus that, in the interests of promoting continuity across administrations, the plan term should intentionally not coincide with City election years and therefore should be for a term that would have the Strategic Planning Commission reappointed to review and revise the plan in even-numbered years. The group felt that to give the strategic plan its best chance for implementation and long-term success, the use of some professional staff and a budget allocation were necessary to provide the on-going logistical support, monitoring and reporting that should take place continuously in the years between the activation of the Strategic Planning Commission.

Recommendation

The commission recommends that a comprehensive, citywide, inclusive strategic planning process be undertaken once every ten years by an appointed Strategic Planning Commission, with the assistance of an appointed Advisory Council to provide a wide range of expertise and community perspectives to the effort.

Proposed Charter Language

Article . Strategic Planning Commission of the Consolidated City of Jacksonville

Section .01 Commission Created and Continued

There is hereby created and established a Strategic Planning Commission of the Consolidated City of Jacksonville which shall develop and monitor the progress and implementation of a Strategic Plan for the Consolidated City, its agencies, divisions and independent authorities, after seeking advice and input from citizens, community stakeholders and representatives of the city government and its departments and autonomous units. The Strategic Planning Commission is created and shall be continuing for the

purpose of assuring coordination and uniformity of vision, mission and strategic goals of the Mayor, City Council, School Board, constitutional officers, independent authorities and all other divisions and agencies of the consolidated government necessary to the implementation of major initiatives that transcend terms of office and provide maximum benefits for the health, welfare and prosperity of all citizens and sectors of the Consolidated City of Jacksonville.

Section .02 Strategic Planning Commission composition; officers; meetings

The Strategic Planning Commission shall consist of the following members:

- (a) Not to exceed five (5) at-large members of the City Council. If there are more than five (5) at-large members of the Council, the President of the City Council shall appoint five (5) members to the Commission. If there are less than five (5) at-large members, the President shall appoint such additional council members to aggregate to five (5).
- (b) Two (2) persons from the executive branch appointed by the Mayor, one (1) of whom shall be appointed by the Mayor as Chair of the Commission.
- (c) The Superintendent of Duval County Public Schools or his/her chief assistant, as designated by the Superintendent.
- (d) The Sheriff of the City of Jacksonville or his/her chief assistant, as designated by the Sheriff

Members of the Strategic Planning Commission shall not be subject to confirmation by the City Council.

Section .03 Meetings, powers and duties of the Strategic Planning Commission

- (a) The first meeting of the Strategic Planning Commission (hereinafter referred to as “the Commission”) shall be called to order by the City Council President and the Mayor of the City of Jacksonville and the Commission shall be officially recognized by the City Council and the Mayor. At that time, the City Council and Mayor may provide comments, suggestions and information which they believe are appropriate for consideration by the Commission. Thereafter, the Commission shall undertake its operations and duties.
- (b) The first order of business of the Strategic Planning Commission shall be the hiring of an Executive Director and the establishment of any rules of order, by-laws or other governing documents necessary to the operation of the Commission. At that time, the chair of the Strategic Planning Commission shall announce the appointment of any additional members of the Advisory Council; provide such direction and assistance as necessary for the Advisory Council to undertake its duties; and establish a calendar of meetings between the Advisory Council and the Strategic Planning Commission.
- (c) The Commission shall receive advice and information from the Advisory Council and conduct research and seek input and advice from the public through meetings, community conversations, surveys, outreach initiatives, pop-up events or other community engagement

opportunities to identify the critical needs and opportunities for the health, welfare and economic prosperity of all citizens of the Consolidated City of Jacksonville. Through the community outreach initiative, the Commission shall identify and assess the strengths and opportunities of the Consolidated City as well as the challenges to residents, businesses and stakeholders of Jacksonville related to the following focus areas, in addition to other areas of focus as the Commission may identify:

- (i) Compliance by the City with historical health, welfare and economic development commitments
 - (ii) Quality of life of all residents
 - (iii) Health and safety of all residents
 - (iv) Quality education
 - (v) Minority community concerns
 - (vi) Neighborhoods
 - (vii) St. Johns River and waterways, including public access
 - (viii) Business, industry and commerce
 - (ix) Health care and community health system
 - (x) Current and future infrastructure and sustainability
 - (xi) Transportation
 - (xii) Social Services
 - (xiii) Government
- (d) The initial Strategic Plan for the Consolidated City of Jacksonville shall be completed and adopted by the Strategic Planning Commission within nine (9) months of the first meeting of the Commission and, in all events, shall be adopted by the Commission no later than June 15, 2022, the 200th anniversary of the founding of the City of Jacksonville. The Strategic Plan and reports of the Commission shall be maintained on the website of the City of Jacksonville and the vision, mission and overarching goals shall be prominently communicated to the public in city publications and digital reports and websites of the agencies, departments and authorities of the Consolidated City. The Strategic Plan shall be established for a term of ten (10) years. The Commission shall continue and remain in existence for the purpose of reviewing annual

accountings from the agencies, divisions, authorities and entities of the Consolidated City of Jacksonville, reporting implementation and compliance to the City Council and the Mayor; and carrying out the duties established herein. At the conclusion of the ninth year of the Strategic Plan, the Commission shall undertake community outreach and engagement necessary to fully evaluate past implementation and performance and establish a Strategic Plan for the next ten (10) year term, and such duties and power shall continue thereafter.

- (e) The Strategic Planning Commission may establish processes and procedures for annual performance reviews of any and all divisions, agencies and entities of the Consolidated City of Jacksonville; establish performance measurements for compliance with the Strategic Plan; and may require a detailed annual compliance statement by member entities. All agencies, divisions and entities of the Consolidated City of Jacksonville, including the legislative and executive branches, shall fully cooperate with the Strategic Planning Commission and provide all information reasonably requested in a timely and expeditious manner and assist the Commission in the performance of its duties. Regardless of specific provisions herein, the Strategic Planning Commission shall have all authority and power necessary and appropriate to the performance of its duties as set out in Section 1 hereof.
- (f) The Strategic Planning Commission shall provide an annual written report to the City Council and the public no later than March 1 of each year following the first year of its existence. The report shall contain, but not be limited to, information regarding the progress toward each of the overarching goals; action plans for bringing any underperforming agencies, divisions or entities of the Consolidated City, or areas of focus, into compliance with the Strategic Plan; and any additional areas identified by the Commission as appropriate for inclusion in the report.
- (g) The Strategic Planning Commission shall reconvene as needed to amend and adjust the Strategic Plan and for the purpose of recognizing new members to the Commission. Vacancies on the Commission shall be filled within ninety (90) days.

Section .04 Components of the Strategic Plan; implementation; monitoring and oversight

- (a) The Strategic Planning Commission shall establish the following primary components of the Strategic Plan:
 - (i) a vision statement
 - (ii) a mission statement
 - (iii) overarching goals of the Consolidated City of Jacksonville
- (b) The Strategic Plan report shall include an analysis of the areas of focus and the manner in which they were incorporated into the overarching goals of the Strategic Plan. The Commission may identify initiatives and objectives consistent with the overarching goals of the Strategic Plan.

During the course of development of the Strategic Plan, the Commission may require any division, agency or entity of the Consolidated City of Jacksonville to submit the strategic plan of their organization and planned initiatives, projects or objectives, with timelines. Within three (3) months of adoption of the citywide Strategic Plan by the Strategic Planning Commission, each of the divisions, agencies and entities of the Consolidated City of Jacksonville shall submit to the Strategic Planning Commission a report outlining their activities, initiatives and projects which further the goals of the Strategic Plan and an expected timeline in which they will be completed. The Commission may provide advice or direction to assist in alignment of activities and initiatives in furtherance of the goals of the Strategic Plan.

- (c) Following the first full year of adoption of the Strategic Plan, on or before December 1 of each year, each division, agency or entity of the Consolidated City of Jacksonville shall submit its annual report to the Strategic Planning Commission setting out the activities, initiatives and projects which it has performed or undertaken during the preceding calendar year which further the goals of the Strategic Plan.

Section .05 Advisory Council to the Strategic Planning Commission

There shall be an Advisory Council to the Strategic Planning Commission that shall provide research, information and advice to the Commission as necessary to the performance of the Commission's duties and responsibilities. The Advisory Council shall establish its rules of operation, meetings and activities consistent with the advice and oversight of the Commission and shall remain in existence during the development of the Strategic Plan. At such times as set by the Commission, the Advisory Council shall issues periodic reports to the Commission on its findings and recommendations. Upon adoption of the Strategic Plan by the Commission, the Advisory Council will cease operations until such time as the Commission begins the next ten (10) year planning process, at which time the Council shall be reconstituted and carry out the duties and responsibilities provided herein. The Advisory Council membership shall be inclusive and representative of all residents, groups, minorities, businesses and stakeholders involved in or affected by the focus areas of the Strategic Plan Commission. The Advisory Council shall consist of the following members:

- (a) The Chair of the Board of Directors of the Jacksonville Chamber of Commerce or the President of the Chamber, as determined by the Board of Directors of the Chamber, who shall serve as Chair of the Advisory Council.
- (b) One person appointed by the President of the City Council to represent the interests of the St. Johns River and the environment.
- (c) One person appointed by the Mayor as a representative of the interests of children.
- (d) The mayors of the Town of Baldwin, City of Atlantic Beach, City of Neptune Beach and City of Jacksonville Beach.

- (e) The Chairs of the boards of JEA, the Jacksonville Port Authority, the Jacksonville Aviation Authority, the Jacksonville Transportation Authority, and the Jacksonville Housing Authority.
- (f) The Director of the Florida Department of Health in Duval County.
- (g) One Citizen Planning Advisory Committee (CPAC) member selected jointly by the six (6) chairs of the CPACs.
- (h) The Presidents of the University of North Florida, Jacksonville University, Edward Waters College and Florida State College at Jacksonville.
- (i) The President of the Jacksonville Urban League.
- (j) The President of the Jacksonville Chapter of the NAACP.
- (k) The Chief Executive Officer of the Northeast Florida Regional Council.
- (l) The Chief Executive Officer of the Nonprofit Center of Northeast Florida.
- (m) One person appointed by the Mayor as a representative of the arts and culture of the city.
- (n) One person appointed by the Mayor from the Hispanic community.
- (o) One person appointed by the Mayor from the Asian community.
- (p) One person appointed by the Commander of Navy Region Southeast.
- (q) A representative of an organization that can speak on behalf of a racial demographic shall be added to the Advisory Council of the Strategic Planning Commission when that racial population reaches 5% of the population of Duval County according to the most recent decennial census.
- (r) The Chair of the Strategic Planning Commission, with the advice and consent of the Commission, may appoint up to five (5) additional members to assure diversity and inclusive membership of all major stakeholders and interests of the Consolidated City of Jacksonville.

Section .06 Funding and Operations

- (a) The Commission shall be funded for its first year of operation in an amount not less than two hundred and fifty thousand dollars (\$250,000) or such greater amount sufficient to employ an executive director, an expert consultant, an initial staff, and costs of the Commission. Thereafter, the Commission shall be funded, on an annual basis, in an amount sufficient to carry out its purpose and is authorized to and shall direct the expenditure of all funds annually

budgeted and appropriated to fund the Strategic Planning Commission and services and programs related thereto. The Commission is authorized to file applications for federal, state and privately funded grants. The fiscal year of the Authority shall commence on October 1 of each year and end on the following September 30. The Authority shall prepare and submit its budget to the Mayor in the manner provided in Section 106.204(c), Ordinance Code.

- (b) The Chair of the Commission may hire an interim executive director for a period of sixty (60) days for the sole purpose of assisting the Commission in organizing the membership, creating by-laws and governing documents, and hiring a permanent executive director. The Commission shall hire a consultant with expertise in organizational and systems planning and strategic analysis to provide advice and direction in the planning and development of each ten (10) year strategic plan. The Commission shall employ and fix the compensation of an executive director who shall manage the affairs of the Commission subject to its supervision. The Commission may also employ such other persons as may be necessary to effectively conduct and accomplish the affairs and duties of the Commission. All employees of the Commission shall be employees of the City, shall be subject to Articles 16 and 17 of the City Charter, except as otherwise provided by the City Council, and except that the executive director, and any professional employees and the heads of such activities as the Commission may establish, shall not be within the civil service system of the City and shall serve at the pleasure of the Commission. Temporary staff for peak loads shall be handled on a temporary or contract basis.
- (c) The executive director shall collect, maintain and publish to members of the Commission, and to the public, information and statistical data necessary to demonstrate the progress of the Strategic Plan. Additionally, the executive director shall identify areas lacking progress and those responsible for progress in the identified areas. The Commission shall instruct the staff as to the frequency with which these reports shall be compiled for reporting to the membership of the Commission and to the public.
- (d) The executive director of the Commission, or staff of the Commission, as appropriate, may attend the meetings of the boards, departments, agencies and entities of the Consolidated City for the purpose of ensuring that decisions made are consistent with the Strategic Plan. It shall be the responsibility of the executive director to inform the Commission and its members of actual and potential conflicts between the member entities and the Strategic Plan. This requirement includes, but is not limited to, attending the meetings of the boards of the independent authorities specifically, and other entities.

MISCELLANEOUS OTHER RECOMMENDATIONS AND DISCUSSION ITEMS

Future Charter Revision Commissions

Discussion and Findings

The commission discussed several items relating to the operations of future Charter Revision Commissions and the consideration of their recommendations. The first was that there currently is no requirement that the City Council or the Duval Legislative Delegation take any action with regard to the recommendations made by the Charter Revision Commission, and previous Commissions have been disappointed that little or no action has resulted from their months of study and their recommendations. The group felt that adding a requirement for the City Council to at least introduce legislation to enact the commission's recommendations would ensure that the work of the commission would be publicized and that the Council would at least take some action to either approve or disapprove the recommendations. That requirement to act would include a mandatory action date so that the bills once introduced could not be indefinitely deferred or postponed, having the same end effect of no action on the proposals. A mandatory action date of June 30th was chosen so that the Council that received the commission's recommendations would be the one to take action, rather than potentially having the recommendations carry over to a new City Council's term beginning on July 1st. The commission also felt it would be advisable to extend the life of the Charter Revision Commission beyond the date of the presentation of the report to the City Council to the date of the City Council's vote(s) on the recommendations. That would enable the commission to remain active, to answer any questions the Council may have during its deliberations, and to advocate for its proposals after the recommendations are made and until final action is taken by the Council.

Recommendations

The commission recommends that the Ordinance Code be amended to change the appointment of date of future Charter Revision Commissions from May to April of the year preceding the U.S. decennial census and that the commission be required to hold its first meeting no later than July 31st of that year. It recommends the inclusion of language providing that Charter Revision Commissions may recommend changes to the Charter-related laws and other special acts of the Legislature in addition to making recommendations solely for the City Charter. It recommends the inclusion of a new requirement for the City Council President, once the Charter Revision Commission has submitted its recommendations to the City Council, to introduce one or more pieces of legislation to implement the recommendations for consideration by the City Council. Such legislation would be required to be acted upon by the City Council by June 30th of the following year, and the term of the Commission would expire as of the Council's vote on the recommendations. It recommends the addition of a provision allowing for the removal of a Charter Revision Commissioner from the commission by a vote of at least 15 City Council members.

Proposed Charter Language

Sec. 17.101. - Charter Revision Commission created.

There is hereby created a Charter Revision Commission of the Consolidated City of Jacksonville. ~~The commission shall be appointed during the month of May 2009, and shall thereafter be reappointed every ten years during the month of May in the year prior to the taking of the U.S. decennial census.~~ The Commission shall, within eight months from the date of its first meeting, present to the Council any recommendations for amendment to the Charter, related laws, and other special acts of the Legislature. After the presentation to the Council, ~~the memberships, duties, and powers of that appointed Commission shall cease.~~ the Council President shall, within the next legislative cycle, submit one or more appropriate pieces of legislation to the Council for the adoption or rejection of the recommendations. The Council shall vote on the legislation in the regular course of its business and no later than June 30. After the vote on the legislation by the Council, the membership, duties and powers of that appointed Commission shall cease. The provisions of Chapter 50 shall apply to the Commission.

Sec. 17.102. - Membership.

~~The Commission shall consist~~ The Council President shall file legislation in April 2029 for the appointment of not less than 11 nor more than 15 members recommended by the Council President and ~~appointed~~ approved by the Council. The chairman of the Commission shall be recommended by the Council President approved by the Council. A vacancy occurring during a term may be filled upon recommendation of the Council President and ~~appointment~~ approval by the Council for the unexpired term of the vacated position. Of the membership of the Commission there shall be included at least one member who resides within each School Board district. The Commission shall thereafter be reappointed every ten years during the month of April in the year prior to the taking of the U.S. decennial census.

Sec. 17.103. - Powers and duties.

The Commission shall commence its first meeting no later than July 31 of the year appointed. The Commission shall make recommendations to the Council ~~and the member of the Legislature representing Duval County~~ concerning those provisions in the Charter, related laws and other special acts of the Legislature affecting the Consolidated City of Jacksonville. In making its recommendations, the Commission shall consider ~~whatever~~, among other things, all factors relevant to the structure of the local units of government in the Consolidated City of Jacksonville and the relationship between the State of Florida and the local units of government in the Consolidated City of Jacksonville which are best calculated to fulfill the needs of the citizens of the Consolidated City of Jacksonville.

Office of General Counsel

Although the Office of General Counsel was not in the top five priorities as ranked by the commission, and given the ongoing litigation related to the scope and powers of the office within the consolidated government, there was a general consensus that future efforts should consider certain topics related to the office. Historically, the office was held by attorneys who were more advanced in their careers, who held the office for relatively brief tenures as a matter of civic service, and who did not seek political office after their tenure. There was a recognition that this tradition has changed over the years, with more recent General Counsels serving longer terms (sometimes overlapping mayoral terms), and sometimes appearing to be more involved in partisan political activities and in mayoral strategizing and policy making than was formerly the case. The commission heard suggestions to improve the selection process for the General Counsel, including recommendations to include representatives from the constitutional officers of the consolidated government who will be represented by the office in the candidate review and recommendation process. Additionally, the commission heard suggestions as to the structure of the office, which would result in the appointment of assistant general counsels specifically assigned to the Mayor's office, City Council, and each of the independent authorities and other constitutional officers. The General Counsel would then be above the level of any interagency disputes and would be better perceived as independent and impartial in rendering any binding decisions and resolving interagency disputes. Finally, there were suggestions that the General Counsel be ineligible to seek political office or other local governmental positions for a period of years after serving in the role. These may be topics for future commissions or the current City leadership to consider.

Duval County School Board

The commission heard concerns as to the unique position of the Duval County School Board within the consolidated government structure, given that it is part of the state's mandated uniform system of public education, that it has its own elected governing body, and that it is exempt from City budgetary control. In part because the issue was involved with the ongoing litigation between the School Board and the City, it was not taken up as one of the top priorities by the commission. Nevertheless, the commission heard discussion as to the independence of the school board as an entity existing outside of, and thus independent from, the consolidated government. Recent judicial decisions in the ongoing litigation have also touched on this subject. The commission heard considerable discussion as well as to whether the School Superintendent should be appointed or elected, with examples of the pros and cons for each. These may be topics for future commissions or the current City leadership to consider.

JEA

The commission heard several individuals comment on the JEA (name legally changed from Jacksonville Electric Authority some years ago). In part because there are various investigations ongoing by the City Council, State Attorney's Office, the FBI and others in relation to the JEA, the topic was not taken up as a top priority for the commission. There was discussion regarding the appointment process and the independence of the JEA board of directors. In addition to discussions related to the appointment process for the board, including the addition of some City Council appointments, the commission heard discussion on setting certain minimum qualifications for the CEO of the authority and the possibility of opening board appointments to persons serviced by JEA outside of Duval County, Florida. These may be topics for future commissions or the current City leadership to consider.

Emergency Procedures for Government Functions

This was not a topic discussed by the commission during its deliberations, but due to the impact of the COVID-19 pandemic and its effect, not only on the work of the commission, but also to the work of the consolidated government before our final report was approved, the commission brings up this topic for consideration. Given Florida's very broad Government in the Sunshine open meetings laws, there are practical problems in conducting government functions under even limited quarantine conditions such as those imposed by the federal, state and local government under the current circumstances. Efforts should be made to identify, implement, or, if need be, to develop technology that allows for members of the consolidated government to effectively conduct the regular business of government under emergency conditions when in-person meetings, held in public buildings and open and accessible to the general public as required by law, are difficult or impossible. This would include City Council and council committee meetings as well as other board and commission meetings within all sectors of the consolidated government. Appropriate statutes, ordinances, charter provisions, and rules must be created to allow for the remote functions of government during emergency situations while ensuring access to remote public participation as required by law and consistent with the spirit of the Sunshine Laws.

CONCLUSION

The members of the Charter Revision Commission – Lindsey Brock (Chair), Ann-Marie Knight (Vice Chair), Jessica Baker, Frank Denton, W.C. Gentry, Charles Griggs, Chris Hagan, Nick Howland, Heidi Jameson, Emily Lisska, Nelson McCoy, Celestine Mills, Betzy Santiago, Matt Schellenberg and Ronald Swanson – express their gratitude to former Council President Aaron Bowman for the honor of having been asked to serve on this iteration of the Charter Revision Commission, to the City Council for appointing each of us to serve, and for Council President Scott Wilson’s leadership and assistance during the time that the Charter Revision Committee met. The work of the commission is important to the effective operation of the city government, and the members are grateful for the opportunity to serve the citizens of Jacksonville in this role. The commissioners collectively represent a wide range of philosophical, political and practical viewpoints, and that diversity led to many long and interesting discussions about the many issues under consideration. It was very heartening that throughout the commission’s term, including its discussion of several controversial and potentially thorny issues, the commitment of each member to open and honest discussion and to a genuine respect for the opinions of others was always a priority, and our proceedings were never less than civil and productive. It was an honor to serve with our fellow commissioners.

We recognize that an almost infinite range of issues and problems can be subsumed under the City Charter, and that we did not touch on many topics of great importance that were suggested. We made the decision early in our proceedings to restrict ourselves to delving deeply into just a few of the most important issues facing the consolidated government. Our thought was that we would better serve the citizens we represented by making a few well researched, well thought out recommendations that fully addressed important issues, which would be the best use of our time in meeting the eight (8) month reporting deadline. There are many other topics worthy of consideration and recommendations, either by the next Charter Revision Commission in 2029 or perhaps by another body or process before then.

As indicated by one of our recommendations regarding future Charter Revision Commissions, the group felt that its collective investment of many hundreds of hours of time into commission and committee meetings, individual reading and research, town hall meetings, the drafting of reports, and associated activities on behalf of the community merits real consideration by the City Council and the community at large of the products of all that labor. The commission heard expressions of dismay from numerous guest speakers about the failure of all but one of the recommendations of the 2009-10 Charter Revision Commission to receive any notice or consideration by the City Council at that time. Thus our recommendation that the Charter be amended to require the City Council to at least introduce and consider legislation to enact the recommendations of future commissions and to take affirmative action to approve or deny that legislation within a reasonable time. We hope that the current City Council will afford the same courtesy to the recommendations contained in this report even absent a charter requirement to do so.

The members of the 2019-20 Charter Revision Commission are pleased to present these recommendations to the City Council and the citizens of Jacksonville for their consideration, and are honored to have been given the opportunity to undertake this very important task on behalf of the City and its citizens

APPENDIX – URBAN SERVICES DISTRICT COMMITTEE REPORT

Charter Revision Commission Urban
Services District Subcommittee
February 13, 2020

Urban Core Development Authority

Charter Amendment:

Amend the Charter to create an Urban Core Development Authority to plan and coordinate or implement public and private initiatives to address consolidation disparities and alleviate economic, community and social failure in the most distressed area of the city.

Background:

The Charter Revision Commission Urban Services District Subcommittee found two compelling imperatives for creation of a new independent authority: (1) the pervasive, enduring poverty and disparities in education, health, income, economic opportunity and other environmental factors that plague the Urban Core when compared to all other areas of our community and (2) the longstanding and powerful belief in Jacksonville's black community that the promises of consolidation have not been realized. The two issues are deeply related, and effectively addressing the former will alleviate the latter.

As stated in the 2014 Blueprint for Improvement II: Task Force on Consolidated Government, "The promise of urban services and the assurance that no one would be taxed for services they did not receive was a major selling point of consolidation ... As the Task Force investigated the needs of neighborhoods, it became clear that in many older neighborhoods that were part of the former city, promises were made to gain the residents' support for the consolidation of county and city governments. Included in these promises were paved roads, streetlights, water and sewer lines, and flood prevention. Today there are miles of unpaved roads, hundreds if not thousands of homes and many businesses that do not have water lines available, and a similar number using septic tanks due to a lack of sewer service. Maintenance of infrastructure in older neighborhoods was also a concern. There are reports of sinking and deteriorating storm sewers and sanitary sewers in a number of urban areas. It is noteworthy that many of these neighborhoods have high minority populations and high rates of poverty. As we heard from representatives of JEA and the City, it was clear that neither took responsibility for fulfillment of these promises."

For the purposes of this recommendation, the Urban Core is defined essentially as Health Zone 1, as amended in the accompanying map. Health zones are identified by the Florida Department of Health in Duval County. The Urban Core has deteriorated compared to the rest of the county across the spectrum of social, educational, community and economic dysfunction. According to the last census, the 10 most troubled, failing neighborhoods in Jacksonville are in the Urban Core.

During consolidation, there was a general and five Urban Services Districts across the community. While each of these communities faces infrastructure challenges, the greatest disparity is found in the Urban Core. Once a thriving community, the northwest area of Duval County has the lowest education rates, employment rates and real estate values, the greatest health and infrastructure disparities and the

highest crime compared to other areas of the county.

Data on the socioeconomic and health deficits in the Urban Core are voluminous and well known. The following table provides a small sample of disparities and the magnitude of the problem in the Urban Core.

Indicator	HZ1	Duval	Source
% Below Poverty Level (all persons)	27.9%	15.5%	AmericanFactFinder 5-year estimates 2018
Median Household Income	\$30,833	\$53,473	AmericanFactFinder 5-year estimates 2018
Median Home Price	\$90,133	\$191,500	AmericanFactFinder 5-year estimates 2018
% Unemployed (Labor force 16yr+)	11.7%	6.6%	AmericanFactFinder 5-year estimates 2018
Life expectancy	70.18	76.2 Years	DOH Vital Statistics Death File, 2016- 2018
Infant Morality	13.7/1,000 live births	9.5/1,000 live births	DOH Vital Statistics Birth File, 2018

Jacksonville's excruciating crime problem is centered in Health Zone 1.

Even the weather is worse. A new national study found that neighborhoods redlined as undesirable generations ago are today measurably hotter in summer than historically more affluent neighborhoods. In Jacksonville, the study found that Northwest Jacksonville neighborhoods were 9.9 degrees hotter on a 100-degree day in July 2016 than Southside and Ortega neighborhoods. The study said the poorer neighborhoods had less tree cover and more impervious surfaces, roofs or pavement (Florida Times-Union, 2/17/2020).

Regardless of what and how quality of life indicators are examined, the findings consistently demonstrate that the substantial disparities in the Urban Core make it the most depressed area of our community. With the burden of all those social and economic failures, the Urban Core is unquestionably the city's biggest problem.

Findings:

Because of such stark and disturbing data, the Urban Core is, or has been, the site for many city, state, federal, private and non-profit studies and initiatives. In addition to the work of numerous government agencies, a number of non-profits have led important initiatives aimed at the disparities in and around Health Zone 1: the New Town Success Zone, LISC, 1,000 in 1,000, United Way of Northeast Florida and others. While some have had success in varying ways and degrees, they have been limited in scope, scale, coordination and/or support.

Among the city agencies that have worked to serve the Urban Core are the Northwest Jacksonville Economic Development Fund (NWJEDF), the Urban Core CPAC and City of Jacksonville Public Works projects. The NWJEDF was created "in an effort to assist identifying proposed projects to encourage economic development" in the NW Jacksonville area, specifically "to assist new or existing businesses, create jobs and make private capital investments within the area." While there are four goals for the fund, they do not consider the physical environment, housing needs, education nor any factors related to wellness.

The voice of the community is heard through CPACs, which help to maintain lines of communication between the residents and businesses, neighborhoods, community organizations, educational institutions and government. However, the CPACs have neither funding nor authority to effect any

change or develop/implement any programs that would positively impact their communities.

While the COJ annual operating budget is approximately \$1.2 billion, 55% of that budget is dedicated to the public safety agencies, which are vital services, but reactive rather than preventive measures to improve the community. The Public Works Department has established priorities to address septic tank replacement and repair, but according to numerous speakers before the subcommittee, those efforts are sorely underfunded: More than \$1 billion is needed for this work. In addition to septic tanks, there are established standards on how roads are selected for repair but no process for sidewalk repairs. Sidewalks are "constructed/repared on somewhat of a first-come/first-served basis. Public Works will analyze requests for sidewalks (mostly citizen-driven) and determine if a sidewalk is needed/in need of repair." Creating an agency to consolidate this work is critical for basic elements identified by the Center for Disease Control as a "built environment," critical for public health. A built environment influences a person's level of physical activity and access.

While all of those public and private agencies are commended for their efforts, they lack adequate resources and coordination and illustrate significant gaps in focus. None of these agencies has the ability to prioritize and influence economic factors such as employment, education, health and/or housing, in a substantive manner to effect permanent change. A holistic approach to the community's wellness must include all of these factors and will not be successful without an overarching agency to drive strategic and unified results.

The 2014 Blueprint for Improvement II provided a solid recommendation of improvements which could have positively impacted the area formerly known as Urban Services District (USD) 1. However, very few of their recommendations were adopted. That report pointed out that the problem is that we have "a bureaucratic centralized city government that is unresponsive to the unique needs of the widely varied neighborhoods with distinct identities and issues that comprise this large geographic city, often implementing one-size-fits-all standards and programs." Further, there is "inadequate planning for present and future needs, and failure to implement adopted plans." Finally, "promises made, as a part of the consolidation campaign for infrastructure improvements in urban core neighborhoods have yet to be kept." It further explained that the city needs "a single unified mission for all aspect of local government ... a structure that is responsive to the unique needs of the diverse areas of the city and its citizens ... Adequate funding to maintain public safety, infrastructure, and quality of life and ensure economic viability." The task force's solution included requiring "a percentage of the annual Capital Improvement Program budget be set aside for infrastructure projects to remedy unfulfilled promises from consolidation."

Perhaps the most comprehensive study of the complex of issues in the Urban Core was the 2012 Jacksonville Integrated Planning Project (JIPP), initiated by the EPA Superfund Redevelopment Initiative and including approximately 50 federal, state and local government entities; non-profits; community organizations and both local universities. It concluded with these recommendations: strengthen the community coalition to drive revitalization; collaborate with the HUD/LISC-EPIC Communities project; "increase visibility and priority with the City of Jacksonville;" support grassroots voices; develop a community agenda for city, state and federal agencies that have resources and emphasize the value of coalition efforts to building the social and political capital needed to effect positive change.

JIPP was unique and important for two reasons: First, it understood that the pathologies of Health Zone 1 traverse socioeconomic, health, education, crime, environment, community and family issues - all of which interact among themselves in complex ways. Family failures, for example, can lead to school failures, which lead to unemployment, which leads to crime, which undermines community and metastasizes to the city as a whole. Second, true solutions must involve wholehearted commitment and

collaboration among city, state and federal agencies; non-profits; foundations; community groups and private enterprise. It must start with leadership and commitment by the City of Jacksonville.

JIPP noted that Health Zone 1 includes "natural, social and physical assets that can be leveraged to increase quality of life. These assets include: an abundance of community-based non-profits and social organizations, active and nationally recognized environmental justice advocates, strong base of industrial businesses, historic housing stock in neighborhoods adjacent to the downtown, streets like A. Philip Randolph Boulevard that have a high concentration of locally owned businesses and a network of natural features and open space areas that include the St. Johns River, the Trout River and numerous streams and parks."

Conclusion:

Based on those findings, the Commission concluded that City Council, through an amendment to the charter, should create and empower an Urban Core Development Authority to develop and implement a master plan and to coordinate public and private resources to attack the poverty and socioeconomic and other disparities in the Urban Core, as defined by the accompanying map.

The UCDA, with a broad-based board of directors, would have powers and duties that include the power to:

- Hire and compensate a chief executive officer.
- Negotiate and approve economic development agreements without further City Council approval provided they meet certain pre-approved standards and forms.
- Develop and interpret an Urban Core master plan and approve urban core development and redevelopment.
- Receive, dispose of and bond authorized revenues.
- Establish, operate, license and lease public facilities within the defined urban core.
- Acquire, manage, lease, operate and sell property.
- Prepare reports, plans, studies and proposals for urban core redevelopment, among other powers, subject to certain City Council approvals.
- Create an incentive-based approach for certification/approval of projects. If a developer/project moved forward without the support of UCDA, the Authority could express its concerns to the City Council as appropriate.

The UCDA would have a small staff of professionals who are or become deeply knowledgeable about the complex issues involved in poverty, structural racism, crime and social and economic failure and who can identify best-practice solutions that have been proven to succeed elsewhere.

Upon its creation, the UCDA would pull together all appropriate agencies and organizations to work together and gather data on the Urban Core's issues and assets. These agencies would include private and non-profit organizations as well as the Duval County Public Schools, Jacksonville Sheriff's Office, Kids Hope Alliance, the Housing & Finance Authority and the Health, Parks, Public Works, Neighborhoods and Economic Development departments. It also would include neighborhood assets like churches and civic and social organizations.

Together, they would develop a longitudinal master plan to strategically and collaboratively set priorities for the Urban Core's greatest needs, along with five-year action plans. The UCDA would seek the involvement of additional organizations and assets, as appropriate - for example, philanthropic and non-

profit agencies working to address and eradicate generational poverty in Jacksonville.

The UCDA would be required to produce an annual report on progress toward specific goals in the master plan.

Funding:

In FY20, the DIA is receiving revenue from two major sources: \$1.26 million appropriated from the General Fund and \$855,000 from the two downtown CRAs' tax increment revenues. Since the Urban Core is not now a CRA, its initial operating expenses would come from a general appropriation of less than \$1 million to fund a small start-up staff and support development of the initial master plan. Staff would include: chief executive officer and three FTEs as directed. The UCDA would be governed by a seven-member board of directors nominated by the mayor and confirmed by the City Council, with three members representing included CPACs. Legislation also could establish a Redevelopment Trust Fund of the UCDA into which would be deposited all existing funds and accounts, encumbered and unencumbered, for the recommended or proposed funding source. The fund shall also collect all revenues from sale of designated City-owned properties located in the defined Urban Core area.

Recommended funding sources:

Community Redevelopment Area (CRA)

Monies used in financing CRA activities are locally generated. CRAs are not overseen by the state, but redevelopment plans must be consistent with local government comprehensive plans. Examples of conditions that can support the creation of a Community Redevelopment Area include, but are not limited to: the presence of substandard or inadequate structures, a shortage of affordable housing, inadequate infrastructure, insufficient roadways and inadequate parking. The goal of the CRA is to increase the city's tax base by creating employment opportunities and recruiting businesses that enhance the image of the area. More specifically, the JIA CRA is a mechanism to stimulate development and fund infrastructure improvements within that area.

Millage Rate Adjustment

The City Council could provide millage rate adjustment to specified areas of Duval County to account for disparate inconsistencies in Jacksonville's growth due to Consolidation. The proposed rate increase could be timed to sunset according to long-term progress based on current baseline equity indicators.

Capital Improvement Program (CIP)

Capital improvements are projects that cost more than \$100,000 and are intended to last at least 10 years. As part of the city budgeting process, this is scheduled out five years to meet infrastructure needs.

In addition, the subcommittee heard from speakers who suggested other possible sources:

Tax Increment Financing

Multiple speakers before the subcommittee suggested creating a TIF district.

Community Benefit Agreements (CBA)

A CBA is a contract between a coalition of community groups and a developer in which the developer agrees to provide a slate of economic benefits in exchange for the coalition's

promise not to oppose the development project. Community benefits set forth in a CBA can cover a range of issues prioritized by the community coalition, such as affordable housing, local and targeted hiring, living wage requirements, open space, and so forth.

Franchise fee

One speaker raised the possibility of using the franchise fee from an entity such as JEA to fund the UCDA.

Set-Asides

There could be a way to set aside CIP funds to ensure a certain portion would be invested in the Urban Core. The same could be done with the major authorities. Because the UCDA's role would be largely planning, communicating and coordinating, much of the Urban Core work would be within the budgets of other agencies and organizations -- for example, the budgets of the city Department of Public Works and the Duval County Health Department.

Philanthropic engagement

The non-profit initiatives have their own budgets, which would be enhanced by UCDA coordination with other agencies and assets. The UCDA also would seek to identify outside foundations and programs that could be drawn to invest in Jacksonville. The New Town Success Zone, modeled on the Harlem Children's Zone, is an example of philanthropic and non-profit agency collaboration which resulted in incremental success in the 32209 Zip code, specifically the community adjacent to Edward Waters College. Another example may be Lift Jax, a project now being planned that grew out of the Purpose Built Communities model that transformed a deteriorated community in Atlanta.

Challenge:

More than one speaker advised that this proposal could be questioned by other parts of the city, wondering why the city should invest such attention and resources in one health zone, while problems like septic tanks exist elsewhere. The background above supports the need for the UCDA specifically for the Urban Core as defined by the accompanying map. The goal of this recommendation is to offer an opportunity to "catch up" with other areas of the city. At such time that happens, the city then could rebalance its priorities across the entire city.

Still, consideration of this proposal by the City Council should include a comprehensive and intense effort to engage and inform public officials, private organizations, neighborhood groups and the general public about the importance of addressing Jacksonville's most important and dangerous issue. There needs to be widespread understanding in the different communities that the UCDA is not only about addressing historic inequities but, even more important to many people, reducing the core's endemic and debilitating poverty and lowering crime rates across the city. The original Blueprint for Prosperity said that "(if) we are to prosper as an economic area, as a community of the future, as individuals in pursuit of our goals in life, we must insure that our core city is viable and able to speak to the world as a living testimony of our accomplishments. To settle for anything less will inevitably lead to a compounding of our community problems and the infliction of further personal hardships on our citizens as individuals." We agree and note that any city can only be as good as the sum of its parts. For Jacksonville, the glaring gaps are in our Urban Core.

Recommendation:

The Charter Revision Commission recommends creation and funding of an Urban Core Development Authority to master-plan and coordinate or implement a comprehensive attack on the disparities and urban pathologies of the Urban Core as defined by the accompanying map. It will identify, muster, leverage and coordinate all available public, private and non-profit resources, while respecting their respective responsibilities.

Just as the city created the Downtown Investment Authority to concentrate holistically on the important heart of the city, the UCDA would be geographically concentrated on the critical cast-off Urban Core. No other sector of the city requires such focus.

Using the DIA as a model, the UCDA would be the city's designated agency to address directly and exclusively the social, economic and infrastructure issues in the area of the city that contains the debilitating conditions that lead to individual and community failures and crime. It may be seen as a reinvention, expansion and intensification of the Intensive Care Neighborhoods effort created in the Delaney administration but later abandoned, as it had little basis other than the mayor's executive order.

While one stated goal of the UCDA would be to live up to the pre-consolidation promises made to Jacksonville's black community, the ultimate goal would be to bring human, social and economic development to our most downtrodden sector.

**PROPOSED AMENDMENT TO THE CITY OF JACKSONVILLE CHARTER
CREATING AN URBAN CORE DEVELOPMENT AUTHORITY**

ARTICLE ___ URBAN CORE DEVELOPMENT AUTHORITY

Section __.01. Authority created; purpose.

(a) *Purpose.* There is hereby created and established the Urban Core Development Authority (“UCDA”) of the Consolidated City of Jacksonville which shall provide a singular focus on the infrastructure, governmental service needs and economic development of the Urban Core area; establish and implement a master plan and coordinate public and private resources to address and resolve the poverty, socioeconomic and other disparities of the Urban Core area; collect data and undertake research as necessary to establish benchmarks against which progress can be monitored and measured; provide leadership and work collaboratively with other governmental agencies, departments, nonprofit organizations and community groups to provide the cohesive engagement necessary to address the multifaceted issues and deficits of the Urban Core area; and seek, apply and administer the resources and assets necessary to empower the citizens of the Urban Core area in redeveloping and improving their community in order that it may become a healthy and viable participant in the growth and prosperity of the City of Jacksonville. The UCDA shall assure the promises of consolidation to the Urban Core area are finally met; establish short term and long term goals and performance expectations which shall be regularly evaluated and reported to the public; and shall assure implementation of initiatives that provide maximum benefits to the community and the health, welfare and economic prosperity of its residents.

(b) *Authority created.* The UCDA shall be the sole development and community redevelopment agency for the Urban Core area, as defined by Section __.03, Charter, for the City of Jacksonville pursuant to F.S. Ch. 163, Pt. III, as amended, and shall also act, within the boundaries of the Urban Core, as the public economic development agency as defined in F.S. §288.075, assigned to promote the health, safety, welfare and economic business interests in the Urban Core area.

Section __.02. Findings.

(d) In 1968, the newly formed Consolidated City of Jacksonville covenanted with its citizens that the Consolidated City would furnish governmental services throughout the community, including childcare, fire protection, health, hospital, library, police protection, recreation and parks, and welfare services. (Charter, Section 2.04). In addition, special consideration was given to the area which had constituted the original city of Jacksonville, “the first urban services district.” In addition to streets and highways and other general services, the Consolidated City promised to provide “water supply, sanitary sewers, street lighting, street cleaning, and garbage and refuse collection.” (Charter, Section 2.05). As stated in the 1966 Blueprint for Improvement of the City of Jacksonville:

If we are to prosper as an economic area, as a community of the future, as individuals in pursuit of our goals in life, we must insure that our core city is viable and able to speak to the world as a living testimony of our accomplishments. To settle for anything less will inevitably lead to the compounding of our community problems and the infliction of further personal hardships on our citizens as individuals.”

However, as found by the Task Force on Consolidated Government in its 2014 *Blueprint for Improvement II*, and notwithstanding the promises of Consolidation and the guarantees of the Charter, “Yet, many neighborhoods [of the Urban Core] still do not have basic public services, such as city water and sewer services, paved roads, and functioning storm water systems, and a renewed commitment to the promise of fundamental government services for all is in order.”

(e) Some 50 years after the citizens of Jacksonville voted for consolidation, and after the residents of the Urban Core were promised they would receive essential services to “insure that our core city is viable and able to speak to the world as a living testimony of our accomplishments,” the Urban Core of the Consolidated City and, in particular, the northwest area of Duval County, continue to have miles of unpaved roads, nonexistent or poorly maintained sidewalks, many homes and businesses without water lines or city sewer services, deteriorating storm sewers and sanitary sewers and a lack of basic city services and infrastructure. Without needed infrastructure and services, economic development has stagnated and as portended by the 1966 Blueprint, this has “inevitably led to a compounding of our community problems and infliction of further personal hardships on our citizens as individuals.”

(f) The Urban Core largely correlates to what is referred to by the Florida

Department of Health as Health Zone 1. The data show that the decades of socioeconomic and health and welfare deficits in the Urban Core are incompatible with minimum standards of living for a modern, first world city. This area of Duval County, which includes northwest Jacksonville, has the lowest rates of education, employment and real estate values, the greatest health and infrastructure disparities and the highest crime of any other area. Approximately twice as many residents of Health Zone 1 live below the poverty line than residents of other areas of the county; the unemployment rate is nearly double and the median household income is approximately 40% less than the county as a whole; and residents of Health Zone 1 live 6 years less than their fellow citizens living in other areas of Duval County. The deprivation, poverty and failure of basic health services to the residents of the Urban Core is reflected in the infant mortality rate, a primary indicium of basic health and welfare of a community and its quality of life. A child born to a mother living in Health Zone 1 has a 40% higher likelihood of infant mortality than a child born to a mother living outside Health Zone 1. The infant mortality rate in Health Zone 1 not only leads Duval County, but is one of the highest in the State of Florida, and the nation. Not surprisingly, given the deep poverty and socioeconomic and health deficits in Health Zone 1, this area of Duval County has the highest crime rate and is a major contributor to Duval County leading the state of Florida year after year in homicides per capita.

(g) Given the generational poverty and longstanding disparities in education, health, economic opportunity and infrastructure that define the Urban Core when compared to the rest of Jacksonville:

(i) The 2019-2020 Charter Revision Commission finds that the Urban Core and Health Zone 1 have not received the basic water, sewer, street and other infrastructure services and capital investment which are essential to economic development and the health and welfare of a community; nor have they received the minimum governmental services and socioeconomic support expected of a modern, progressive government and essential to an acceptable quality of life.

(ii) The 2019-2020 Charter Revision Commission finds that the substantial disparity in the health, safety and economic development of Zone 1, as compared to other areas and communities of Duval County, has existed for decades and is a major contributor to the generational poverty, crime, unemployment and poor health besetting many residents of this area.

(iii) The 2019-2020 Charter Revision Commission finds that the City of Jacksonville cannot achieve the rightful expectations of its citizenry or fulfill its potential unless there is reasonable equality of services, economic development opportunities and quality, education, health and welfare shared by all Duval County residents and that to achieve that goal, it is necessary and proper that an Urban Core Development Authority be created to focus the necessary attention and resources on the Urban Core as defined herein, and assure comparable services and opportunities are available to all areas of the Consolidated City of Jacksonville.

(iv) The 2019-2020 Charter Revision Commission finds that there is a sense of hopelessness, frustration and a longstanding and strong belief of area residents, which are predominantly African American, that the City has ignored its responsibilities to their community and the promises of consolidation.

Section __.03. Boundaries of Urban Core Area.

For the purposes of this Article, the boundary of the Urban Core area shall be described as follows: beginning at the St. Johns River and west along the Arlington Expressway, continuing west on State Street, north on Jefferson Street, west on 4th Street, south on N Davis Street, west on State Street to I-95, south on I-95 to I-10 West, I-10 West to I-295 North, I-295 North to Pritchard Road, east on Pritchard Road to Old Kings Road, north on Old Kings Road to I-295 North, I-295 North to the Trout River, following the Trout River to where it meets the St. Johns River, following the St. Johns River south to the Arlington Expressway.

Section __.04. Definitions.

The following terms shall have the meaning ascribed to them in this Chapter unless the context shall clearly require otherwise:

- (f) *Authority* means the Urban Core Development Authority (“UCDA”).
- (g) *Board* means the governing body of the UCDA selected as herein provided.
- (h) *CEO* means the chief executive officer of the Authority selected by the Board as herein provided.
- (i) *City* means the consolidated City of Jacksonville.
- (j) *Council* means the City Council for the consolidated City of Jacksonville.
- (f) *Program* shall mean any loan, grant, and incentives established by the Authority..
- (g) *Urban Core area* means the lands described within the boundary of the UCDA Boundary Map.
- (h) *Urban Core Project* means any development, improvement, property, utility, development or redevelopment facility, road, sidewalk, enterprise, service, or convenience, including, without limitation, buildings, public transportation facilities and services, now existing or hereafter undertaken or established, that under the provisions of this Article the Authority or any person or public body on behalf of the Authority is authorized to construct, acquire, undertake, or furnish for its own use or for the use of any other person, firm, or corporation owning, leasing, or otherwise using the same, for any profit or nonprofit purpose or activity, and shall include, without limitation, such repairs, replacements, additions, extensions, and betterments of and to any project as may be deemed necessary or desirable by the Board to place or to maintain such project in proper condition for the safe, efficient, and economic operation thereof.

Section __.05. Urban Core Development Authority Board.

(d) *Establishment.* There is hereby established a Board to be known as the Urban Core Development Authority Board (hereinafter known as the “UCDA Board” or “Board”) to act as the governing body for the Urban Core Development Authority.

(e) *Board Membership; term of office and appointment; removal; vacancies; office-holding.*

(vi) *Board Membership.* The Board shall consist of nine members, five to be appointed by the Mayor and confirmed by Council and four to be appointed by the Council President and confirmed by Council. Of the four appointed by the Council President, two shall be a resident or have substantial business interests within the boundaries of the UCDA. Of the five appointed by the Mayor, two shall be residents of or have substantial business interests within the boundaries of the UCDA. The remaining five members shall fulfill one of the following categories without duplication: an urban planner, a practicing attorney, a civil engineer, a member of the banking and finance industry, a person with business management experience, a person with an economics background, a person with an education background, a person with a social sciences background, or a person with a public health background. The Board Members shall be Duval County residents. Notwithstanding anything contained herein to the contrary, in the event that a Board Member’s category changes for any reason during their term, said Board Member shall continue to be a qualified Board Member for purposes of their category for the duration of their term so long as they continue to meet one of the other listed qualifying categories set forth herein. Said Board Member shall, immediately upon or prior to such change in qualifying category provide written notice stating the change in category with which (and effective date of same) and identify the listed category with which they will continue to qualify and serve by providing such written notice to: (i) the Chair and the CEO of the UCDA; (ii) the Mayor and the Council President; and (iii) the Legislative Services Division (for filing in that Board Member’s resolution file). Nothing stated herein shall limit or restrict the removal, vacancy or other qualification requirements as set forth in the Ordinance Code.

(vii) *Term of office and appointment.* Members shall be appointed for four-year staggered terms, expiring on June 30 of the subject term. Of the initial appointments, three members shall serve for four-year full first terms, three members shall serve three-year staggered terms, and two members shall serve for two-year staggered terms. No member shall serve for more than two consecutive full terms; but appointments to fill vacancies for partial terms (less than 50 percent of a full term) and initial appointments under the preceding sentence serving a term that is for three or less years shall not be deemed to be full terms.

(viii) *Removal.* Members appointed by the Mayor shall serve at the pleasure of the Mayor and may be removed at any time by the Mayor with Council approval. Members appointed by the Council shall serve at the pleasure of the Council and may be removed at any time at the pleasure of the Council.

(ix) *Vacancy.* A Board member's term shall automatically expire and his or her office shall be deemed vacant for purposes of appointment of a new member if, while in office, he or she ceases to be qualified for membership under the provisions of (b)(1) herein or any other laws or regulations.

(x) *Office-holding.* The Board membership shall be considered an office and limited by the office holding provisions as provided for under the Florida Constitution. No Board Member shall be eligible to serve as a member of the Board while holding other office or being an employee of the City. All Board Members shall be required to take an oath of office required by the City Officials and found in Chapter 2 (Oaths), Section 2.101 (Oaths of public officials), Ordinance Code.

(f) *Organization and proceedings*

(viii) *Officers.* The Mayor shall appoint the initial Chair of the Board from among its members to serve for a one-year term commencing on July 1. Thereafter, such Chair shall be appointed by a majority vote of the Board to serve for a one-year term, commencing on July 1 of each year. The Board may appoint other members of its body to serve in other roles and perform such other duties as may be delegated to that person by the Board from time to time or established in the Board Bylaws or Rules.

(ix) *Rules of procedure.* The Board shall establish rules of procedure necessary to its governing and the conduct of its affairs, consistent with the applicable provisions of the Ordinance Code.

(x) *Meetings.* The Board shall hold at least one regular meeting every three months, and such additional meetings as may be needed from time to time. Special meetings may be held when called in the manner provided in the rules of the Board and in accordance with applicable laws. All meetings of the Board shall be open to the public and compliant with the Sunshine Act under F.S. Ch. 286, as amended from time to time.

(xi) *Voting; quorum.* All decisions and recommendation of the Board shall require a concurring vote of a majority of the members present and voting. Five members shall constitute a quorum. Tie votes shall result in the subject agenda item being continued to the next meeting of the Board.

(xii) *Notice.* Notice of meetings shall be posted three business days in advance (1) in writing in the lobby of City Hall, (2) on the City's on-line web calendar located at www.coj.net (3) electronically in a prominent location on the UCDA website, and (4) electronically by emailing notice on the "CITYC" emailing system. No other advertisement or notification is required, except as may be required otherwise pursuant to the *Ordinance Code* or *Florida Statutes*.

(xiii) *Compensation.* Board members shall serve without compensation, pension or retirement benefits; however, they may be reimbursed for travel and other expenses as allowed by the *Ordinance Code*.

- (xiv) *Compliance.* The Board shall be subject to the provisions of Chapter 50, (Organization of Boards and Commissions), *Ordinance Code*, except as may be otherwise set forth in this Article.

Section __.06. Powers and duties.

- (c) The Board shall have the following powers and duties, subject to appropriated funds, within the Urban Core:

- (xi) Appoint a Chief Executive Officer (“CEO”), prescribe his or her duties, and fix his or her compensation which shall be paid from funds available to the Authority in the same manner as City Employees are paid. Qualifications of the CEO position shall include a background in urban core redevelopment or similar capacity with an understanding of the relationships among socioeconomic factors such as health, education, crime, environment, poverty, community and family issues. A minimum of five years of progressively responsible experience in the above field, at least four of which should be in supervisory or consulting roles, or an equivalent of training and experience is required. The candidate must be in possession of a bachelor’s degree or higher from an accredited college or university, with a strong preference for a master’s degree. Such CEO shall have the authority to, subject to available funding, appoint, employ and/or remove such additional staff as is deemed necessary for the activities of the office. All employment matters shall be handled in accordance with City Human Resource policies and requirements, and with assistance from the City’s Employee Services Department.
- (xii) Negotiate and approve economic development agreements without further City Council approval provided they meet pre-approved standards and forms.
- (xiii) Develop and interpret an Urban Core master plan and approve urban core development and redevelopment.
- (xiv) Receive, dispose of, and bond authorized revenues.
- (xv) Establish, operate, license and lease public facilities within the defined Urban Core.
- (xvi) Acquire, manage, lease, operate and sell property.
- (xvii) Prepare reports, plans, studies and proposals for Urban Core redevelopment, among other powers, subject to certain City Council approvals.
- (xviii) Create an incentive-based approach for certification/approval of projects. If a developer/project moved forward without the support of the UCDA, the Authority could express its concerns to the City Council as appropriate.
- (xix) Develop a longitudinal master plan to strategically and collaboratively set priorities for the Urban Core’s greatest needs, in addition to five year action plans.

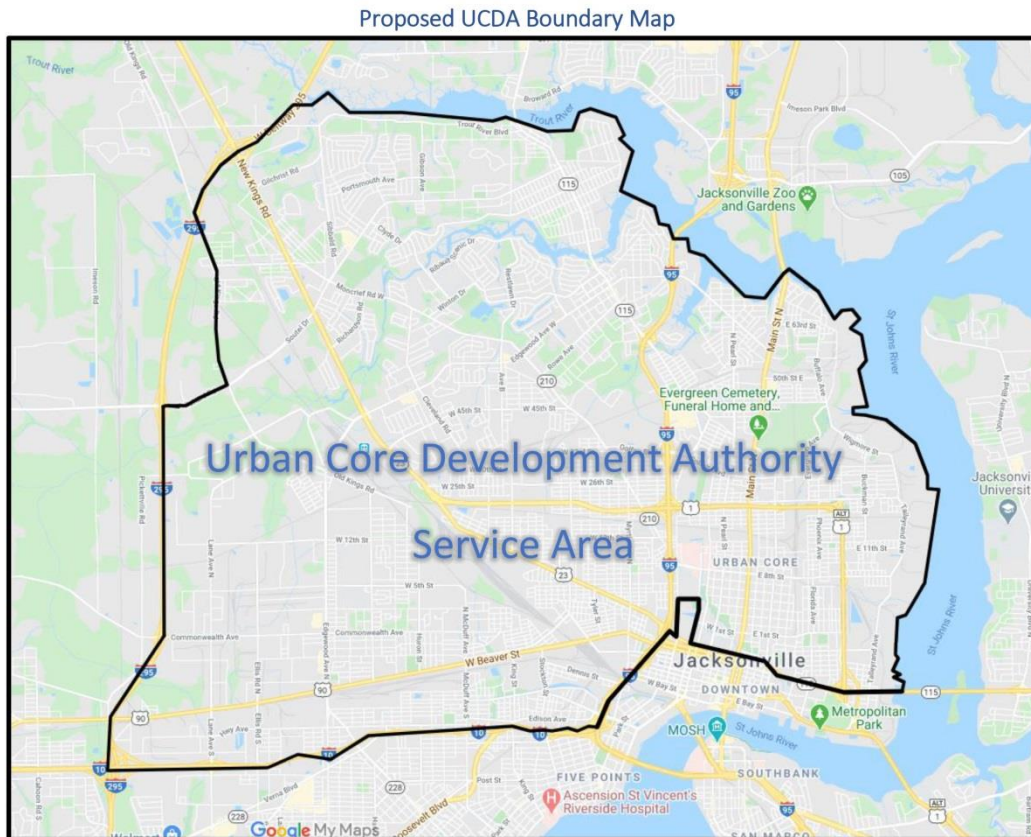
(xx) Produce an annual report on progress toward specific goals in the master plan.

Section __. 07. Funding and Operations.

(a) *Project and Program Funding.* The Authority may fund Urban Core Projects, CRA Projects, and Programs included in any community redevelopment plan from the applicable CRA Trust Fund. Additionally, Urban Core Projects, CRA Projects, and Programs may be funded from the Authority's approved annual budget or by separate City Council appropriation ordinance.

(d) *Approval of budget.* The fiscal year of the Authority shall commence on October 1 of each year and end on the following September 30. The Authority shall prepare and submit its budget to the Mayor in the manner provided in Section 106.204(c), *Ordinance Code.*

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Created by Anthony Baltiero, Council Research Division

APPENDIX – GOVERNMENT STRUCTURE AND PRESERVING INSTITUTIONAL KNOWLEDGE COMMITTEE REPORT

February 27, 2020

Charter Revision Commission
Subcommittee, Government Structure/
Preserving Institutional Knowledge
(Jessica Baker)

Size and Composition of City Council

Question:

Should the City of Jacksonville Charter be amended to change the size or composition of City Council?

Background

Testimony regarding the history of consolidation revealed that the number of City Council members was actually a compromise made in order to successfully advance consolidation. The compromise was political in nature because it was believed that neither set of political representatives would support eliminating their own positions through the consolidation action. Instead the compromise would see the new City of Jacksonville having 19 members (14 districts and 5 at-large) which would represent the previous City Council and County Commission members combined into one new City Council.

The subcommittee debated whether the at-large districts should be reduced or eliminated entirely, whether to create 19 council districts by eliminating the at-large districts, or amend the charter to give clear responsibility in policy making to the at-large members.

Rationale For At-Large Districts

At-large seats provide citizens with multiple representatives. Every citizen is represented by 6 members – their district council person and the 5 at-large members.¹ This gives citizens many avenues to engage with their elected officials.² At-large seats provide an opportunity for more minority representation on the city council.³ At-large council members are a counterbalance to the district council members because they are able to view the needs of the city as a whole.⁴ Lastly, since at-large members do not have attend to the day-to-day problems of a particular district, at-large council members theoretically have the time and freedom to tackle “big picture” policy items.⁵

¹ 02/21/20 Handout by Jeff Clements, pg. 1.

² Ibid.

³ Ibid.

⁴ Ibid.

⁵ Ibid.

Rationale Against At-Large Districts

The citizens of Jacksonville would better served if all council members represented district, thereby reducing the population per district from about 67,000 to 50,000.⁶ Considerable more effort is required to win an election to an at-large seat than is required to run a district-level campaign.⁷ The at-large members do not vote substantially differently from the district members on the vast majority of issues on which votes are taken, so do not seem to provide a noticeably different perspective.⁸

Conclusion

The Subcommittee concluded that the benefits for keeping at-large districts outweighed the rationales against at-large districts. Additionally, the subcommittee determined that it was best left to the individual council member to decide what policy issues to address and to not provide a clear responsibility to the at-large council members.

⁶ Ibid.

⁷ 02/21/20 Handout by Jeff Clements, pg. 2.

⁸ Ibid.

Question 1: Should Term limits for the City Officials be change from a limit of two consecutive terms to three consecutive terms

Background:

In 1991 the citizens of Jacksonville approved a referendum that created a 2-consecutive term limit for local officials. The belief was that term limits would allow more citizens to participate in government and to limit the power of the incumbent.

Discussion:

Lori Boyer appeared before the full commission and sub-committee to speak about this topic. She brought up four points as to why she supported extending term limits.

1. Officials are able to fully execute a long-term vision for the city.
2. Longer terms will allow for continuity among officials in relation to city projects.
3. Other cities with long-term mayors have had tremendous growth.
4. Jacksonville lags behind other cities when it comes to statewide organizational leadership because city officials are not in office long enough to be elected into leadership positions. Examples are Florida Association of County Executives or Florida League of Cities.

Lori Boyer also stated that the Task Force on Consolidated Government decided to recommend city council term limits be extended to 3 consecutive terms while keeping the mayor at 2 consecutive terms. This was to keep continuity with different visions and keep city council involved on prior administration projects.

Jerry Holland appeared before the entire City Charter Revision Commission. He advocated for constitutional officers to have longer term limits. He cited Orange County's 4 consecutive 4-year term limits. Mr. Holland pointed out that these positions are administrative positions and would serve the people better if they were in place longer. He likened it to having a new CEO over 4 to 8 years. Just as the current official is getting the organization on a path he or she was aiming for they are term limited and a new head of the organization comes in. The staff underneath the constitutional officer has to "train" the new official on his or her job.

Mr. Holland said that if there is a change in term limits it should not apply to any officer that is in office when the vote is taken.

Glorious Johnson appeared before the full Charter Revision Commission, on this topic she feels that 8 years is enough. She stated that people should serve and then let someone else have a chance to serve. This allows new idea and fresh looks for city government.

Similar Cities and their structure

Atlanta, GA's Mayor has a 2 consecutive 4-year term limit, while its city council does not have a term limit.

Nashville, TN's Mayor and city council have a 2 consecutive 4-year term limit.

Orlando, FL's Mayor and City Council can serve for 4 4-year terms.

Recommendation

Extend City Council Term limits from 2 consecutive 4-year terms to 3 consecutive 4-year terms.

The new term limit would start with the officers who will be sworn into office in 2031. This is so no sitting officer's current terms would be extended by the change in term limits.

Keep the Mayor and Constitutional officers at the status quo.

February 14, 2019

Charter Revision Commission
Subcommittee, Government
Structure/ Preserving Institutional
Knowledge
(Ronald Swanson)

RANKED CHOICE VOTING

QUESTION:

Should the Charter Revision Commission recommend the City of Jacksonville Charter be amended to provide for Ranked Choice Voting?

ANSWER:

No.

I. BACKGROUND:

In November, 2019, New York City citizens voted to change the way city election winners were decided. With approval of over 73% of voters, the City of New York joined Maine, numerous other municipalities, and certain countries (including Australia and New Zealand) in adopting RANKED CHOICE VOTING. (1)

Ranked Choice Voting will be in effect, in New York City's election for mayor, City Council, and other offices, by 2021. (2) Ranked choice voting is also in use or approved by 18 other cities in the United States, to include San Francisco, Minneapolis, and Cambridge. Similarly, the State of Maine has transitioned to Ranked Choice Voting. (3)

Alaska, Hawaii, Kansas, and Wyoming are planning to use Ranked Choice Voting in the 2020 Democratic primaries. (4)

In sum, Ranked Choice Voting is progressively more accepted. Proponents argue it makes sense for numerous reasons. A major consideration—it costs less. In the State of Florida, proponents for RANKED CHOICE VOTING include Duval County voters.(5)

II. HOW DOES RANKED CHOICE VOTING WORK?:

Ranked Choice voting “is an electoral system that allows people to vote for multiple candidates, in order of preference.” (6). When you fill out your ballot, instead of just voting for the single candidate that is your choice to win, you complete your ballot to include your second and third choices (possibly more, if needed). If a particular candidate then garners a majority of first-choice-voters (more than 50%), that candidate wins outright. If no candidate gets a majority of first choice votes, then a new counting procedure begins. The candidate who had the fewest number of votes is eliminated and that candidate's voters' ballots are

redistributed to their second choice pick. That process continues until there is a candidate who has a majority of votes.

III. RANKED CHOICE VOTING IN FLORIDA:

In 2007, RANKED CHOICE VOTING was approved by a large majority of Sarasota, Florida, voters as part of a package of election reforms. (7)

Over 77% of those voting chose RANKED CHOICE VOTING as the best process for future Sarasota City elections.

However, Sarasota's RANKED CHOICE VOTING initiative hit a "snag" (8) when Florida's Secretary of State said: "State law doesn't allow ranked choice voting." (9) The Secretary of State opined:

"Our assessment at the Department of State is that (ranked choice voting) doesn't comply with statute and constitutional provisions that govern elections in our state." (10)

Nonetheless, by August, 2019, there was a grassroots effort underway in Jacksonville, Florida, to bring RANKED CHOICE VOTING to future municipal elections. It is argued that Florida cities have used a majority vote/ 2 round run-off system in local elections for over 40 years and, in many cases, these local elections are held in off-years with far lesser turnout than regular election cycles. (11) Many of the Jacksonville, Florida, citizens who support RANKED CHOICE VOTING for local elections do not believe the Department of State position on RANKED CHOICE VOTING is accurate insofar as Jacksonville municipal elections are concerned. They plan to seek a formal opinion on the question from the Office of General Counsel. (12).

IV. RANKED CHOICE VOTING IN DUVAL COUNTY:

The State of Florida Election Code (Chapter 100 et seq., Florida Statutes) provides for one uniform method of elections in the State. However, Jacksonville is uniquely situated in that its Charter has been approved by special act of the Legislature. It is arguable that, since Jacksonville can deviate from those requirements as to purely local elections, RANKED CHOICE VOTING is a lawful option for the election of local officials. Pitfalls include:

- The ability of current election equipment to accommodate RANKED CHOICE VOTING.
- Voter education.
- Two systems of voting for multi-jurisdictional voting during one election cycle.
- Political party opposition.

V. DISCUSSION:

RANKED CHOICE VOTING has the potential to save money, result in a more efficient election process and increase voter participation. Nonetheless, this is not an issue ripe for consideration by the Charter Revision Commission. There are pitfalls that need careful consideration and study. If there is compelling public interest in this change, the City Council could order a study to evaluate RANKED CHOICE VOTING. At a minimum, this would include

public hearings and a formal opinion from the Office of General Counsel concerning the legality of the suggested voting process.

The Duval County Election Advisory Panel is established pursuant to Chapter 59, Ordinance Code and Charged with:

The purpose of the Panel is advisory only. In no way shall the Panel interfere with the performance of the duties of the Supervisor of Elections. The Panel is established for the following general purposes:

a. To study and make recommendations to the Supervisor of Elections to increase the quality of voter registration and education efforts.

b. To study and make recommendations to the Supervisor of Elections to enhance the voter's election-day-experience, including poll worker training, polling locations and fraud prevention.

c. To study and make recommendations to the Supervisor of Elections to increase the quality of candidate and voter education efforts regarding adherence to and compliance with the Florida Election Code applicable to candidates and voters.

d. To review and comment on ballot voting instructions.

e. To make an annual report to Council on the progress of the Panel in the performance of its duties, including an incorporation of any statistics, charts, studies, reports, or other data and materials generated by or for the Panel.

The Duval County Election Advisory Panel may be the forum best suited to begin consideration of Ranked Choice Voting.

VI. CONCLUSION.

It is premature to make a recommendation concerning RANKED CHOICE VOTING without focused review. Each elected official, as well as all Jacksonville voters, are stakeholders in municipal elections. They need to be heard.

1 Kambhampaty, "New York City Voters Just adopted Ranked Choice Voting in Elections. Here's how it works," Time, November 6, 2019, <https://time.com/5718941/ranked-choice-voting/>

2. Durkin, "Ranked Choice Voting adopted in New York City, Along with other ballot measures," Politico New York, November 5, 2019, <https://www.politico.com/states/new-york/albany/story/2019/11/05/ran>

3. Ibid. p. 2.

4. Kambhampaty, "New York Voters..." p.4.

5. Theobald, "New Florida Push for Ranked Choice Voters Faces Obstacles," <https://the-fulcrum.us/u/billtheobald>, September, 6, 2019.
6. Kambhampaty, "New York Voters..." p. 3.
7. Anderson, "Political Insider: Ranked Choice Voting push snags with state", <https://www.heraldtribune.com/news/20190831/>
8. Ibid.
9. Ibid.
10. Ibid.
11. Waag, "Is Ranked Choice Voting Coming to Jacksonville, Fla.?" August 27, 2019, <https://ivn.us/posts/is-ranked-choice-voting-coming-to-jacksonville-fla>
12. Ibid.

Nonpartisan Elections

Question:

Should the City of Jacksonville Charter be amended to change the election of our local officers to nonpartisan elections?

Background and Findings:

Any deliberation of nonpartisan elections must consider both the Florida Election Code and an April 2019 Florida Supreme Court ruling.

Florida Election Code

Florida Election Code states certain elections must be nonpartisan, specifying judicial officers and school board members are nonpartisan offices.⁹

Orange County, FL v. Singh

In 2014, Orange County, FL voters supported an Orange County charter change to include nonpartisan elections. This change was then challenged in the courts. On April 18, 2019, the Florida Supreme Court ruled that partisan elections must remain for constitutional officers and that the Florida Election Code preempted any locally adopted electoral provisions.¹⁰

Office of General Counsel Informal Opinion

The Office of General Counsel (OGC) has provided an informal opinion to the Subcommittee that *Orange County v. Singh*, 268 So. 3d 668 (Fla. 2019), would not create binding precedence if the City of Jacksonville were to consider nonpartisan elections under the Charter. Given the unique nature of the Charter in that it was authorized in the State Constitution and adopted by the Florida Legislature in Laws of Florida Chapter 67-1320, and readopted by Chapter 92-341, it creates a standalone structure of government unlike any other local government in Florida and the officers established in the Charter are treated generally as municipal officers (except in limited provisions e.g., regarding State Ethics Laws and financial filing requirements). Notwithstanding the foregoing, if the City were to consider nonpartisan elections, there may be potential arguments that such process violates a candidate's First Amendment right of free speech and/or association. OGC's analysis did not extend to this area of review.

Unitary Elections

A proposal to establish unitary elections, was passed by referendum in November 1992 by a vote of 73% to 27%. As such, the City of Jacksonville has held elections under the unitary system since 1995. The unitary election system is unique as it allows for all registered voters to participate in local elections, regardless of party affiliation. The unitary elections are open to all voters and there is no closed primary. The voters can vote in all the races relevant to them based on where they live. The First Unitary election

⁹ Florida Statute Chapter 105, Nonpartisan Elections

¹⁰ Florida Supreme Court SC18-79, *Orange County v. Singh*

allows for all candidates on the same one ballot. If a candidate gets 50% plus one of the votes, then there is no second election. If no candidate gets 50% plus one, then the top two advance to the General Unitary Election, where the winner will be decided. Our unitary election system allows for more voter participation because voters are not limited to a party-specific ballot. This unitary election system solves the problem many proponents for nonpartisan elections advocate for, being all voter participation.

Party Affiliation

Allowing for party affiliation on a ballot could be a useful piece of information for a voter. Voter information in Florida is also public record. Because this information is available to the public, voters can take the additional steps to see a candidate's party affiliation. Nonpartisan candidates have also noted that voters will ask them party affiliation and are interested to know that information. Moving towards nonpartisan elections might eliminate an important indicator for voters to gauge their support for a candidate.

Previous Charter Recommendations

It is important to note that neither the 2009 Charter Revision Commission nor the 2014 Task Force on Consolidated Government recommended to move to nonpartisan elections.

Conclusion:

In conclusion, Jacksonville's unique unitary election system has increased voter participation and addresses the issue raised by many nonpartisan election supporters by allowing all registered voters to participate.

Recommendation:

This Subcommittee does not recommend changing our elections to nonpartisan.

January 31, 2020

Charter Revision Commission
Subcommittee, Government Structure/
Preserving Institutional Knowledge
(Jessica Baker)

TIMING OF LOCAL ELECTIONS

The Subcommittee on Government Structure/Preserving Institutional Knowledge voted on January 30, 2020 to recommend the following Charter Amendments regarding the timing of local elections.

Charter Amendments:

1. Amend the Charter to require that all local elections currently held in the spring, including City Council Members, Mayor, Property Appraiser, Sheriff, Supervisor of Elections, and Tax Collector, be held in the fall of the “off year” in-between the presidential and Florida gubernatorial elections.
2. Amend the Charter to provide for the newly elected City Council Members, Mayor, Property Appraiser, Sheriff, Supervisor of Elections, and Tax Collector, to take office on the first of January following their election.

Background and Findings:

The Subcommittee found two main reasons to change the timing of elections from the spring to the fall of the “off year.” The first reason is it would make for more effective government when it comes to the budget. Newly elected officials would be sworn into office on the first of January and therefore, the operational challenges that new Council Members and a new Mayor face with the coming budget would be mitigated, if not resolved.¹¹ Currently, the budget is presented by the Mayor to the City Council on July 15, yet a new Mayor and new Council Members are sworn into office on the first of July.¹² This creates a hardship every four (4) years for newly elected officials as they have no time to deal with, nor understand the budget process. The budget process begins in March and April with departmental requests compiled by the Budget Office into a draft document for consideration by the Mayor’s Office.¹³ The Mayor’s Budget Review Committee (MBRC) reviews the entire budget at noticed meetings in June and questions department heads about the proposals for their department.¹⁴ During an election year, the new Mayor has roughly 45 days to put his or her stamp on the budget, mainly through the MBRC process in June, which is still run by the outgoing administration, but is attended by the new administration’s transition team.¹⁵ New Council Members attend the Mayor’s budget presentation 15 days after being sworn into office.¹⁶ The budget is vetted by Council in August

¹¹ 09/20/19 Transcript, p. 124.

¹² Ibid.

¹³ 12/12/19 Government Structure/Preserving Institutional Knowledge Subcommittee Meeting Minutes, p. 3.

¹⁴ Ibid.

¹⁵ Ibid.

¹⁶ 09/20/19 Transcripts, p. 124.

and must be passed out and adopted no later than September 30th.¹⁷ Changing the election to the fall, with elected officials sworn in on the first of January, would result in greater opportunity for newly elected officials to become acclimated to the position, as well as the budget process.

The second reason for moving local elections to the fall of the “off year” is this is the best way to increase turnout, and more importantly, keep the voter’s attention on the local elections. Voter turnout has been low in recent years.¹⁸ In 2019, approximately 25% of registered voters voted in March and 14% in May.¹⁹ There may still be a turnout issue in the fall of the “off year,” but the belief is that voters are used to voting in August and November, so turnout may improve in the fall, even though it does not coincide with the presidential or the Gubernatorial elections.²⁰ The strongest case to be made in favor of keeping the March elections is that voters can focus their attention on the candidates running for local office.²¹ Since a change to the fall in the “off year” will still be a stand-alone election, this would still be the case. Voters will not be distracted by the abundance of TV ads and mail for top ticket candidates as is the case in even numbered years.²² Candidates for local office will be able to get their message out on radio and tv programs without having to compete for this time with other legislative races.²³ Candidates will have the ability to get air time at reasonable rates and not have to pay premium costs to get on tv, like in even numbered years.²⁴ Local elections will not be buried at the bottom of the ballot, where voters may leave them blank or simply have no idea who the candidates are.²⁵ There is also a cost to candidates running for a local office because, in the even numbered year, they would have to compete against all candidates for fundraising dollars.²⁶ For these reasons, the Subcommittee recommends that elections be moved to the fall of the “off year.”

Charter Amendment:

1. Amend the Charter to require that such change in the timing of local elections shall take place in year 2031, such that the four (4) year term for elected officials taking office on the first of July, 2027 shall be extended by six (6) months from the 31st of June, 2031 to the 31st of December, 2031.

Background and Findings:

The changing of local elections from the spring to the fall in even or odd numbered years has been debated for over 20 years. Numerous bills have been filed to make this change, however, almost all of the legislation has failed at City Council. One of the sticking points throughout the years was how to make this transition. Council Members argued that either method – the one-time shortening or lengthening of a term was problematic. Some thought if you shortened the term, Council Members would not support the change due to the decrease in length of term. Others argued that lengthening the term, even by 6 months, would put Council Members

¹⁷ 10/15/19 Transcripts, p. 36.

¹⁸ 10/02/19 Transcripts, p. 120.

¹⁹ 10/02/19 Transcripts, p. 146.

²⁰ 10/15/19 Transcripts, p. 36.

²¹ *Ibid*, p. 35.

²² *Ibid*, p. 48.

²³ *Ibid*, p.35.

²⁴ *Ibid*, p. 48.

²⁵ *Ibid*, p. 46.

²⁶ *Ibid*, p. 48.

who approved the change at risk in future elections (opponents would paint the candidate as a term limit violator who voted to keep themselves in office beyond 4 years).

The Subcommittee found that the best way to resolve this issue is to require that such change happen in the year 2031. This ensures that all current Council Member's terms would not be impacted by this change, if Council approves this recommendation by June 31st, 2023. Thus, no Council Member approving this recommendation would be in office for the term starting the first of July, 2027 and ending December 31st, 2031.

Ordinance Code Amendments:

1. Amend the Ordinance Code to require that local elections, which currently take place in March and May, shall take place in August and November of the same "off-year."
2. Amend the Ordinance Code to require the general election be held on the first Tuesday after the first Monday in November.
3. Amend the Ordinance Code to require the first election be held on the Tuesday 11 weeks prior to the general election.

Background and Findings:

As discussed above, the Subcommittee found that turnout for local elections may increase with elections held in August and November since voters are used to voting in these months, notwithstanding the fact that the local elections will not coincide with the presidential or Gubernatorial elections.²⁷ The Subcommittee discussed when the election should take place in the fall and ultimately concluded that it is best to be consistent with the Florida Statutes.

- Current Municipal Ordinance Code:
 - The first election shall be held the 12th Tuesday of the year.²⁸
 - The general election shall be held eight Tuesdays later.²⁹
- Florida Statutes:
 - The primary election is held on the Tuesday 11 weeks prior to the general election.³⁰
 - The general election is held on the first Tuesday after the first Monday in November of each even numbered year.³¹

²⁷ See footnote 10.

²⁸ City of Jacksonville Municipal Ordinance Code, § 350.102.

²⁹ City of Jacksonville Municipal Ordinance Code, § 350.102.

³⁰ FLA. STAT. § 100.061 (2019).

³¹ FLA. STAT. § 100.031 (2019).

APPENDIX – CITY-WIDE STRATEGIC PLANNING COMMITTEE REPORT

PROPOSED AMENDMENT TO THE CITY OF JACKSONVILLE CHARTER CREATING A STRATEGIC PLANNING COMMISSION

Section I. **Strategic Planning Commission of the Consolidated City of Jacksonville**
created and continued.

There is hereby created and established a Strategic Planning Commission of the Consolidated City of Jacksonville which shall develop and monitor the progress and implementation of a Strategic Plan for the Consolidated City, its agencies, divisions and independent authorities, after seeking advice and input from citizens, community stakeholders and representatives of the city government and its departments and autonomous units. The Strategic Planning Commission is created and shall be continuing for the purpose of assuring coordination and uniformity of vision, mission and strategic goals of the Mayor, City Council, School Board, constitutional officers, independent authorities and all other divisions and agencies of the consolidated government necessary to the implementation of major initiatives that transcend terms of office and provide maximum benefits for the health, welfare and prosperity of all citizens and sectors of the Consolidated City of Jacksonville.

Section II. **Strategic Planning Commission Composition; officers; meetings.**

The Strategic Planning Commission shall consist of the following members:

- Not to exceed five (5) At-large Members of the City Council. If there are more than five (5) At-large Members of the Council, the President of the City Council shall appoint five members to the Commission. If there are less than five (5) At-large members, the President shall appoint such additional Council members to aggregate five (5).
- Two persons from the executive branch appointed by the Mayor, one of whom shall be appointed by the Mayor as Chair.
- The Superintendent of Duval County Public Schools or his or her chief assistant, as designated by the Superintendent.
- The Sheriff of the City of Jacksonville or his or her chief assistant, as designated by the Sheriff.

Members of the Strategic Planning Commission shall not be subject to confirmation by the City Council.

Section III. **Meetings, powers and duties of the Strategic Planning Commission.**

(a) The first meeting of the Strategic Planning Commission (sometimes referred to as “the Commission”) shall be called to order by the City Council President and the Mayor of the City of Jacksonville and the Commission shall be officially recognized by the City Council and the Mayor. At that time, the City Council and Mayor may provide comments, suggestions and information which they believe are appropriate for consideration by the Commission. Thereafter, the Commission shall undertake its operations and duties.

(b) The first order of business of the Strategic Planning Commission shall be the hiring of an Executive Director and the establishment of any rules of order, bylaws or other governing documents necessary to the operation of the Commission. At that time, the chairman of the Strategic Planning Commission shall announce the appointment of any additional members of the Advisory Council; provide such direction and assistance as necessary for the Advisory Council to undertake its duties; and establish a calendar of meetings between the Advisory Council and the Strategic Planning Commission.

(c) The Commission shall receive advice and information from the Advisory Council and conduct research and seek input and advice from the public through meetings, community conversations, surveys, outreach initiatives, pop-up events or other community engagement opportunities to identify the critical needs and opportunities for the health, welfare and economic prosperity of all citizens of the Consolidated City of Jacksonville. Through the community outreach initiative, the Commission shall identify and assess the strengths and opportunities of the Consolidated City as well as the challenges to residents, businesses and stakeholders of Jacksonville related to the following focus areas, in addition to other areas of focus the Commission may identify:

- (i) Compliance by the City with historical health, welfare and economic development commitments.
- (ii) Quality of life of all residents.
- (iii) Health and safety of all residents.
- (iv) Quality education.
- (v) Minority community concerns.
- (vi) Neighborhoods.
- (vii) St. Johns River and waterways, including public access.
- (viii) Business, industry and commerce.
- (ix) Health care and community health system.
- (x) Current and future infrastructure and sustainability.
- (xi) Transportation.
- (xii) Social services.
- (xiii) Government.

(d) The initial Strategic Plan for the Consolidated City of Jacksonville shall be completed and adopted by the Strategic Planning Commission within nine (9) months of the first meeting of the Commission and, in all events, shall be adopted by the Commission no later than June 15, 2022, the 200th anniversary of the founding of the City of Jacksonville. The Strategic Plan and reports of the Commission shall be maintained on the website of the City of Jacksonville and the vision, mission and overarching goals shall be prominently communicated to the public in city publications and digital reports and websites of the agencies, departments and authorities of the Consolidated City. The Strategic Plan shall be established for a term of ten (10) years. The Commission shall continue and remain in existence for the purpose of reviewing annual accountings from the agencies, divisions, authorities and entities of the Consolidated City of Jacksonville; reporting implementation and compliance to the City Council and the Mayor; and carrying out the duties established herein. At the

conclusion of the ninth year of the Strategic Plan, the Commission shall undertake community outreach and engagement necessary to fully evaluate past implementation and performance and establish a Strategic Plan for the next ten (10) year term which shall be adopted on or before June 15 of each ten (10) year term, and such duties and powers shall continue thereafter.

(e) The Strategic Planning Commission may establish processes and procedures for annual performance reviews of any and all divisions, agencies and entities of the Consolidated City of Jacksonville; establish performance measurements for compliance with the Strategic Plan; and may require a detailed annual compliance statement by member entities. All agencies, divisions and entities of the Consolidated City of Jacksonville including the legislative and executive branches, shall fully cooperate with the Strategic Planning Commission and provide all information reasonably requested in a timely and expeditious manner and assist the Commission in the performance of its duties. Regardless of specific provisions herein, the Strategic Planning Commission shall have all authority and power necessary and appropriate to the performance of its duties as set out in Section I hereof.

(f) The Strategic Planning Commission shall provide an annual written report to the City Council and the public no later than March 1 of each year following its first year of existence. The report shall contain, but not be limited to, information regarding the progress toward each of the overarching goals; action plans for bringing any underperforming agencies, divisions or entities of the Consolidated City, or areas of focus into compliance with the Strategic Plan; and any additional areas identified by the Commission as appropriate for inclusion in the report.

(g) The Strategic Planning Commission shall reconvene as needed to amend and adjust the Strategic Plan and for the purpose of recognizing new members to the Commission. Vacancies on the Commission shall be filled within ninety (90) days.

Section IV. **Components of the Strategic Plan, implementation, monitoring and oversight.**

(a) The Strategic Planning Commission shall establish the following primary components of the Strategic Plan:

- (i) a vision statement,
- (ii) a mission statement;
- (iii) overarching goals of the Consolidated City of Jacksonville

(b) (b) The Strategic Plan report shall include an analysis of the areas of focus and the manner in which they were incorporated into the overarching goals of the Strategic Plan. The Commission may identify initiatives and objectives consistent with the overarching goals of the Strategic Plan. During the course of development of the Strategic Plan, the Commission may require any division, agency or entity of the Consolidated City of Jacksonville to submit the strategic plan of their organization and planned initiatives, projects or objectives, with timelines. Within three (3) months of adoption of the citywide Strategic Plan by the Strategic Planning Commission, each of the divisions, agencies and entities of the Consolidated City of Jacksonville shall submit to the Strategic Planning Commission a report outlining their activities, initiatives and projects which further the goals of the Strategic Plan and an expected timeline in which they will be completed. The Commission may provide

advice or direction to assist in alignment of activities and initiatives in furtherance of the goals of the Strategic Plan.

(c) Following the first full year of adoption of the Strategic Plan, on or before December 1 of each year, each division, agency or entity of the Consolidated City of Jacksonville shall submit its annual report to the Strategic Planning Commission setting out the activities, initiatives and projects which it has performed or undertaken during the preceding calendar year which further the goals of the Strategic Plan.

Section V. Advisory Council to the Strategic Planning Commission.

There shall be an Advisory Council to the Strategic Planning Commission that shall provide research, information and advice to the Commission as necessary to the performance of the Commission's duties and responsibilities. The Advisory Council shall establish its rules of operation, meetings and activities consistent with the advice and oversight of the Commission and shall remain in existence during the development of the Strategic Plan. At such times as set by the Commission, the Advisory Council shall issue periodic reports to the Commission of its findings and recommendations. Upon adoption of the Strategic Plan by the Commission, the Advisory Council will cease its operations until such time as the Commission begins the next ten year planning process; at which time, the Council shall be reconstituted and carry out the duties and responsibilities provided herein. The Advisory Council membership shall be inclusive and representative of all residents, groups, minorities, businesses and stakeholders involved in or affected by the focus areas of the Strategic Planning Commission. The Advisory Council shall consist of the following members:

- The Chair of the Board of the Chamber of Commerce or the President of the Chamber, as determined by the Board of the Chamber; who shall serve as Chair of the Advisory Commission
- One person appointed by the President of the City Council to represent the interests of the river and the environment
- One person appointed by the Mayor as a representative of the interest of children
- The mayors of the Town of Baldwin, the City of Jacksonville Beach, the City of Neptune Beach and the City of Atlantic Beach
- The Chair of the Board of JEA, the Board of the JacksonvillePort Authority, the Board of the Jacksonville Airport Authority, the Board of the Jacksonville Transportation Authority and the Board of the Jacksonville Housing Authority
- The Director of the Florida Department of Health in Duval County
- One CPAC member selected by the Chairs of the CPAC Advisory Committee
- The Presidents of the University of North Florida, Edward Waters College, Jacksonville University and Florida State College at Jacksonville
- The President of the Urban League
- The President of the Jacksonville Chapter of the NAACP
- The Executive Director of the Regional Planning Commission

- The Chief Executive Officer of the Nonprofit Center of Northeast Florida
- One person appointed by the Mayor as a representative of the arts and culture of the City of Jacksonville
- One person appointed by the Mayor from the Hispanic community
- One person appointed by the Mayor from the Asian community
- One person appointed by the Commander of Navy Region Southeast
- A representative of an organization who can speak on behalf of a racial demographic shall be added to the Advisory Committee of the Strategic Planning Commission when the racial population reaches 5% of the population of Duval County according to the most recent decennial census
- The Chair of the Strategic Planning Commission, with the advice and consent of the Commission, may appoint up to five (5) additional members to assure diversity and inclusive membership of all major stakeholders and interests of the Consolidated City of Jacksonville

Section VI. **Funding and Operations.**

(a) The Commission shall be funded for its first year of operation in an amount not less than Two Hundred Fifty Thousand Dollars (\$250,000.00) or such greater amount sufficient to employ an executive director, an expert consultant, an initial staff and costs of the Commission. Thereafter, the Commission shall be funded, on an annual basis, in an amount sufficient to carry out its purpose and is authorized to and shall direct the expenditure of all funds annually budgeted and appropriated to fund the Strategic Planning Commission and services and programs related thereto. The Commission is authorized to file applications for federal, state and privately funded grants.

(b) The Chair of the Commission may hire an interim executive director for a period of sixty (60) days for the sole purpose of assisting the Commission in organizing the membership, creating bylaws and governing documents, and hiring a permanent executive director. The Commission shall hire a consultant with expertise in organizational and systems planning and strategic analysis to provide advice and direction in the planning and development of each ten (10) year strategic plan. The Commission shall employ and fix the compensation of an executive director who shall manage the affairs of the Commission subject to its supervision. The Commission may also employ such other persons as may be necessary to effectively conduct and accomplish the affairs and duties of the Commission. All employees of the Commission shall be employees of the city, shall be subject to Articles 16 and 17 of the Charter of the city, except as otherwise provided by Council, and except that the executive director, any professional employees and the heads of such activities as the Commission may establish shall not be within the civil service system of the city and shall serve at the pleasure of the Commission. Temporary staff for peak loads shall be handled on a temporary or contract basis.

(c) The Executive Director shall collect, maintain and publish to members of the Commission, and to the public, information and statistical data necessary to demonstrate the progress of the Strategic Plan. Additionally, the executive director shall identify areas lacking progress and those responsible for progress in the identified areas. The Commission shall 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.

(d) The Executive Director of the Commission, or staff of the Commission, as appropriate may attend the meetings of the boards, departments, agencies and entities of the Consolidated City for the purpose of ensuring that decisions made are consistent with the Strategic Plan. It shall be the responsibility of the Executive Director to inform the Commission and its members of actual and potential conflicts between the member entities and the Strategic Plan. This requirement includes, but is not limited to, attending the meetings of the boards of the independent authorities specifically, and other entities.