

LAWS OF FLORIDA CHAPTER 67-1320

Section 2. Section 1 hereof shall apply to any employee retiring after June 1, 1967.

Section 3. This act shall take effect upon its becoming a law.

Became a law without the Governor's approval.

Filed in Office Secretary of State August 4, 1967.

CHAPTER 67-1320

House Bill No. 3029

AN ACT to create a single consolidated government of Duval County, the city of Jacksonville, the city of Jacksonville Beach, the city of Atlantic Beach, the city of Neptune Beach, and the town of Baldwin, the Duval County air improvement authority, the east Duval County mosquito control district, and the northeast Duval County mosquito control district (all of which are herein called "the former governments"), and all boards, bodies and officers of such former governments; providing for the consolidation of such former governments and their boards, bodies, and officers into a single body politic and corporate pursuant to the powers granted by section 9, article VIII, of the Constitution of the state of Florida; providing that the name of the single government created hereby shall be the city of Jacksonville (herein called the "consolidated government"); providing for the transfer and succession of all the properties, rights, capacities, privileges, powers, franchises and immunities of such former governments to the consolidated government created herein; providing for the powers and organization and territorial limits of the consolidated government created herein; providing for referendum of this act to a popular election by the electors of Duval County; providing an effective date.

Be It Enacted by the Legislature of the State of Florida:

ARTICLE 1

ONE GOVERNMENT

Section 1.01. *Creation of a Single Government.* The county government of Duval County, the city of Jacksonville, the city

of Jacksonville Beach, the city of Atlantic Beach, the city of Neptune Beach and the town of Baldwin, the Duval County air improvement authority, the east Duval County mosquito control district, and the northeast Duval County mosquito control district (all of which are herein called the "former governments"), and all boards, bodies and officers of such former governments, are hereby consolidated into a single body politic and corporate pursuant to the power granted by section 9 of article VIII of the Constitution of the state of Florida. The name of the new consolidated government shall be the city of Jacksonville (herein called the "consolidated government"). The consolidated government shall, without other transfer, succeed to and possess all the properties (of whatever nature), rights, capacities, privileges, powers, franchises and immunities, and be subject to all of the liabilities, obligations and duties of the former governments from and after the effective date of this charter. The consolidated government shall have perpetual existence, and shall have only such officers, departments and boards as are provided in this charter or are hereafter created pursuant to this charter.

Section 1.02. *Territory of Consolidated Government.* The consolidated government shall have jurisdiction, and extend territorially throughout the present limits of Duval County.

ARTICLE 2

GENERAL AND URBAN SERVICE DISTRICTS

Section 2.01 *Services Districts and Their Areas.* The territory of the consolidated government shall be divided into a general services district and two urban services districts. The general services district shall consist of the total area within the consolidated government, which is the total area of Duval County. One urban services district shall initially consist of the area which immediately prior to the effective date of this charter was included in the corporate limits of the former city of Jacksonville. The second urban services district shall initially consist of the areas which immediately prior to the effective date of this charter were included in the corporate limits of the city of Jacksonville Beach, the city of Atlantic Beach, and the city of Neptune Beach.

Section 2.02. *Expansion of Urban Services Districts.* The

area of an urban services district may, from time to time, be expanded and its territorial limits extended by the council whenever the council determines that a particular area of the consolidated government outside the urban services districts needs urban services and the consolidated government is able to provide such services. No area may be designated as a part of an urban services district unless the consolidated government provides to such area all governmental services which the consolidated government is then providing within such urban services district within a reasonable period of time, which shall not be longer than one year after the particular area is included in the urban services district. The tax levy on property in areas hereafter becoming part of an urban services district shall not include any item for the payment of general obligation bonds issued by the urban services district prior to the date when the particular area became a part of the urban services district. Any area which becomes a part of an urban services district pursuant hereto shall become a part of the nearest urban services district.

Section 2.03. *Consolidation of Urban Services Districts.* The two initial urban services districts may be consolidated into a single urban services district by ordinance adopted by two-thirds of the members of the council. If the two initial urban services districts are consolidated, the tax levy on property formerly included in one of the urban services districts shall not include any item for the item for the payment of general obligation bonds issued by the other former urban services district.

Section 2.04. *Services in the General Services District.* Throughout the entire general services district the consolidated government shall furnish the following governmental services: airports, agricultural agent, child care, courts, electricity, fire protection, health, hospitals, library, police protection, recreation and parks, schools, streets and highways, traffic engineering, and welfare services. The foregoing enumeration is intended as a list of those governmental services which shall be performed by the consolidated government within the general services district and is not intended to limit the rights of the consolidated government to perform other governmental services within the general services district.

Section 2.05. *Additional Services in Urban Services Dis-*

tricts. In addition to the services provided to the general services district, the consolidated government shall furnish the following additional services within the urban services districts: water supply, sanitary sewers, street lighting, street cleaning and garbage and refuse collection. The foregoing enumeration is intended as a list of those governmental services which shall be performed by the consolidated government within the urban services districts and is not intended to limit the rights of the consolidated government to perform other governmental services within the urban services districts.

Section 2.06. *Homestead Law.* That part of the general services district not included on the effective date of this charter in the urban services districts shall be deemed to be a rural area and a homestead in such rural area shall not be limited as if in a city or town. Whenever any urban service district is altered, created or expanded pursuant to this charter or legislative act, a homestead within such urban service district shall be limited as if in a city or town.

ARTICLE 3

POWERS OF THE CONSOLIDATED GOVERNMENT

Section 3.01. *General Powers.* The consolidated government shall have: (1) any and all powers which cities are, or may hereafter be, authorized or required to exercise under the Constitution or the general laws of the state of Florida, as fully and completely as though the powers were specifically enumerated herein; (2) any and all powers which counties are, or may hereafter be, authorized or required to exercise under the Constitution or the general laws of the state of Florida, as fully and completely as though the powers were specifically enumerated herein; (3) any and all powers which any of the former governments possessed immediately prior to the effective date of this charter. Any and all powers which any former government possessed which are powers of the consolidated government by virtue of this section may be exercised by the consolidated government throughout Duval County.

Section 3.02. *Specific Powers.* Without limiting the generality of the provisions of section 3.01 above, the consolidated government shall have power:

1. To levy and collect taxes upon all property except property exempt from taxation by general law.
2. To levy and collect taxes upon all taxable privileges and to license and regulate such privileges and privileged occupations except as prohibited by law.
3. To make appropriations for the support of the consolidated government, for any other purpose authorized by this charter and for any purpose for which a county or city is authorized by general law to appropriate; and to provide for the payment of the debts and expenses of the former governments to which it is the successor.
4. To borrow money for governmental purposes, subject to the limitations of the Constitution of the state of Florida.
- ✓ 5. To make special assessments within the consolidated government.
6. To accept or refuse gifts, donations, bequests or grants from any source for any purpose related to the powers and duties of the consolidated government.
7. To provide and maintain a system of pensions and retirement for officers and employees of the consolidated government and the former governments to which it is the successor.
8. To collect service charges to defray installation costs and operating expenses incurred to furnish beyond the limits of the urban services districts services which are a function of the urban services districts.
9. To enter into contracts and agreements with other governmental entities and with private persons, firms and corporations providing for services to be furnished and payments to be received therefor or for services to be received and payments to be made therefor.
- ✓ 10. To make regulations and take actions to promote the general health, welfare and safety of the inhabitants and to prevent, abate and remove nuisances.
11. To establish, maintain and operate public hospitals, sanatoria, convalescent homes, clinics and other public insti-

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- tutions, homes and facilities for the care of children, sick, the mentally deficient, the aged, and the destitute.
12. To collect and dispose of garbage and other refuse and to regulate the collection and disposal of garbage by others.
 13. To acquire, own, maintain and operate public parks, playgrounds and other recreation facilities and to equip and improve them with all suitable devices, buildings and other structures.
 14. To provide for and operate, or aid in the support of, public libraries.
 15. To lay out, open, extend, widen, narrow, establish or change the grade of, close, construct, pave, curb, gutter, adorn with shade trees, otherwise improve, maintain, repair, clean and light streets, roads, alleys and walkways.
 16. To take and appropriate real property within the area of the consolidated government for any public purpose, when the public convenience requires it and the taking is in accordance with general law.
 17. To purchase, lease, construct, maintain or otherwise acquire, hold and operate other property, real or personal, for any public purpose, and to sell, lease or otherwise dispose of any property, real or personal, belonging to the consolidated government in such manner and upon such terms as the council shall determine.
 18. To build, purchase, maintain, and operate sewers and sewage disposal systems, waterworks, transportation facilities, and any other public utility; to fix such rates and provide for the making of such charges and assessments as are deemed necessary for the proper furnishing of such services; and to provide liens or penalties and withdrawal of service for refusal or failure to pay for utility services provided by the consolidated government.
 19. To regulate the erection of buildings and all other structures, to compel the owner to provide and maintain fire escapes and other safety features, and to provide fire districts or zones and building zones; to prohibit, regulate or suppress, or provide for the destruction and removal

of any building or other structure which may be or become dangerous or detrimental to the public.

20. To fix the fares or rates to be charged for carriage of persons by any vehicle held out to the public use for hire within the area of the consolidated government; to require indemnity bonds issued by surety companies or indemnity insurance policies to be filed by the owner or operator of such vehicle for the protection of any person against loss by injury to person or property; and to make regulations with respect to the operation of such vehicles.
21. To grant rights-of-way through the streets and roads, and over bridges and viaducts, for the use of public utilities.
22. To regulate the operation of motor vehicles and exercise control over traffic, including parking, on the public streets, roads, alleys and walkways of the consolidated government.
23. To establish standard weights and measures; and to provide standards of quality for food products offered for human consumption.
24. To provide for the inspection and weighing or measuring of lumber, building material, stone, coal, wood fuel, hay, corn, grain, and other products.
25. To provide for the protection of, and prevent cruelty to, children and animals.
26. To regulate or prohibit junk dealers, pawn shops; the manufacture, sale or transportation of intoxicating liquors; the use and sale of firearms; the use and sale of firecrackers and fireworks; the transportation, storage and use of combustible, explosive and inflammable materials; the use of lighting and heating equipment; and any other business or situation which may be dangerous to persons or property.
27. To prevent and punish vice, obscenity, immorality, vagrancy, drunkenness, riots, disturbances, disorderly houses, bawdy houses, gambling and gambling houses, lewd exhibitions, disorderly conduct, the carrying of concealed weapons, and breaches of the peace.

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28. To establish, maintain and operate a jail and a workhouse.
29. To regulate the emission of smoke, the installation and maintenance of fuel burning equipment, and the methods of firing and stoking furnaces and boilers.
30. To regulate, by license or otherwise, all skilled craftsmen and their work.
31. To pass ordinances necessary for the health, convenience, safety and general welfare of the inhabitants, and to carry out the full intent and meaning of this charter as fully as if specifically authorized.
32. To provide misdemeanor penalties for violations of any ordinance adopted pursuant to the authority of this charter or general law.
33. All powers are granted subject to this charter and the Constitution and general laws of Florida.

In addition, the consolidated government shall have the other specific powers set forth elsewhere in this charter.

Section 3.03. *Construction.* The powers of the consolidated government shall be construed liberally in favor of the consolidated government. The specific mention, or failure to mention, particular powers in this charter shall not be construed as limiting in any way the general power of the consolidated government as stated in this article. It is the intention hereof to grant to the consolidated government full power and right to exercise all governmental authority necessary for the effective operation and conduct of the government of the area and all of the affairs of the consolidated government.

ARTICLE 4

DIVISION OF POWERS

Section 4.01. *General.* The powers of the consolidated government shall be divided among the legislative, executive, and judicial branches of the consolidated government. No power belonging to one branch of the government shall be exercised by either of the other branches, except as expressly provided in this charter.

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Section 3. All laws and parts of laws in conflict herewith are hereby repealed.

Section 4. This act shall take effect upon its becoming a law.

Became a law without the Governor's approval.

Filed in Office Secretary of State August 4, 1967.

CHAPTER 67-1535

Senate Bill No. 1635

AN ACT amending House Bill 3029, Laws of Florida, regular session 1967, entitled the charter of the city of Jacksonville, creating a single consolidated government in Duval County; providing that Article 2 of said charter be amended to provide for five separate urban services districts to be composed of the former corporate limits of the former municipalities of the consolidated government; providing that a new Article 2A be added to said charter to provide special provisions relating to the second, third, fourth and fifth urban services districts; prescribing for continuation of the boards, bodies and officers of such districts, and their powers and duties; providing names for such districts; providing for certain exceptions and amendments to the provisions of Articles 5, 15, 16, 17, 18, 19, 20, 21 and 22, pertaining to said second, third, fourth and fifth urban services districts; providing for a referendum by special election for approval of this act in the municipalities of Jacksonville Beach, Atlantic Beach, Neptune Beach and the town of Baldwin, by a majority of the aggregate total of all those qualified electors voting in all such municipalities; providing an effective date.

Be It Enacted by The Legislature of the State of Florida:

Section 1. That House Bill 3029, Laws of Florida regular session 1967, entitled the charter of the city of Jacksonville, creating a single consolidated government in Duval County be and the same is hereby amended, as to the particular articles and sections of said charter enumerated and set forth herein, to read as follows:

(1) Article 2 is hereby amended to read in whole as follows:

“ARTICLE 2

“GENERAL AND URBAN SERVICES DISTRICTS

“Section 2.01. *Services Districts and Their Areas.* The territory of the consolidated government shall be divided into a general services district and five urban services districts. The general services district shall consist of the total area within the consolidated government, which is the total area of Duval County. The first urban services district shall initially consist of the area which immediately prior to the effective date of this charter was included in the corporate limits of the former city of Jacksonville. The second, third, fourth and fifth urban services districts shall initially consist of the areas which immediately prior to the effective date of this charter were included in the corporate limits of the city of Jacksonville Beach, the city of Atlantic Beach, the city of Neptune Beach and the town of Baldwin, respectively.

“Section 2.02 *Expansion of the First Urban Services District.* The area of the first urban services district may, from time to time, be expanded and its territorial limits extended by the Council whenever the Council determines that a particular area of the consolidated government outside the urban services districts needs urban services and the consolidated government is able to provide such services. No area may be designated as part of the first urban services district unless the consolidated government provides to such area all governmental services which the consolidated government is then providing within such first urban services district within a reasonable period of time, which shall not be longer than one year after the particular area is included in the first urban services district. The tax levy on property in areas hereafter becoming part of the first urban services district shall not include any item for the payment of general obligation bonds issued by the first urban services district prior to the date when the particular area became a part of the first urban services district.

Section 2.03. *Consolidation of Urban Services Districts.* The five initial urban services districts, or any of them, may

be consolidated into one or more other urban services districts by ordinance adopted by two-thirds of the members of the Council and approved by a majority of those voting by referendum in the urban services districts affected by such consolidation. If any of the initial urban services districts are consolidated, the tax levy on property formerly included in one of the urban services districts shall not include any item for the payment of general obligation bonds issued by the other former urban services districts.

"Section 2.04. *Services in the General Services District.* Throughout the entire general services district the consolidated government shall furnish the following governmental services: airports, agricultural agent, child care, courts, electricity, fire protection, health, hospitals, library, police protection, recreation and parks, schools, streets and highways, traffic engineering, and welfare services. The foregoing enumeration is intended as a list of those governmental services which shall be performed by the consolidated government within the general services district and is not intended to limit the rights of the consolidated government to perform other governmental services within the general services district.

"Section 2.05. *Additional Services in Urban Services Districts.* In addition to the services provided to the general services district, the consolidated government shall furnish the following additional services within the urban services districts: water supply, sanitary sewers, street lighting, street cleaning and garbage and refuse collection. The foregoing enumeration is intended as a list of those governmental services which shall be performed by the consolidated government within the urban services districts and is not intended to limit the rights of the consolidated government to perform other governmental services within the urban services districts.

"Section 2.06. *Homestead Law.* That part of the general services district not included on the effective date of this charter in the urban services districts shall be deemed to be a rural area and a homestead in such rural area shall not be limited as if in a city or town. Whenever any urban services district is altered, created or expanded pursuant to this

charter or legislative act, a homestead within such urban services district shall be limited as if in a city or town.

(2) A new Article 2A is hereby added to the charter and inserted between the end of Article 2 and the beginning of Article 3 of the charter, to read in whole as follows:

ARTICLE 2A
SPECIAL PROVISIONS RELATING TO THE
SECOND, THIRD, FOURTH AND FIFTH
URBAN SERVICES DISTRICT

Section 2A.01. *Statement of Intent.* Although the former governments of the cities of Jacksonville Beach, Atlantic Beach, and Neptune Beach, and the town of Baldwin have been consolidated into the consolidated government it is the intent and purpose of this charter to preserve for the people residing in the second, third, fourth and fifth urban services districts the same local governmental structure, boards, bodies, officers and laws which existed in those areas prior to the effective date of this charter.

Section 2A.02. *Boards, Bodies and Officers.* Notwithstanding any other provision of this charter, the second, third, fourth and fifth urban services districts shall each have the same boards, bodies and officers as the former government which occupied the area of such urban services district immediately prior to the effective date of this charter. The persons who were officers and members of boards and bodies of former governments in the second, third, fourth and fifth urban services districts immediately prior to the effective date of this charter shall occupy the same positions in those urban services districts, and shall be entitled to the same compensation therefor. All such boards, bodies and officers of the second, third, fourth and fifth urban services districts shall continue to be elected at the times, in the manner, and for the terms which were provided under the respective municipal charters of the former governments in those urban services districts. All such boards, bodies and officers shall continue to have the same powers and duties which they had under the respective municipal charters of the former governments.

ARTICLE 2. GENERAL AND URBAN SERVICES DISTRICTS

- Sec. 2.01. Services districts and their territories.
- Sec. 2.02. Expansion of first urban services district.
- Sec. 2.03. Consolidation of urban services district.
- Sec. 2.04. Services in general services district.
- Sec. 2.05. Additional services in first urban services district.
- Sec. 2.06. Homestead law.

Section 2.01. Services districts and their territories.

The territory of the consolidated government is divided into a general services district and five urban services districts. The general services district consists of the total territory within Duval County. The first urban services district initially consists of the territory which immediately prior to the effective date of the original charter of the consolidated government of the City of Jacksonville [October 1, 1968] was included in the corporate limits of the former City of Jacksonville. The second urban services district initially consists of the territory of the City of Jacksonville Beach. The third urban services district initially consists of the territory of the City of Atlantic Beach. The fourth urban services district initially consists of the territory of the City of Neptune Beach. The fifth urban services district initially consists of the territory of the Town of Baldwin.

(Laws of Fla., Ch. 67-1535; Laws of Fla., Ch. 78-536, § 2; Laws of Fla., Ch. 92-341, § 1)

Section 2.02. Expansion of first urban services district.

The territory of the first urban services district may, from time to time, be expanded and its territorial limits extended by the council whenever the council determines that a particular territory of the consolidated government outside the urban services district needs urban services and the consolidated government is able to provide such services. No territory may be designated as part of the first urban services district unless the consolidated government provides to such territory all governmental services which the consolidated government is then providing within such first urban services district within a reasonable period of time, which shall not be longer

than 1 year after the particular territory is included in the first urban services district. The tax levy on property in territories hereafter becoming part of the first urban services district shall not include any item for the payment of general obligation bonds issued by the first urban services district prior to the date when the particular territory became a part of the first urban services district. No part of the second, third, fourth, or fifth urban services district may be included within the first urban services district under this section.

(Laws of Fla., Ch. 67-1535; Laws of Fla., Ch. 78-536, § 2; Laws of Fla., Ch. 92-341, § 1)

Section 2.03. Consolidation of urban services district.

The five initial urban services districts, or any of them, may be consolidated into one or more other urban services districts by ordinances adopted by two-thirds of the members of each of the legislative bodies of the affected governments. Before any such ordinance shall become effective in either one or more urban services districts, a separate referendum shall be held in each district to be affected by the ordinance, and the ordinance must be approved in each urban services district affected by the ordinance by a majority of those voting. If any of the initial urban services districts are consolidated, the tax levy on property formerly included in one of the urban services dis-

tricts shall not include any item for the payment of general obligation bonds issued by the other former urban services districts.

(Laws of Fla., Ch. 67-1535; Laws of Fla., Ch. 78-536, § 2; Laws of Fla., Ch. 92-341, § 1)

Section 2.04. Services in general services district.

Throughout the entire general services district the consolidated government shall furnish the following governmental services: airports, agricultural agent, child care, courts, electricity, fire protection, health, hospitals, library, police protection, recreation and parks, schools, streets and highways, traffic engineering, and welfare services. The foregoing enumeration is intended as a list of those governmental services which shall be performed by the consolidated government within the general services district (except when any of such services is being performed by the second, third, fourth, or fifth urban services district) and is not intended to limit the right of the consolidated government to perform other governmental services within the general services district. In the second, third, fourth, and fifth urban services districts, the consolidated government shall provide only those governmental services that are normally provided by counties to municipalities and are normally considered to be county public functions.

(Laws of Fla., Ch. 67-1535; Laws of Fla., Ch. 78-536, § 2; Laws of Fla., Ch. 92-341, § 1)

Section 2.05. Additional services in first urban services district.

In addition to the services provided to the general services district, the consolidated government shall furnish the following additional services within the first urban services district: water supply, sanitary sewers, street lighting, street cleaning, and garbage and refuse collection. The foregoing enumeration is intended as a list of those governmental services which shall be performed by the consolidated government within the first urban services district and is not intended to limit the right of the consolidated government to perform other governmental services within the first urban services district.

(Laws of Fla., Ch. 67-1535; Laws of Fla., Ch. 78-536, § 2; Laws of Fla., Ch. 92-341, § 1)

Section 2.06. Homestead law.

That part of the general services district not included in the urban services district shall be deemed to be a rural area, and a homestead in such rural area shall not be limited as if in a city or town. Whenever any urban services district is altered, created, or expanded pursuant to this charter or legislative act, a homestead within such urban services district shall be limited as if in a city or town.

(Laws of Fla., Ch. 67-1535; Laws of Fla., Ch. 78-536, § 2; Laws of Fla., Ch. 92-341, § 1)

ARTICLE 3. POWERS OF CONSOLIDATED GOVERNMENT*

Sec. 3.01. General powers.
Sec. 3.02. Construction.

Section 3.01. General powers.

The consolidated government:

- (a) Shall have and may exercise any and all powers which counties and municipalities are or may hereafter be authorized or required to exercise under the Constitution and the general laws of the State of Florida, including, but not limited to, all powers of local self-government and home rule not inconsistent with general law conferred upon counties operating under county charters by s. 1(g) of Article VIII of the State Constitution; conferred upon municipalities by s. 2(b) of Article VIII of the State Constitution; conferred upon consolidated governments of counties and municipalities by section 3 of Article VIII of the State Constitution; conferred upon counties by ss. 125.85 and 125.86, Florida Statutes; and conferred upon municipalities by ss. 166.021, 166.031, and 166.042, Florida Statutes; all as fully and completely as though the powers were specifically enumerated herein.

*Editor's note—Section 4 of Ch. 78-536, Laws of Fla., amended Art. 3 hereof and prior to enactment of this legislation, former Art. 3, §§ 3.01—3.03, pertained to similar subject matter and was derived from Laws of Fla., Ch. 67-1320, as amended by Laws of Fla., Chs. 71-707, 72-572, 75-404 and 77-575.

City for Library
Services Rapped as Too Low
budget
Waste and Inefficiency
problem
Are Costly Luxuries
called
Peril To DMC
Crime
Held in A

Accident
Local Government Study
Commission of Duval County
1966

to include
activities such
Duval County Tail
Water Supply Is Grown
Problems Study Urged
Government
Effort Reveals

AT A GLANCE

THE PROBLEMS (General)

1. Rapid population growth.
2. Arbitrary lines of governmental jurisdictional authority unrelated to total community needs, resulting in:
 - a) Tax imbalances brought about by disproportionate sharing of tax burden
 - b) Voter disenfranchisement
3. Complexity of governmental structure making electorate's ability to pinpoint responsibility almost impossible, resulting in an apathetic electorate.
4. Governmental structure without the legal capabilities to meet the needs of the community.
5. Lack of adequate urban services in densely populated areas.
6. Inefficient and costly duplication of services.
7. Inadequate planning for present and future needs.
8. Rising taxes.

THE PROBLEMS (Specific)

1. Discredited schools.
2. High degree of water and air pollution.
3. High crime rate.
4. High degree of property deterioration (slums) inside Jacksonville corporate limits.
5. Emerging poor land use patterns, e.g. inadequate planning and zoning.
6. High comparative costs with other areas for providing governmental services.
7. Lack of public confidence in local government (Grand Jury findings, etc.).
8. Low voter registration.
9. Slowdown of area economic growth.
10. Traffic congestion—lack of adequate streets, highways, parking and mass transit.

11. Comparatively low wage earners' scale: high incidence of unskilled labor force.

12. Inadequate sewer facilities—countywide.

13. Inadequate water facilities outside municipal corporate limits.

14. Inadequate fire protection outside municipal corporate limits.

15. Incomplete sanitation services for garbage collection and disposal outside municipal corporate limits.

16. Continued unaccounted for variations in ad valorem tax roll assessments.

17. Inadequate prison facilities and probation and parole procedures.

18. Inadequate and wasteful governmental purchasing procedures.

19. Lack of library service outside Jacksonville city limits.

20. Racial unrest.
ad infinitum

THE NEEDS

1. A governmental structure that is responsive to the needs of the TOTAL local citizenry.
2. A structure which is easily understood by the citizenry and which encourages citizen interest and participation in the local government process.
3. A structure which simplifies the pinpointing of responsibility by the electorate thus increasing the value and effectiveness of the citizen's vote.
4. A government that can provide necessary governmental services at a minimum burden to its taxpayers, e.g. a streamlined administrative structure with emphasis on economy and efficiency.
5. A structure with built-in capabilities and flexibility to plan for and meet the needs of the present and future.

6. Elimination of costly, inefficient, overlapping, duplicated functions.

THE SOLUTION (In Brief)

1. Eliminate existing outmoded, inadequate governmental structures, both city and county.
2. Create a new single countywide local government based on a check and balance "Mayor-Council" governmental structure.
3. Provide a structure with the legal capabilities and flexibility to meet LOCAL needs with a minimum of outside interference.
4. Provide a structure that allows easy electorate pinpointing of responsibility, thus leading to greater citizenry understanding and participation.
5. Provide high quality general governmental services countywide: police protection—fire protection—streets & highway-planning—traffic control — zoning — recreation and

parks — library service — building codes, etc.

6. Provide adequate urban governmental services in densely populated areas: sewers — water—street lights—paved curb and gutter —street drainage—refuse collection and disposal—sidewalks, etc.

7. Work towards reduction of ad valorem taxes through efficiency, economy, new revenue sources and elimination of tax inequities.

IMPORTANT ASSURANCES

1. The entire plan will be submitted to a county-wide electorate referendum.
2. No one will pay taxes for services until they receive them.
3. Every area of the county will have equal representation, based on population.
4. All existing public employees' job tenure and pension rights will be safeguarded.

PUBLIC WORKS DEPARTMENT

This Department will be responsible for some of the major service agencies of the government. The amount of money spent for streets and highways, drainage, garbage collection and disposal, and water and sewer services is staggering. It is in some of these areas that we have many of our major

community problems. The department will have the following major divisions: Engineering, Streets and Highways (including drainage), Garbage and Street Cleaning, Building Maintenance, Water and Sewer. The functions these divisions will be concerned with are discussed in detail below.

STREETS AND HIGHWAYS



EXPENDITURES

The building and maintenance of streets and highways constitute one of our most complex local government problems. The need is great and the cost is great. There are 230,000 vehicles licensed annually in Duval County; by 1980 it is estimated there will be 475,000 licensed vehicles in the County. In 1965 there were 15,204 recorded accidents involving 122 deaths and 7,992 injuries in the County. Jacksonville budgets in excess of \$3,000,000 annually for street and highway work. When the costs of the Signal Bureau, Parking Meter Department, traffic control policemen, street cleaning, etc. are included the costs rise by the millions. The Road and Bridge Fund for the County approaches \$2,500,000 a year. Each of the four smaller municipalities in the County also makes substantial expenditures for street work.

Although each governmental entity in the County makes a substantial expenditure for streets and highways, the major outlay is made through the State Government of Florida. In the last ten years, 1956 through 1965, the State has spent \$105,945,903 on road work in Duval County. The Federal Government also makes a heavy contribution through matching fund programs; on Interstate roads it finances as much as 90% of the total cost. The Jacksonville Expressway Authority has also made substantial expenditures, building 45 miles of road at a cost of \$98,000,000; of this figure \$67,000,000 was financed locally and \$31,000,000 came from State and Federal sources. The Authority is currently spending an additional \$72,600,000 for the new Commodore Point Bridge and feeder roads tying into the Ex-

pressway System. Despite all these enormous capital outlays, we still have not been able to keep pace with the need for street and highway expenditures.

DOWNTOWN NEEDS

A 1960 comprehensive transportation study under the auspices of the Florida State Road Department estimated that an expenditure of \$250 million will be needed by 1980 to meet adequately traffic and parking demands in the central business district of Jacksonville alone. In 1960 there were 150,000 vehicles a day entering and leaving the central business district. Interestingly, 72,000 of this daily total were driving through the district to get somewhere else. Thus the report noted "almost half of the traffic in the central area did not want to be there." By 1980, 28,000 parking spaces will be needed to meet downtown parking needs. If these were built flat it would require 60 city blocks of space. The Transportation Study noted the projected cost is enormous, but stated, "However, when the total value of the Central Business District, both now and in its expanded form, is considered, the expense is not excessive. The decay resulting from stagnation of traffic and loss of access could result in the death of Jacksonville as a financial, commercial, recreational and social center of North Florida."

ROAD CLASSIFICATIONS

There are five classifications of roads in the County: Expressway, State Primary, State Secondary, County, and Municipal.

The Expressway system is virtually self-supporting from bridge tolls. The Authority has a \$185,000,000 bond issue which is being paid off from toll receipts. The Authority also receives State and Federal assistance in new construction projects which qualify for aid. To back up the toll receipts as a pledge to bondholders, the County has pledged the receipts from State Secondary Road Funds. These receipts come from the County's share of gasoline taxes returned for road construction in the County. The backup pledge of county gasoline tax receipts was first made in 1957 when the Expressway Authority sold a \$70,000,000 bond issue. From the time of this issuance of the bonds to June 30, 1963 when the Expressway Authority established plans to issue a \$135,000,000 bond issue (refunding the \$70,000,000 issue) the Authority used \$2,157,211 of County gasoline taxes in addition to Expressway tolls. The \$135,000,000 issue is also backed by the gasoline tax pledge and will probably draw considerably more from the gasoline tax receipts of the County. The \$135,000,000 bond issue of 1964 includes \$25,000,000 earmarked for work on feeder roads that are not directly a part of the expressway system. This expenditure grew out of an agreement with the County Commissioners in an effort to obtain a renewal of the gasoline tax pledge as bond support.

State Primary—The County depends heavily on state gasoline tax funds for its road program. The State collects a tax of seven cents a gallon on gasoline, the first four cents of which goes into "primary" road construction. These construction projects are selected at the state level on a basis of statewide need and are not formally distributed on a county basis. (However, counties watch primary road fund allocations closely and political pressures are exerted if an area feels it is not getting its just share.) The Primary Funds are distributed by each of five Districts.

Duval is part of the Second District, consisting of 16 counties, of which Duval is by far the largest. The Second Road District is allocated 17.4% of State Primary Road Funds (the first four cents of the gasoline tax). During the last ten years, 1-1-56 to 1-1-66, Duval County has received \$82,025,735 in road work from Primary State Funds.

State Secondary—The remaining three cents of the state gasoline tax is allocated for use on a county basis. The formula for division among the counties is based $\frac{1}{3}$ on area, $\frac{1}{3}$ on population in the last federal census, and $\frac{1}{3}$ on the county's contribution to state roads and bridges prior to July 31, 1931. This last feature has been attacked bitterly by urban areas which have grown at a rapid pace since 1931. A rural dominated state legislature initiated this basis of distribution. Although the recent reapportionment of the Legislature on a population basis has

shifted the balance of power to urban areas, little change in the formula can be expected as counties have issued bonds based on the 1931 criteria, which run until almost the year 2,000. The three cent gasoline tax, after being divided on the basis of the county distribution formula, is divided 80/20; eighty percent goes to the State Road Department to be spent in the applicable county alone. County Commissioners in each county prepare a list of their county's road needs and submit it to the State Road Board. The list of needs invariably is far in excess of available funds. Thus the State Road Board selects that portion of the list which the county gasoline tax fund allotment can finance; generally the Road Board will follow the priority recommended by the County Commissioners, but are not bound to do so and on occasion political pressures come into play. The other twenty percent is secondary gasoline tax returned directly to the county to be spent as it sees fit through its own highway department. In the last ten years, 1-1-56 to 1-1-66 Duval County has received \$23,920,168 as its share of the eighty percent of the 5th, 6th and 7th cent State Gasoline Tax expended by the State Road Board on county work. Almost \$6,000,000 was received directly by the county as its twenty percent share. During this same period gasoline sales in Duval County raised a tax of \$44,623,814 from the 5th, 6th and 7th cent state tax. Thus, Duval County paid in almost \$15,000,000 more than was returned.

County Roads—The magnitude of the financial squeeze in regard to streets and highways is graphically illustrated by the plight of "county roads." The County has about 2,000 miles of streets which are built and maintained out of the County Budget. A large number of these streets are in subdivisions and were built according to law by the subdivider who then turned them over to the County for future upkeep. These subdivision streets need resurfacing or rebuilding about once every ten years. The average cost per mile is \$10,000; thus the County needs to rework about 200 miles of street a year at a cost of \$2,000,000 or more. The County Engineer estimates \$10,000,000 is needed to bring these streets up to good condition. However, the County Budget includes only \$500,000 for street materials, including maintenance, resurfacing and new construction. It is interesting to note that although the County population outside the municipalities has grown from less than 100,000 in 1950 to in excess of 300,000 today, or a 200% increase, the appropriation for street materials is virtually the same. In 1950 \$474,740 was appropriated for "Materials for Road and Bridge Construction and Maintenance." In 1966 only \$620,508 was budgeted for this same account.

Municipal Streets—The often poor condition of municipal streets also suggests insufficient maintenance.

finance funds. As of January 1, 1965 the City Engineer's office reported Jacksonville as having 660 miles of streets, of which sixty are maintained by the State and six hundred by the City. Of this number, ninety-one are still unpaved. Many Jacksonville streets are suffering from lack of resurfacing and upkeep. The Jacksonville City Engineer estimates 75% of existing city streets need work at an estimated \$5,000,000 cost. To pave the unpaved streets would require about \$2,800,000 with adjoining property owners paying additionally for curb and gutter work.

Part of the city street problem stems from badly deteriorated sewer and drain lines under the streets. A severe rainstorm in mid-1966 resulted in 440 street caveins in the City. Lack of money to replace sewer lines has made it impractical to resurface many city streets. Thus, before an effective street program can be realized on a practical basis, some \$20,000,000 is needed to replace deteriorated sanitary sewer lines under the streets and another \$24,000,000 is needed to replace and install needed storm sewers for drainage.

Florida municipalities want the State to allocate money directly to the cities for road work. In the past, portions of the county's share of gasoline tax receipts were spent on work inside municipalities. However, when the State Legislature returned the cigarette tax to municipalities for their use, and not to unincorporated areas, the Duval County Commission felt this tax sum should meet municipal road needs, consequently they no longer regularly list city streets as part of their requests for county gasoline tax expenditures by the State Road Board. Only in rare instances has the County Commission spent gasoline tax money within Duval municipalities in recent years.

Population growth outside the municipal corporate limits works severe hardships on municipal streets. The core city is the hub of economic life, thus as the county grows, street traffic on city streets increases. In addition to the heavy costs of needed new streets and repairs to existing facilities, there are the expenses of traffic control by police, by traffic engineers and by complex signal systems. These expenses also require heavy appropriations. Jacksonville appropriates \$94,000 annually for traffic engineering services alone. The County provides no counterpart expenditure, yet traffic pays little heed to city limit signs.

Similar problems can be listed ad infinitum. The conclusion is that as a community, city and county, we are faced with severe street and traffic problems. Corrective action is going to require perseverance, imagination and heavy financial expenditures.

FINANCING

Equitable financing of streets and highways has always been a complex problem. Ad valorem taxes alone simply can not sustain our street and highway needs. Tolls and gasoline taxes are ways by which we tax the users of our streets and highways; however, we cannot expect additional revenue from these sources. Florida's gasoline tax is among the highest in the nation, as are Florida license tag costs. Tolls to support the expressway system are already a burden to those families that must cross a toll bridge frequently. Furthermore the national trend is away from the use of tolls on through highways joined with the interstate system; the Jacksonville expressway thus is a clear exception to this guideline. Front footage assessments are sometimes used for street improvements. Front foot easements are still used for curb and gutter work in Jacksonville, but have been discontinued for street costs.

The Study Commission is convinced that the State must return more revenue to local governments for street and highway work. At the very least, the State must appropriate money to assist local entities in making right-of-way purchases. The State pays the expense of Primary State Roads, but the local government must first purchase the right-of-way. Land costs have soared, and right-of-way acquisition in urban areas often costs more than the installation of the road itself.

The Study Commission believes that it is imperative that expenditures for streets and highways be increased in the immediate future. The longer we delay, the more acute the problem becomes. Further delay leads to an increasing number of highway tragedies which might be avoided under better street and traffic conditions.

LACK OF COORDINATION

It is clear that greater expenditures for street building and maintenance are going to be required regardless of the structure of local government; however, the Study Commission believes a far greater degree of efficiency and economy can be effected through a more unified approach to our street and highway problems. Both Jacksonville and the County sustain substantial overhead expenditures for engineering and other ancillary services. A combined department could not help but result in increased efficiency. Present coordination between the State, County, City and Expressway Authority is not praiseworthy. The Jacksonville Traffic Engineer has only limited contact with the County. The Expressway Authority is reported to decide and then inform. There are often conflicts in the use of rights-of-way for utility extensions. Without notice, the State often cuts drainage ditches of Mosquito Control Districts, making them ineffective. Obvious-

ly, at the very minimum, more formal lines of communication between the affected entities must be established if we are to have better coordination and cooperation.

Above all else, there must be increased planning to assure that once expenditures are made, they are of lasting value. The work of the Jacksonville-Duval Area Planning Board should be invaluable in this respect, especially after a comprehensive land-use plan is completed for the County.

RECOMMENDATIONS

The Study Commission recommends that a single, countywide road department be created.

1. It should eliminate most of the errors growing out of lack of coordination and cooperation.
2. It should provide a consistent countywide level of service. Service levels are currently very sporadic. County road funds are divided into five (5) Commission District funds. Available funds are so short that almost of necessity political considerations play a major role in how the money is spent.
3. It should eliminate duplicated functions and result in increased efficiency and economy. There are now two Signal Bureaus, both with heavy expenditures and costly equipment; interestingly, the county contracted this service with Jacksonville until 1964. There are multiple sign shops which could easily be combined. Both City and County have large engineering staffs, although only the City has a Traffic Engineer. Duplication of extremely expensive machinery also might be reduced and the machinery itself be better utilized. Savings should be effected through greater quantity buying of street construction materials, equipment, etc.
4. It should help reduce political considerations on decisions concerning road expenditures. A unified proposal based on the greatest need of the entire county could be made to the State Road Department. Jealousies now exist between County and City which heighten the role of politics in reaching road expenditure decisions.
5. Pinpointing of responsibility and increased public understanding should result. A great deal of buck-passing and citizenry confusion now exist in the handling of our streets and highways.

There is a clear need for a long-range expenditure budget for street work. Major resurfacing and new construction should be projected on a long-range schedule, and not as is currently often the case—when the money can be found or when the need becomes so acute that improvement cannot be avoided.

Cost accounting techniques should be applied to road work so that better appraisals of varying kinds and qualities of construction can be made. Increased accountability to the public for road expenditures is also badly needed. A great deal of public resentment and mistrust surrounds our local road programs.

PARKING FACILITIES

Public parking facilities are administered by a variety of methods. The County has a parking lot under supervision of the County Commission in connection with the Courthouse. Jacksonville has on-street parking which is regulated by traffic signs and parking meters. The City has a Parking Meter Department that maintains and collects from parking meters. These employees are non-uniformed and travel on foot. This office has four men eligible for enforcement of parking violations; however, generally less than two men, in terms of man hours, are on the street enforcing meter violations. The department also collects traffic violation fines that do not require Court appearances. The Police Department supplements meter enforcement, and while Police and Parking Meter Department employees write slightly varying types of tickets, as far as the public is concerned, there is no difference.

In addition to the Parking Meter Department, which for administrative purposes is under the Mayor's supervision, the City operates several off-street facilities, principally on waterfront lots in downtown Jacksonville. These parking lots were financed by revenue bonds and all proceeds, plus the receipts of on-street parking meters, are pledged to meet the Revenue Bond payments. The waterfront parking lots are under the administration and supervision of the City Auditor. There are additional pay-parking lots in connection with the Gator Bowl, Coliseum and Baseball Parks. These lots were (until a year ago) under the Recreation Board, but are now technically under the City Commissioner of Health and Sanitation. The parking lot at the City Airport is operated by a private operator under a lease-concession arrangement.

There are strong indications that the government is going to have to provide additional central business district off-street parking in Jacksonville, or induce private enterprise to do so. The 1960 transportation survey (cited above) calls for less and less on-street parking and greatly increased off-street parking; 28,000 spaces will be needed by 1980 for

the Jacksonville central business district. In view of the increasing governmental concern with public parking, the Study Commission feels a more cohesive administrative approach to the problem is warranted. We recommend that a countywide Department of Parking be created and assigned all parking responsibilities including on and off-street parking facilities, government operated or leased. Careful guidelines should be formulated as to when the City itself should operate a parking facility and when it should be leased.

The Parking Department will handle substantial monies, therefore, for public safety and confidence, rigid financial controls must be established. Due to the need for quick public service and internal financial controls it is recommended that it be an operating division of the Department of Finance.

The Study Commission notes that the 1955 Jacksonville Zoning Law calls for provision of parking spaces, depending on use, in new construction, but excludes the downtown area (River-Broad-State-Catherine St., enclosure). However, it is the downtown area that will be hardest hit by the need for off-street parking facilities. The Study Commission believes this exclusion should be remedied. To provide all the needed central business district parking spaces will require an estimated \$70 million by 1980. Local government can not bear this cost alone; private enterprise must share in the responsibility. Despite high land costs in the core downtown area, we recommend that new construction be planned to provide sufficient parking facilities for future needs.

TRAFFIC ENGINEERING

There is a clear need for countywide traffic engineering. Jacksonville currently contracts for this service on an annual basis. The County makes no provision for professional traffic engineering service. The Study Commission recommends that traffic engineering service become a countywide function. Under consolidation, such service will naturally follow.

For administrative purposes responsibility for traffic engineering should be in the Department of Public Safety. Close liaison will be necessary between the traffic engineer and the unified Street and Highway Department. Currently, Jacksonville contracts for traffic engineering. Careful study should be made to determine if it might not be better to make traffic engineering an agency of the government—it may well be more economical, especially with expanded countywide duties.

DRAINAGE

Closely connected with street and highway construction is the problem of drainage. Drainage and

storm sewers are directly related to street construction. Local drainage problems abound, especially outside the Jacksonville corporate limits. Even in Jacksonville the City Engineer estimates that \$24,000,000 will be needed for storm sewers before highway repairs and construction can be practical. In addition to this sum, up to \$50,000,000 more could be advantageously spent to deepen and open up St. Johns River tributaries, which are part of the overall drainage problem. There is relatively little curb, guttering and storm sewer installation on county roads. Every rainstorm brings a host of complaints to the County Commission. In severe rainstorms some low-lying subdivisions are completely flooded. Corrective action is badly needed in these areas, but the County Commission has lacked the financial resources to undertake any kind of thorough drainage program. The Jacksonville Street and Highway Department estimates it would require \$12,647,925 in capital improvements to handle drainage needs in the six proposed annexation zones of 1964.

Despite these costs, a greater effort must be extended to provide proper drainage. Standing water causes untold property damage, frustration and inconvenience. Eventually it becomes brackish water and spreads disease and breeds mosquitoes. The long range costs of poor drainage in human suffering and actual property damage far outweigh the cost of an adequate drainage program. The Study Commission recommends that the capital program for streets and highways should include provision for drainage expenditures.

There is a strong need for close coordination between road building agencies and mosquito control districts. In the past, drainage work of the Mosquito Control Districts has been impaired, without notice, by road building agencies. The two programs, road building and mosquito control drainage, should complement each other.

MASS TRANSIT

The Study Commission is ever mindful of the rapid changes in our modern way of life. No consideration of streets and highways can be projected into the future without reaching the conclusion that regardless of expenditures, conventional auto transportation on a mass scale will be impractical in Jacksonville in the not too distant future. With the rapid pace of our population growth the Study Commission feels that almost immediate advance planning is necessary for mass rapid transit. Within a generation, it is projected that we will reach a million in County population. Thus it is obvious that we need to envision the problems of the future. The Study Commission notes that there are Federal funds available for mass transit planning and development. We recommend that the Jacksonville-Duval Area Plan-

ning Board begin at once to plan for future transportation needs.

EXPRESSWAY AUTHORITY

The Study Commission makes no general recommendations in regard to the Jacksonville Expressway Authority. The Authority was created at a time of great need and has been a successful means of raising revenues for expensive highway and bridge construction. The Expressway Authority currently has a substantial program underway and its latest bond issue of \$185 million will tax its revenue for a number of years to come. However, it can be anticipated that in the future the Expressway Authority will have sufficient resources for additional road programs. The Study Commission believes that any future expenditures by the Authority should be very closely coordinated to overall County needs. A unified street and highways department and the Expressway Authority should compliment each other. In the future it may be desirable to place all County road work under a single agency, perhaps either an expanded Expressway Authority or some new department. The Expressway Authority may also prove to be a desirable agency to implement the rapid mass transit plans of the future.

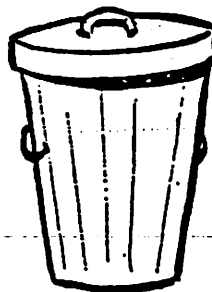
In order to tie the Expressway Authority closer to local government for closer cooperation and coordination it is recommended that two of its five-member board be appointed by the Mayor, subject to Council confirmation; the remaining three members should continue to be appointed by the Governor. [Actually two members and ex-officio the Road Board Second District Member (if he lives in Duval County) — originally appointed by the Governor.]

It may be desirable for the Mayor to appoint the head of the Department of Public Works as one of his two appointments.

SUMMARY OF RECOMMENDATIONS

1. Create a single countywide road department.
2. Increase coordination and cooperation between various governmental agencies concerned with streets and highways.
3. Increase overall planning, including plans for a future rapid mass transit system.
4. Begin long range capital improvement budget projections for new road and drainage construction and reconstruction.
5. Institute cost accounting principles to obtain more accurate road expenditure controls and to better inform the public.
6. Increase State financial support for local government road expenditures.
7. Urge the State to assume responsibility for right-of-way purchase for State Primary Roads.
8. Provide countywide traffic engineering service.
9. Create a Department of Parking as an operating division of the Department of Finance.
10. Require parking spaces be provided in new construction in downtown area.

GARBAGE



UNINCORPORATED AREAS SERVICES

The County has eight franchise garbage companies which operate outside its municipalities and which apparently do a relatively good job for their subscribers, but there are still some 10,000 residences in the County that subscribe to no garbage

collection service. No law requires subscription to a garbage service. The lack of such a law has created considerable problems for the County Health Department and law enforcement agencies. Open garbage dumping along streets and highways is fraught with health hazards. Open garbage breeds rodents, mos-

quitos and diseases, not to mention its obvious unsightliness and foul odor. For these reasons the Study Commission's Health Consultant recommended "a mandatory government-operated system financed by fees for all urban portions of the county." To obtain optimum public health, we obviously need new laws which will regulate garbage collection and disposal in the County.

Garbage collection and disposal is a major concern of any urbanized area and most of the population in Duval lives in urban areas. The franchise operators in the County generally charge \$6 per quarter for street pickup three times a week, with generally one trash pickup per week. The majority of franchise collectors have petitioned the County Commission for an increase to \$7.25 per quarter to take effect Jan. 1, 1967. Most franchise companies offer backdoor pickup for double the minimum fee.

MUNICIPAL SERVICES

All five of the municipalities operate their own garbage service. The beach communities all have a service charge for garbage billed with the water bills; Jacksonville Beach has three regular pickups each week and one trash pickup. Collection is at the back door and residence charges are \$1.65 per month. Neptune Beach has six-day pickups and at least one trash pickup a week for which a single family residence pays \$1.50 per month. Pickup is generally at the back door, but limited to half the depth of the residence lot. Atlantic Beach has six-day pickup and at least one trash pickup. Pickups are made up to 20' back from the curb, but not beyond the corner of the house. Single family residences pay \$2 per month. All three of the beaches utilize land fills operated by the East Duval Mosquito Control District on a reimbursable cost basis. Baldwin has no specifically billed garbage charge, but pays for the service out of water billings of \$2 for the first 5,000 gallons and \$0.25 for each additional 1,000 gallons. Pickup is twice a week with one trash pickup per month, all at the curb.

JACKSONVILLE EXPENDITURES

Jacksonville has no garbage service charge, even for commercial establishments. All refuse collection is done by the City without charge. Warehouse, manufacturing and processing plants, however, must make private arrangements. Regular service is three times a week with at least one trash pickup, all at the curb. Jacksonville operates two incinerators and has some land fills for disposal purposes. Jacksonville has budgeted \$2,782,413 for its street cleaning department (street cleaning, garbage collection, garbage disposal) in 1966. This figure does not include such items as pension fund matching, insurance and legal service. Per capita costs of the Jacksonville Street Cleaning Department are relatively high com-

pared to costs in comparable cities elsewhere in the country. Average per capita costs as compiled by the U.S. Department of Commerce for the budget year 1963-64 were \$7.12 per person in cities ranging in size from 2-800,000. Jacksonville's per capita costs, in contrast were \$12.49 for the same year. This figure rose to \$13.09 in 1965 and will increase again in 1966. The average per capita expenditure for all cities, big and small, was only \$5.82 in 1963-64.

GOVERNMENT SERVICE

The provision for refuse service is closely tied to the overall governmental structure. Under a consolidated form of government, clearly the government will have to assume responsibility for refuse service on a countywide basis. However, such a provision does not of necessity mean a government-operated department. Many municipalities contract out refuse collection and disposal services. Consideration might be given to retaining franchise operators under annual contracts with the unified government.

SERVICE FEES

There is an area of controversy between citizens and governments as to the best method of paying for refuse services. Service charges have become more and more common in recent years. (For example, the three beach communities have varying garbage service charges.) Larger cities have in the past been more inclined to pay for garbage service out of tax sources rather than service charges, although today many larger cities are adopting service charges. The difficulty in collection of service charges in low income, high density neighborhoods, and in transient neighborhoods has been one reason why big cities have not utilized service charges as readily as smaller cities. It should be observed that service charges for vital services are particularly regressive on low income families; that is, such vital charges constitute a much larger percentage of a low wage earner's income than they do for a person higher up in the economic scale. Proper collection and disposal of refuse not only benefits the individual family; they are essential for achieving sound health and public welfare in the community as a whole. One of the strongest arguments in favor of service charges for measurable services (such as garbage) is that such charges reduce ad valorem taxes, which in turn make a community more attractive to new industry, etc. Many communities that charge service charges for garbage collection do not attempt to make the service completely self-sustaining; collection fees help defray the overall costs, but are kept small enough not to burden low income families. The Study Commission neither recommends nor discourages the possible use of garbage service charges. The Study Commission does observe, however, that a concerted ef-

fort must be made to reduce the cost of local public refuse services.

RECOMMENDATIONS

The Study Commission recommends that garbage service be made mandatory in densely populated areas. The Study Commission notes that some rural counties have successfully used bulk containers, similar to those used by commercial establishments, placed at road intersections in rural areas. These are picked up once a week, emptied, disinfected and then returned. With this type of arrangement, countywide garbage service could be effected and the complications of a mandatory law would be resolved. Such a system of collection and disposal in rural areas merits research and study.

EXHIBIT

PROJECTION OF POSSIBLE REVENUE RAISED FROM A GARBAGE SERVICE CHARGE

(For illustrative purposes only)

Estimated number of occupied residences:

Inside Jacksonville city limits	55,000
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Outside Jacksonville
city limits*
Total in Duval County

95,000
150,000

* Most of these families now pay from \$2.00 to \$2.40 monthly garbage service fee, with backdoor service \$4.00.

Estimated 150,000 families
at \$2.00 a month = \$300,000
and annually = \$3,600,000

There are, roughly, 9,000 business establishments of all categories which would push the total from garbage collection fees well over \$4,000,000 a year. Such an amount would make garbage collection and disposal a self sustaining service—based on typical national average costs.

As a comparison:

To raise \$4,000,000 from ad valorem taxes, it would require 2.24 mills (based on county wide mill value of \$1,784,641).

This means a person in a \$16,000 home would, after homestead exemption, pay \$24.64 annually. Homes of lesser value would of course pay less; those of greater value, more.

EXHIBIT PUBLIC REFUSE SERVICES

	Budgeted 1966	Revenue est. 1966	Service Charge	Service	
				Garbage	Trash
Neptune Beach	\$ 38,501	\$ 24,000	\$1.50 Mo.	6-da. Back door	1 or 2 a week
Baldwin	5,327			2-da. week curb	1 a month
Atlantic Beach	24,460	36,000	2.00 Mo.	6-da. week curb or front cor. of house	1 a week
Jacksonville Beach	107,592	111,000	1.65 Mo.	3-da. back door	1 a week
Jacksonville	2,441,184	(operating)		3-da. week curb	1-2 a week
	341,228	(cap. imp.)			
	<u>\$2,958,293*</u>	<u>\$ 171,000</u>			

*—Does not include indirect costs such as pension matching, billing for those with fees, insurance, etc.

BUILDING MAINTENANCE



THE PROBLEMS

For the most part, maintenance of public property has been performed on a haphazard basis by

various local government agencies. In most instances maintenance budgets have been inadequate; in addition there has been little or no preventive maintenance.

nance and very little, if any, program coordination with other agencies performing similar functions. The Peabody Survey of the County's public schools made the following observation about maintenance in the school system, one that applies to virtually all governmental entities in the County:

The school system's maintenance department is involved almost exclusively with emergency items and the essential function of preventive maintenance is neglected.

The Peabody Survey also observed that "The greatest cause of this neglect is of course a financial one."

Maintenance expenditures have traditionally fallen in the category of those things that can be put off till next year, and all too often "next year" never arrives. In the long run, lack of preventive maintenance and immediate attention to needed repairs leads to increased costs, since replacement costs invariably exceed costs of a sound maintenance program. Further, in given instances, lack of upkeep and repairs leads to curtailed employee efficiency and low morale due to poor working conditions. Since far and above the greatest expense of government is personnel costs, anything which increases personnel costs is poor economy.

However, the Study Commission finds that lack of funds is only part of the overall problem. Lack of a proper organizational structure and long range planning has resulted in less than optimum utilization of the available resources. Maintenance personnel and budget allocations are scattered throughout our local government. There is little coordination between the varying agencies. There are no policy guidelines to set priorities on work, to distinguish purely repair work from "new construction," to determine replacement versus repair criteria.

EXISTING ARRANGEMENTS

The City of Jacksonville has a number of agencies with maintenance repair personnel. Building engineers (day to day operation of heat and air) plus custodial employees (janitors, maids, watchmen, etc.) are under the administrative jurisdiction of the City Auditor. Some idea of the scope of these operations can be seen in the fact that the City Hall salary account for these employees was \$215,710 in 1966. The engineers also service the main library and the Dallas Thomas Park fountain. (The library contracts for most of its custodial work, while the Dallas Thomas Park grounds are maintained by the Park Department.) The City Hall maintenance force, under the Auditor's supervision, also includes a plumber and an electrician.

Working for the City Garage, ultimately under the supervision of the Commissioner of Health and

Sanitation, is another large group of maintenance employees not in a garage mechanic capacity; carpenters, plumbers, welders (who also do garage work) heating and air conditioning employees, etc. These employees do work for various departments all over the City.

The City Park Department and City Recreation Department also have maintenance type employees—who are not groundskeepers. For instance, with their own labor the Recreation Department built a \$100,000 building while the Park Department built a "tool shed" worth in excess of \$5,000. The City Zoo has erected similar buildings. Such diverse departments as the Prison Farm, Airports, Coliseum, Auditorium, Health Department, all include skilled craftsmen maintenance employees. (The Highway, Sewer, Water and Electric Departments are in a somewhat different category and therefore are not listed here.)

The County Purchasing Agent acts as the County Building Superintendent for property under the jurisdiction of the County Commission. Separate entities such as the School Board and Hospital Authority make their own maintenance arrangements.

Due to the lack of any clear distinction between "new" construction and purely preventive maintenance and repair work, it is virtually impossible to arrive at a cost figure on maintenance work. Appropriations and personnel are so widely dispersed that pinpointing costs is extremely difficult, however, there is no question but that the expenditure, when totaled, is substantial.

RECOMMENDATIONS

The Study Commission feels that better use of appropriations and personnel will result from a more unified administrative approach to the problem. We recommend that a countywide department of Building and Equipment Maintenance be established.

Clear policy guidelines should be established setting forth a strong preventive maintenance program. A general policy against major, capital improvements or extensive reconstruction projects should be adopted; this type of work should be contracted out. Normally the Maintenance Department will not have the personnel available for such work; hence undertaking such jobs can only be to the detriment of their regular work schedule.

The Study Commission recommends that the Building Maintenance Department be responsible for all custodial employees and maintenance employees, including craftsmen, helpers, janitors, maids, PBX operators and watchmen. We recommend that a concise cost-accounting system be adopted to provide better personnel controls and management work tools. Once such records have been established, a

There are also over 80,000 septic tanks serving some 119,000 people in the County.

SEWER COSTS

Septic tank users comprise approximately one out of every four people in the County. Septic tanks even under ideal soil absorption conditions are at best inadequate in urbanized areas. The repeated historical pattern in rapidly growing areas has been a forced change from septic tanks to compartmentalized sewage plants which in turn have eventually been replaced by areawide sewage systems. Area after area have experienced the anguish of homeowners as they have footed the successive expenses of this three-fold changeover.

Sewer systems are extremely expensive, and thus taxpayers are often hesitant to enter into needed programs. As noted above, this hesitancy invariably leads to even higher costs. The Federal Advisory Commission on Intergovernmental Relations makes the following observation:

"Fragmentation increases developmental and operational costs. Small systems have a rapid rate of obsolescence, particularly in areas where development is not complete when the initial facility is constructed."

A septic tank installation for an average home runs upward of \$300. The national average expenditure for upkeep of septic tanks is \$40 to \$100 per year. Thus, even septic tank installations are by no means cheap. Rule of thumb figures for an adequate sanitary sewer system are \$300 per acre for collection and trunk lines, with lateral lines running about \$500 per home; these costs of course do not include the cost of the treatment and disposal plant.

In 1955 the City of Jacksonville had a professional study prepared for a sewer system to cover the then existing urbanized area of the county. The total cost for the complete program was in excess of \$100 million. Since then, the population growth has been even greater than anticipated, hence the report is now somewhat outdated. Some of the improvements recommended have been made. At the time of the 1955 report, only about 75% of the City of Jacksonville was sewerred; it is now virtually completely sewerred, although many portions of the sewers are in poor condition. A new treatment and disposal plant was constructed and is still a modern installation: however, as noted above, it currently processes only a little over 20% of the City's sewage. The treatment plant is designed for expansion at relatively low costs; it processes the sewage of only 10,000 cut-ins presently, but could be expanded to handle up to 80,000 cut-ins. The high cost factor is in piping the raw sewage to the plant rather than in expansion of the plant itself. The original treatment plant de-

sign was to process the sewage of the entire urbanized area, but due to growth and steep costs of piping under the river the Commissioner of Sewers no longer feels that the original plan is feasible. In addition to the problem of the small percentage of sewage treated by the City, it is estimated that upwards of 50% of existing sewer and drainage lines need replacing. This problem has become so acute that sewer cave-ins are materially affecting the streets of the City. A severe rain can result in two to four hundred cave-ins. Repairing or replacing streets over deteriorated sewer lines is impractical.

The heavy burden of sewer system costs nationwide has resulted in the provision of federal matching fund programs. Some idea of the national scope of the problem can be gauged by the fact that for every federal assistance dollar available there are local government applications for twenty dollars. Some states are helping local governments finance sewer improvement programs. Most local governments finance sewer programs through long term bond issues and meet payments with monthly or quarterly user sewer service charges. The three Beach communities, for example, are almost all fully sewerred, and each has a monthly sewer service charge; Atlantic and Neptune have a fee of \$1.50 per month and Jacksonville Beach \$1.00 per month for homeowners. Jacksonville however has no sewer service charge.

Financing needed sewer improvements in Jacksonville has been a storm-center of controversy. Despite the desperate need for sewer improvements, leadership for a solution to financing the needed improvements has been lacking. Much discussion of a sewer service charge has been advanced, but because of political implications has been sidestepped. The City Charter is so written that a sewer service charge can only be initiated by the City Commission and then must be approved by the City Council. Both bodies have been reluctant to face the voters with a sewer service charge and neither body has proposed an acceptable alternate financing solution. The City has recently made application for federal assistance funds (about \$672,000) and has received approval of its application, but in terms of overall need the relief provided from this measure will be quite small. It will primarily clean up tributary McCoy's Creek and divert three to four million gallons of sewage to the treatment plant instead of the river.

UNINCORPORATED COUNTY AREAS SANITATION

The problem outside the corporate limits of municipalities can only be described as colossal. Indeed, it is of such proportions that it endangers the public health of the entire County. There are in excess of 800,000 people outside the city limits and only a

careful analysis should be made of the comparative costs, advantages and disadvantages of contracting out certain types of custodial work. There are currently no firm policy guidelines on this matter and cost records are such that comparisons are difficult.

General policy guidelines should be established for the allocation of office space and phone services, etc. Most of these decisions are approached on a non-

professional basis. A professional approach to space should result in direct financial savings as well as produce improved working conditions in some areas.

Attention should also be given to salary levels of maintenance and custodial employees. We believe you get what you pay for. Low salaries lead to employee morale problems, to increased employee turnover and to poor quality employee productivity.

WATER AND SEWER



WATER SUPPLY

Recent engineering studies indicate that our fresh water supply is abundant and should be adequate in the foreseeable future if properly managed. Without proper management however, there is a danger of contamination from a layer of salt water lying several strata deep. As the water table lowers, the downward pressure that has controlled the salt water lessens, creating the danger that as we continue to pull fresh water off, the salt water will be pulled up to contaminate fresh water layers. This danger is a long-range one, and with reasonable controls should be safely avoided. At the present the City of Jacksonville has control over artesian wells within three miles of the city limits, but outside of this area there are no controls. A single careless industrial user could contaminate the water for the whole area. For this reason there needs to be county-wide regulations restricting the drilling of artesian wells.

Water usage and demand become greater each year. Not only does population growth increase water needs, but individual users are constantly increasing their demands. Over the next 20 years the projected average per capita consumption will rise by 25%. Water usage breaks down into the following percentages :

41% domestic use	18% commercial use
24% industrial use	17% public use

Average daily per capita consumption in 1961 was 147 gallons. Water has a high reuse factor if properly treated. Water used by municipalities is depleted at 25% by evaporation and transpiration each usage. Thus 75% is returned for subsequent



use. However, the availability for future use depends on the quality of the returned water. New solvent cleansers and coolant products have increased the difficulty of purifying water. Even the most ideal of sewage treatment facilities are only about 90% effective.

WATER POLLUTION

Heretofore, despite the publicity given to our water pollution problems, there has been little public concern for the possible danger to our supply of fresh water. Local water pollution not only limits sources of recreation and aesthetic enjoyment; it also creates community health problems and bears heavily on our future fresh water supply.

The magnitude of local pollution problems is enormous. The Jacksonville area dumps millions of gallons of pollutants into the St. Johns River daily. The City of Jacksonville itself is the worst offender. Only 20-25% of all raw sewage in Jacksonville goes through a sewage processing plant. The remainder finds its way directly to the St. Johns River. Some tributaries flowing into the St. Johns are literally open sewers. Most major industries in the county dump directly to the river. Although the majority of subdivisions in the unincorporated portions of the county have some form of sewage treatment plant, as required by State law and federal financing agencies, these perform at varying degrees of effectiveness. Many do a very limited job of purification; and all eventually dump into the St. Johns. There are 224 different self-contained sewage treatment operations in the County; about 75 of these service major subdivisions and many of the smaller ones serve shopping centers, individual businesses, schools, etc.

small portion of these are serviced by fully adequate sewer systems. Fortunately, FHA and VA subdivision financing requirements have in later years called for proper provisions for sewage. The State Board of Health approves plans of new sewer plant installations. However, after completion of construction there is little or no provision for control. Most subdivision developments impose a sewer service charge of \$10.50 per quarter; however, despite these service charges upkeep and proper operation have often been lacking. The County has no franchise or direct regulatory authority over sewer plants.

Septic tanks, regardless of where they are, are always prone to problems; population density, weather factors, soil, non-digestible detergents and solvents, etc., all threaten the tranquillity of septic tank operations. None of the municipalities extend sewer service outside their corporate limits, although Jacksonville has the authority to do so and can charge non-city residents a user fee; however, the City has avoided extending service even though requested to do so on occasion.

WATER FACILITIES

There are 109 separate water companies in the County. Twenty-nine of these companies are franchised under the County Commission's authority to franchise water systems and control their rates. Most of the companies have a quarterly minimum charge of \$7.50. The municipalities also make water charges which are generally slightly lower than the private company rates. The municipal systems are relatively adequate for good fire protection, while the private systems are for the most part low pressure and small pipes which make them ineffective for fire fighting purposes; this leads to quite increased fire insurance rates.

The City of Jacksonville has authority to provide water service outside the city limits and does to some extent. There are 15,534 municipal water cut-ins outside the city limits and 52,183 inside the city limits. The City has not followed a consistent pattern in extending water service outside the city limits. There is no master plan or set policy for extending city water outside the city limits. Most extensions have occurred due to the initiative of local developers, rather than the City of Jacksonville.

NEEDS

It is apparent that, to provide a high quality water supply adequate for high grade fire protection, we need a single water system servicing the contiguous urbanized areas of the County. To assure a continued long range supply of fresh water and to correct our substantial water pollution problem, we also need an adequate sanitary sewer system in con-

tiguous urbanized areas of the County. Nowhere is the distinction between municipal and nonmunicipal services more marked than in water and sewer services. The County government serves a population of over 800,000 outside municipal corporate limits. Well upward of 200,000 of this population live in high population density areas directly contiguous to the City of Jacksonville. Adequate fresh water, sewage and fire protection are a must in these urbanized areas to assure the public health, safety and welfare. The financial costs of providing these services are far outweighed by the jeopardy to life, human suffering, frustration and inconvenience of not having adequate service in these areas. Lack of these services affects not just those without adequate service, but the entire community.

The provision of these services calls for one of four solutions: municipal annexation of urban areas, extra-territorial extension of municipal services with adequate authority provided, creation of a special service district for providing the services, county-wide consolidation.

Regardless of the organizational solution, the cost is going to be high. A rough barometer of the magnitude of the costs can be projected from figures calculated by Jacksonville on the cost of extending services into the previously proposed six annexation zones that were defeated by referendum in 1964. These six zones cover about 75 square miles and a population of about 200,000. Sewer capital improvement costs were estimated at \$130,472,000 and Water capital improvements costs at \$36,586,000. Due to the shortcomings of Jacksonville's existing sewer program, undoubtedly this \$167,000,000 can be projected upward. As astounding as these figures are, continued delay in attacking the problem will eventually lead to far greater costs and far graver consequences. It is projected that within the next generation our population may well double; the effect of another half million people on a water supply system lacking proper sewers and fire protection can be graphically envision without further description.

RECOMMENDATIONS

It is evident that we will have to rely on long-range bonding programs to finance the needed programs. The Study Commission strongly recommends that full advantage of available federal assistance be taken. There is every indication that federal matching aid programs, especially for water pollution abatement, will continue to grow in the future. A realistic sanitary sewer program is going to require a sewer service charge throughout the area receiving service. Those living outside the city limits are already acclimated to sewer service charges. Jacksonville residents will not greet the proposal enthusiastically, but such charges are commonplace elsewhere

in the nation and are almost a necessity if we are to move towards the future and solve our acute water pollution problems. Only a limited amount of existing private facilities can be effectively incorporated into central water and sewer systems. However, provision for reimbursement of private sewer and water companies may have to be made.

Annexation. The Study Commission is emphatic in the recommendation that neither taxes nor fees for providing the named services be levied on property-owners until the services are actually provided. The most often voiced criticism of previously proposed annexations has stemmed from an underlying feeling that newly annexed areas would be taxed before services could be provided. In addition to the voters' rejection of annexation as a solution, the Study Commission notes that even if equitable financing arrangements were worked out, annexation would still not be a complete answer. Population growth is so rapid that annexations would have to take place every few years. The uncertainty of annexation (based on past experience and present laws) would make long-range capital improvement planning difficult. Furthermore, it would be difficult to annex all densely populated areas, yet all such contiguous areas need water, sewer and fire protection services; indeed, the effectiveness of the overall plan dictates that all such areas must be included.

Extra-territorial extension of municipal services also falls short of the ideal. Jacksonville already has countywide authority in unincorporated areas to extend water services and authority to extend sewer services up to three miles from the city limits. The City has been hesitant to use this authority. Furthermore, extra-territorial authority grants ignore the theory of local government that the governed control their destiny. Property-owners outside incorporated city areas would have no political voice in the city providing the services.

Special Service Districts are not an ideal solution to providing urban services. Their main weakness is that they further proliferate and fragment local government. Special Service Districts are generally not responsive to the electorate. Their method of funding is usually by revenue bonds which often require excessive interest charges because of weak collateral. The Study Commission feels that the creation of Special Service Districts would be unwise for our area.

Countywide consolidation provides a better solution than either annexation or extra-territorial extension. Countywide consolidation will encompass the entire metropolitan area and thus will meet the test of a sufficient area for growth and orderly future planning. Consolidation will also pro-

vide a broad base and give everyone representation in the local government. Any overall solution to the area's water and sewer problems must be approached on a countywide basis.

SUBJECTS OF SPECIAL NOTE

The Study Commission takes particular note of the administrative separation of sewer and water services within the City of Jacksonville; water services being administered under the Commissioner of Public Utilities, while sanitary sewers are under the Commissioner of Highways and Sewers. We feel these services are so closely related, each essential to the other, that they should be jointly administered. There is a strong similarity in engineering work. Installation work is similar—dual installations can help reduce the number of street disruptions and cuttings necessary. Expensive installation equipment and personnel should be more effectively utilized. Another important consideration is that for a sewer service charge to be effective experience shows the charge must be tied to water intake and billing. The Study Commission recommends that sanitary sewer and water service functions be combined in a single division under the Department of Public Works in the new government.

The Study Commission takes particular note of the political pressures which have prevented orderly solutions to our water pollution problems in the past. Because of the high costs of sanitary sewer systems and sewage treatment facilities, capital programs for such improvements often do not meet the test of public popularity, and political pressures come to bear which curtail or stop the initiation of needed improvements. Yet repeated experiences elsewhere in the country clearly show that delaying the solution multiplies the cost and, further, that at some point the solution can no longer be postponed, regardless of the cost. We must provide the necessary financing—by so doing now we will save ourselves much grief and frustration, insure our public health, protect our natural resources and in the long run, realize substantial monetary savings.

SUMMARY OF RECOMMENDATIONS

1. Central water and sanitary sewer systems must be provided in urbanized areas to assure a continual fresh water supply, protect the public health, abate water pollution and provide adequate fire protection.
2. An agency with countywide jurisdiction is desirable to carry out this purpose and insure room for adequate growth and future planning.
3. It is desirable that water and sewer functions be administered by the same agency.

4. Water and sanitary sewer functions should be as nearly self-sustaining as possible through water and sewer service charges plus initial installation assessments if necessary.

5. No taxes or service charges shall be applied to a property owner until services are extended to his property.

6. The Government should have authority to require compulsory use of water and sewer facilities once the services are extended to an area. There should also be regulation of the drilling and use of all artesian wells within the County.

A large, solid black silhouette of the state of Illinois is centered on the page. The background is a dense word cloud of various urban and governmental terms in different shades of gray and sizes. The words are arranged in a way that some are more prominent than others, creating a textured, layered effect. The overall color palette is monochromatic, using various tones of gray and black.

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12. Inadequate maintenance of existing infrastructure.
13. Inadequate facilities for bicycles, pedestrians, and individuals with disabilities.

14. Arrangement to provide healthcare through lease of City hospital financially unsustainable.
15. Health and wellness role of county Health Department not integrated in City government.

THE NEEDS

1. A *single unified* mission for all aspects of local government.
2. A system that promotes effective government through retention and transfer of institutional knowledge.
3. A structure that is responsive to the unique needs of the diverse areas of the City and its citizens.
4. A renewed commitment to the infrastructure promises of consolidation.
5. A consensus on community identity and vision for the consolidated City.
6. A structure that ensures a financially sustainable pension system.
7. Adequate funding to maintain public safety, infrastructure, and quality of life and ensure economic viability.
8. A holistic plan for public health and indigent health care.
9. Continuous implementation of opportunities for increased efficiency and effectiveness.
10. A renewed commitment to the principles of consolidation.

THE SOLUTIONS

1. Create a permanent commission comprised of representative of all aspects of local government tasked with development of a *single unified* mission and strategic plan for the entire consolidated government, and a way of monitoring and ensuring the Independent Authorities, Constitutional Officers, City Council, Mayor, and all aspects of local government are working toward a common goal.
2. Formally recognize the diversity and importance of neighborhoods as an asset of the City.
3. Develop a holistic plan to meet the current and future public health needs of the City and incorporate the Health Department in the day to day decisions of the City.
4. Adopt changes to strengthen the independence of the Office of General and clarify disputed processes.
5. Establish qualifications to ensure that experienced, qualified professionals are hired to run the administrative and financial aspects of the City, and promote the retention of high-quality and effective individuals who fill those, and other, administrative positions.
6. Require that a percentage of the annual Capital Improvement

At a Glance

THE PROBLEMS (GENERAL)

1. Divergent missions and strategic goals between Independent Authorities, Constitutional Officers, City Council, and Mayor resulting in a lack of coordination and missed opportunities for the overall success of the City.
2. A significant loss of continuity, momentum, and institutional knowledge every four years as there is significant turnover in unelected as well as elected positions following City elections.
3. 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.
4. The rationale behind Consolidation is no longer in the forefront as a guiding principle for government decisions.
5. Decentralization of common internal services due to internal charging systems and lack of user control over service quality.
6. Inadequate planning for present and future needs, and failure to implement adopted plans.
7. Promises made, as a part of the consolidation campaign, for infrastructure improvements in urban core neighborhoods have yet to be kept.
8. Poor self-image and lack of clear City identity.
9. Lack of public confidence in local government.
10. Opportunities for increased efficiency and effectiveness are many.

THE PROBLEMS (SPECIFIC)

1. Unsustainable pension obligations and enormous unfunded liability.
2. Slowdown of economic growth.
3. Large number of deteriorated, vacant, and foreclosed properties.
4. High unemployment rate in certain neighborhoods; high incidence of unskilled labor.
5. High violent crime rate.
6. Discontent with the perceived partiality of the Office of General Counsel.
7. Incomplete water and sewer system in urban neighborhoods.
8. School system challenged by poor image and lower than desired graduation rate.
9. Inadequate funding for staff and operation of libraries and parks.
10. Unpaved and unmaintained roads in urban neighborhoods.
11. Water pollution in St. John's River and its tributary rivers and creeks.

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- Program Budget is set aside for infrastructure projects to remedy unfulfilled promises from consolidation.
7. Implement and strengthen provisions of adopted plans and policies that protect the St. John's River, its tributaries, and the natural environment.
 8. Eliminate internal service charges and move toward a system of shared services.
 9. Follow the recommendation of the Pension Reform Task Force as to governance of the Police and Fire Pension Fund.

the term. Since the budget cycle (preparation in late spring, submission to Council early July, review in August, adoption in September) is based on tax assessment deadlines and state law, a change in election timing would permit greater understanding of the process prior to the first budget cycle of a term. The timing of the adoption of the annual actuarial report and assumptions by the Police and Fire Pension Board is also a major budget challenge at present. Each of these examples, and many more we uncovered, present opportunities for improvement.

Other recommendations that help to achieve greater efficiency and/or effectiveness will be identified with the letters EE.

- 6. Consistency with the Intent & Goals of Consolidation:** In the 45 years since consolidation, laws, ordinances, rules, regulations, and practices have been adopted that are inconsistent with the intent and goals of consolidation. These departures should be examined to determine if they are necessary or appropriate deviations or if changes should be made to return to the structure and intent of voters when consolidation was adopted. Recommendations were made as to those identified, but other examples exist and all arms of local government should consider the impact of future decisions on consolidation. (Consolidation “C”)

Some of the recommendations designed to address this concern include:

- i. The creation of special taxing districts, other than geographically limited Tax Increment Districts, are contrary to consolidation and should be approved only after other options have been exhausted.
- ii. The Charter should be amended to separate the Office of General Counsel from the Executive Branch, to clarify roles and responsibilities of Legislative Counsel and the General Counsel, to clarify appointment and confirmation processes, to provide a mechanism for removal, and to clarify other details of the function of the Office.
- iii. Thirteen votes should be required for the City Council to override a Mayoral budgetary line item veto.
- iv. A consistent dedicated percentage (to be determined by Council) of the annual capital improvement budget should be allocated to projects that complete infrastructure in urban areas, as promised at the time of consolidation.

Our study of the history of consolidation, and its underpinnings, goals and intent was enlightening and shaped further review. The content of the Blueprint for Improvement is largely unknown to current elected officials and administrators, yet clearly relevant to current decisions. It appears that the virtues of consolidation, and the details of the originally conceived structure, remained in the forefront of governmental decision-making and largely unchanged for the first 20 or 25 years after adoption. Since that time, there has been a gradual but significant departure from that structure and its goals. This review is an opportunity for renewed commitment and a reminder that the gradual creep toward pre-consolidation silos of authority creates its own set of problems.

One obvious example is the current referendum to create an independent library funding district. The Children’s Commission, UF Health as operator of our public hospital, and a comprehensive park study commission have all similarly advocated for independent funding increments. Other examples concerned the appointment of the General Counsel and operation of the Office of

General Counsel, as well as separation of powers and checks and balance issues that surfaced in our review.

Finally, 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 and the concept incorporated in the Charter in the distinction between Urban Service Districts and the General Service District. Yet, many neighborhoods 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 governmental services for all is in order.

As stated in the Blueprint:

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.

Other recommendations that help to achieve greater consistency with the intent and goals of Consolidation will be identified with the letter C.

- 7. Public Trust & Confidence in Government:** In the course of our review of the current structure and operation of consolidated government, we identified a number of Charter provisions, ordinances, rules, and regulations that are vague or should be updated to increase transparency, reflect current practice, and ultimately increase the public's trust in government. The restoration of public confidence in local government was a cornerstone of consolidation, and every effort must be made to achieve and maintain that goal. (Public Trust "PT")

Some of the recommendations designed to address this concern include:

- i. The Jacksonville Public Library should be allowed to retain, in their departmental budget, fines collected from their customers.
- ii. The City Council should establish by ordinance the scoring criteria for Capital Improvement Projects; the annual CIP should list the number of years a project has been on the list; CIP prioritization should occur in a public meeting and after an opportunity has been afforded to the public for input.
- iii. Article 19 Collective Bargaining has been superseded by state law and should be removed from the charter to avoid confusion and conflict with Chapter 447 Florida Statutes .

A major goal of consolidation was to reduce voter apathy, increase the ability of the electorate to pinpoint responsibility, and increase understanding of and confidence in local government. Unfortunately, voter turnout in local elections remains lower than hoped. Public confidence in local government is certainly higher than in the state or federal governments, but public trust and confidence remains a challenge.

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Due to time constraints, the committee was unable to complete research on specific issues such as gravel road maintenance, alley maintenance, Better Jacksonville Plan projects, and infrastructure capital maintenance responsibilities. They obtained, but did not analyze, the terms of the transfer of water and sewer to JEA. These questions are worthy of further investigation and study by City Council.

Recommendations:

Ordinance Code Change:

1. Amend the Ordinance Code to require that a specified percentage of appropriated spending and authorized borrowing for the annual Capital Improvement Program budget be specifically used for projects in pre-consolidation urban areas that were promised but not delivered, such as roads, water lines, sewer lines, storm water drainage, and streetlights. (NE)(PI)
2. Amend the Ordinance Code to require appropriate independent authorities with responsibility for carrying out capital improvements projects in the pre-consolidated urban areas of the City to assess the unmet CIP needs in those areas and set aside an annual amount of their CIP budgets to address those unmet needs. (NE)(PI)

Infrastructure

Issue:

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. The concept was incorporated in the Charter in the distinction between Urban Service Districts and the General Service District. Yet, many services remain incomplete today, especially in older, less affluent urban neighborhoods, and a renewed commitment is in order.

- Infrastructure in urban core neighborhoods is not being adequately maintained.
- In many older urban areas, water and sewer lines have not been installed, storm water management is inadequate to prevent flooding, and some roads remain unpaved contrary to promises of consolidation that these services would be provided.
- Who is responsible for installation of new or improved infrastructure? Who is responsible for maintenance and capital replacement projects? The City? JEA? The property owner? What were the terms under which water and sewer were transferred to JEA? As to roads, should we maintain gravel roads? Should the City maintain alleys?
- How should priorities be established going forward? How should these improvements be funded?
- What is the status of unfinished Better Jacksonville Plan projects? Are they included in the Capital Improvement Program plan? Should they be?

Background:

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.

It should be mentioned that not all neighborhoods or individuals on wells and septic systems want to connect to JEA service lines. Whether for reasons of cost or preference, experience has shown that even when lines are available many property owners will not connect. And in some more rural areas, it makes no sense to extend service lines. In short, each neighborhood has a different set of priorities. In order to avoid a one-size-fits-all approach, but at the same time seeking to ensure promises to urban neighborhoods are finally kept, a standardized percentage of the Capital Improvement Program funds should be allocated on an annual basis for the purpose of completing projects that were promised as part of consolidation, but have yet to be delivered.

A QUIET REVOLUTION

THE CONSOLIDATION OF
JACKSONVILLE-DUVAL COUNTY
AND THE DYNAMICS OF URBAN
POLITICAL REFORM

BY RICHARD MARTIN • NEW EDITION
CHRIS HAND • 50TH ANNIVERSARY UPDATE

Readers may be more familiar with the State of Florida Constitution Revision Commission, which was created in the adoption of the 1968 Florida Constitution and meets every 20 years. The commission, to which members are appointed either by the Governor, Senate President, House Speaker, or Chief Justice of the Florida Supreme Court, has the power to place proposed constitutional amendments directly on the ballot for voter approval or disapproval.

In 2004, City Council adopted the current iteration of the Charter Revision Commission process. Unlike the better-known state version, the Jacksonville commission is required to meet every 10 years and cannot place proposed charter amendments directly on the ballot. Instead, commissioners may recommend changes to the City Council and Florida Legislature.

The first commission following the 2004 legislation met in 2009-2010 and made seven recommendations. While Council members did not adopt any of the suggestions verbatim, they did act on revised versions of two proposed charter amendments. The first, which would have rescheduled City of Jacksonville elections, was sent to voters and narrowly failed in November 2010. The second, which restored ethics provisions to the City charter, passed Council later that same month.

Former Council President Aaron Bowman appointed a new Charter Revision Commission which began work in August 2019. But these commissioners have a distinct advantage over their predecessors. Thanks to the Task Force for Consolidated Government and the community debate it generated, numerous charter-related issues have already been identified.

When former Council President Ronnie Fussell, who now serves as Duval County Clerk of the Court, appointed the last Charter Review Commission, he did not want to overly influence the process. "I didn't have any personal agenda. I truly wanted to put together a group of people that wanted to hear from the community and bring specific suggestions from the community," remembered Fussell in 2018. "I suggested some issues for consideration and asked the members to return with solutions if they found them. But I also told them that if we don't need to change anything, it's okay to say it is working well."⁷⁵

In that same spirit, below are five inquiries which may be of interest to commission members and the elected officials who will review their ultimate recommendations. The goal of this update is not to take sides on any of these questions, but to highlight matters of relevance to the future of consolidation.

One often debated consolidation subject that readers won't see below is the question of whether Duval County constitutional officers – Clerk of Court, Property Appraiser, Sheriff, Supervisor of Elections and Tax Collector – should be elected or appointed. In November 2018, Florida voters overwhelmingly approved a constitutional amendment which mandated popular elections as the sole selection method for those positions. In Duval County, the margin was 63% in favor. At least politically, the matter is settled. But for many other issues, like those identified below, the debate is far from resolved.

1. **CAN JACKSONVILLE RE-WRITE THE TALE OF TWO CITIES?**

At consolidation's 50th anniversary, some residents understandably wonder whether an initiative designed to create one Jacksonville has perpetuated a tale of two cities.

When consolidation passed on August 8, 1967 and took effect on October 1, 1968, African American political strength in Jacksonville was diluted. As referenced earlier in this book, the African American share of the vote decreased significantly with the dawn of consolidated government. But these political concerns were assuaged by the promise of what consolidation would do to improve "open drainage ditches...unpaved streets, and rundown schools."

There is little question promises were made. The Task Force on Consolidated Government had no doubt.

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. The concept was incorporated in the Charter in the distinction between Urban Service Districts and the General Service District. Yet, many services remain incomplete

today, especially in older, less affluent urban neighborhoods, and a renewed commitment is in order.⁷⁶

The task force view is consistent with the original *Blueprint for Prosperity*, which clearly stated 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.”⁷⁷

Historians need not rely on reports alone. Personal accounts from the consolidation era also tell the story. Former Mayor Jake Godbold, who was a member of the pre-consolidation City Council, observed that “Jacksonville made some mistakes about overselling consolidation. A lot of promises were made that wouldn’t be kept or couldn’t be kept as fast as we wanted.”⁷⁸

No eyewitness account is more credible than that of Alton Yates, one of the most notable figures in the last fifty years of Jacksonville history. On Aug. 13, 1960, Yates and fellow NAACP Youth Council leader Rodney Hurst courageously led a sit-in at the segregated Woolworth’s store lunch counter west of Hemming Park. Woolworth’s employees closed the counter rather than serve the African American youth. A group of white bystanders hurled racial epithets. Two weeks later, on Aug. 27, on the way to another lunch counter protest, Yates and other Youth Council members were attacked by a mob of white assailants wielding baseball bats and ax handles.⁷⁹

“Ax Handle Saturday” became a watershed moment in Jacksonville race relations — one that led to the desegregation of Downtown lunch counters, government facilities and other public establishments.⁸⁰ But it was not the end of Alton Yates’ efforts to make Jacksonville a better place. Later in the 1960s, he worked for the Greater Jacksonville Economic Opportunity Program as a community organizer, helping to fight the War on Poverty on the streets of Northeast Florida.

In 1967, Earl Johnson, Sr. invited Yates to join the pro-consolidation campaign. Yates’ role was to visit core city residents and encourage them to speak up about problems in neighborhoods where they lived. “It was kind of a secret that people were drinking water that was unhealthy, dealing with septic tanks which were backing up and overflowing, and living in neighborhoods where streets had never been paved,” remembered Yates in a 2018 interview. “There was dilapidated housing and children couldn’t go to school because of extreme poverty in which they lived.”⁸¹

Yates remembers serious misgivings among African Americans about consolidation. “Many people in the black community were not in favor of consolidation,” Yates recalled. “They saw it as a way for the white community to maintain control just as the city was on the verge of electing a black mayor because of the demographics of the city at that time.”⁸²

Leaders like Earl Johnson, Sr. and Yates attempted to persuade skeptics. Even though many observers thought that Johnson would have been the first African American mayor had consolidation not occurred, Yates said his colleague was less interested in his own political prospects than the city as whole. “He wanted to see improvements to be made for all of the citizens for Jacksonville,” Yates said in 2018. “If consolidation passed with major black participation, the black community would benefit as much as the white community. I felt the same way. In my mind, a change in government was needed so that all people would be afforded services on an equal basis.”⁸³

When asked if promises were made, Yates was clear in his recollection. “The promises were very, very explicit,” he remembered. “The campaign targeted problems people were experiencing and sold people on the notion that these were the kinds of problems that consolidation would fix. People were told paving of streets and improvement of water and sewer systems would be a result if we consolidated the city and county governments. Consolidation did some of that, but not nearly enough.”⁸⁴

Yates had an especially good vantage point for the implementation of consolidated government. From 1973 to 1995, he

was an aide to four Jacksonville mayors – Hans Tanzler, Jake Godbold, Tommy Hazouri, and Ed Austin – and played a key role in executing Tanzler’s directive to make the City of Jacksonville as accountable and responsive to citizens as possible. Fifty years later, Yates looked back and saw major improvements from consolidation for the core city neighborhoods: the re-accreditation of the public schools; rooting out of local government corruption; end of the overlap in services; better City Council representation; and a strong mayor system which made city government far more responsive. But he also saw the challenges that prevented promises made from becoming promises kept.

“When people talked to us about unpaved roads and septic tanks, we couldn’t deal with them because we simply didn’t have the resources to deal with those challenges,” Yates recalled in 2018. “When we were selling the notion of consolidation, we just didn’t know how massive the job was going to be. We underestimated the cost of taking out septic tanks. Once we solved the major problem of sewage outfalls into the St. Johns River, there was little funding left. We eliminated some septic tanks. We paved some streets. But not nearly enough to satisfy the needs of people who are still waiting today.”⁸⁵

Other former and current public officials agree with Yates’ conclusion. “We have really shorthanded the core city which voted for consolidation,” observed former Mayor Jake Godbold in 2018. “We got cheated in our infrastructure and haven’t been able to run sewer and water out to a number of people. Streets and roads and ditches haven’t been corrected in the way they should have.”⁸⁶

While funding was a problem from the start, deferred promises led to increased costs. Former Council President Warren Jones recounted the City had to invest \$33 million for water, sewer and drainage upgrades in just one neighborhood – Grand Park – after two residents died in a 1989 flood.⁸⁷ Nearly 20 years later, Jones’ District 9 successor Garrett Dennis was told that needed drainage improvements in the Kings Road/Beaver Street corridor would cost \$50 Million. “If we had just started in 1968 and invested \$1 million a year, we could have finished the project by now,” he noted in 2018.⁸⁸ Former Council President Anna Lopez Brosche observed that “the cost of promises

made but not kept is such a huge number – potentially in the hundreds of millions if not over a billion dollars. I think sometimes people look at that number and say it is just too much to whittle away. Yet if we never try, we never will.”⁸⁹

Some observers think of the infrastructure shortfall as largely confined to Northwest and East Jacksonville, and there is little question that those areas have seen some of the worst impacts. But the challenge of unkept promises is community wide. Vis- it Jacksonville CEO Michael Corrigan, who previously served as Duval County Tax Collector and City Council President, described family members in Miramar never receiving the water and sewer they were promised in 1967-1968.⁹⁰ Council President Scott Wilson, whose Southside district stretched between Atlantic and J. Turner Butler Boulevards, observed in 2018 that “older neighborhoods tend to be left behind. Much of my district doesn’t have water and sewer. We have drainage ditches.”⁹¹ Council Member Joyce Morgan from Arlington described challenges with sidewalks and stormwater drainage systems.⁹² Councilman Matt Schellenberg, whose district included Mandarin, said that many homes still utilize septic tanks.⁹³

The promises to pave roads, build sidewalks, and replace septic tanks with city water and sewer throughout Jacksonville were complicated not only by increasing costs but also insufficient revenue. Mayors Hans Tanzler and Jake Godbold were under pressure to reduce taxes because consolidation was sold as a solution to expensive governmental duplication.⁹⁴ That tradition carried forward. Between the end of Godbold’s final term in 1987 and the present, the City of Jacksonville reduced the property tax rate in at least 14 separate fiscal years.⁹⁵ The result was a large amount in unrealized revenue that was unavailable to be spent on unfulfilled promises.

“The keeping of promises became such an expensive undertaking that nobody wanted to step up and ask for the kind of money that was necessary,” observed Alton Yates in 2018. “We never really got the job done and still haven’t to this day.”⁹⁶

To be sure, the City of Jacksonville has at times invested in infrastructure. In 1986, the City of Jacksonville levied a half-cent gas tax to help pay for road maintenance and construction. In 1993, the City launched the \$235 million River City Renais-

sance. Seven years later, in 2000, voters approved the Better Jacksonville Plan, a \$2.25 billion comprehensive growth management program funded by a half-penny sales tax to provide “road and infrastructure improvements, environmental preservation, targeted economic development and new and improved public facilities.”⁹⁷ In 2014, the Jacksonville City Council extended the half-cent gas tax for another two decades until 2036.

“When I was running for mayor, I kept hearing about the need for infrastructure and economic development north and west of the river,” said former Mayor John Delaney, who was involved with the River City Renaissance as Mayor Ed Austin’s Chief of Staff and launched the Better Jacksonville Plan as mayor. “I also knew that one of the weaknesses of consolidation was the reality that neighborhoods did not receive the attention they would have in a non-consolidated county, where places like Arlington would probably have become their own municipality.”⁹⁸

In addition to the Better Jacksonville Plan, Delaney’s response to these challenges was to focus all City of Jacksonville economic development incentives in Northwest Jacksonville and Downtown. He also created a Neighborhoods Department and established “intensive care neighborhoods” to give long-neglected parts of the city enhanced service in housing, infrastructure and public safety.⁹⁹

Each of the City of Jacksonville initiatives from 1986 to 2014 had important community benefits and directed investment to core neighborhoods. But for numerous reasons, including a challenged economy in the last decade, none evolved into a sustained effort across time and City administrations to fulfill consolidation promises. While some progress has been made, much more work remains to be done.

Some of the needed work has already started. In 2016, the City of Jacksonville and JEA agreed to invest \$30 million to replace failing septic tanks. The project prioritized old city neighborhoods.¹⁰⁰ The City’s relatively new bicycle-pedestrian master plan emphasized key areas like the Phoenix community east of Springfield.¹⁰¹ As former Council President Greg Anderson noted, the City Council Capital Improvement Plan (CIP) Com-

mittee provided a structural foundation for future assistance “by creating real public works project lists and funding those projects according to a transparent process.”¹⁰²

But the scope of the investment needed to fulfill the promises of consolidation is monumental and will likely require a multi-step process. These steps could include the following:

- The City of Jacksonville will need to define its mission. Former Council President Warren Jones has framed the goal in terms of the benefits and shortcomings of consolidation. “I think consolidation has made all of the consolidated government more efficient and reduced the duplication of services,” Jones said in 2018. “The challenge today is how we provide those services in a fair manner to reach those neighborhoods that believe they have been left out. It’s going to take a mayor, council, and business community committed to making those capital improvements and improvements in human capital to turn those neighborhoods around.”¹⁰³

- While the promised yet unfulfilled extension of services and infrastructure to all neighborhoods is reason enough to launch this effort, advocates will need to build a holistic business case that features the full array of benefits. For example, infrastructure can have a transformative effect on neighborhoods. As Warren Jones explained from his experience with the Grand Park initiative and other projects, “[t]hose kinds of improvements give pride in the neighborhood. People want to maintain their homes. It encourages private dollars to invest in those neighborhoods.”¹⁰⁴ Beyond the neighborhood impacts, replacing failing septic tanks with water and sewer systems boosts public health and protects environmental treasures like the St. Johns River and its tributaries. Building sidewalks promotes pedestrian safety, especially in areas where children walk to school.

Additionally, the work could have economic benefits. Former JEA CEO Paul McElroy described the impact of replacing septic tanks with three words: “Jobs. Jobs. Jobs.”¹⁰⁵ McElroy opined that septic tank removal was “the most labor-intensive infrastructure on the planet” and would provide substantial employment.¹⁰⁶ As former Mayor and Jacksonville Regional Chamber of Commerce Chair John Delaney explained, “economic development stops at the end of a sewer line.”¹⁰⁷ While infrastructure is not the only factor required for economic

success, communities almost certainly cannot reach their full economic potential without it. This is especially true for neighborhoods hoping for a thriving business sector. As Warren Jones noted, Northwest Jacksonville has struggled to attract businesses in part because one of its most important thoroughfares, U.S. 1, lacks vital infrastructure. Above-ground septic tanks cause visual blight that discourages business growth.¹⁰⁸

- Those who lead the effort to keep promises would be wise to look through a telescope rather than a microscope. While water and sewer lines (and the connections to those lines), paved roads, and sidewalks are the most discussed forms of unkept promises, some community leaders argue that infrastructure will only help if other needs are also addressed. Former Mayor Alvin Brown and former Council President Bill Gulliford had their disagreements at City Hall, but they are united in their strong belief that affordable housing must be part of the solution.¹⁰⁹ “Affordable housing is critical to the future of this city and other cities,” said Gulliford. “You need to be proactive. If you’re going to bring neighborhoods back, you must have affordable housing.”¹¹⁰

- Any serious effort will require sustainability and continuity. Elected leaders and community stakeholders should identify the exact needs and develop a comprehensive plan to meet those needs. While much of the key information probably exists in the city’s five-year CIP, bicycle and pedestrian priorities, Public Works and JEA water and sewer project lists and other sources, the successful fulfillment of past promises will require a consolidated and prioritized master plan to guide future mayoral administrations and city councils and keep the work on track regardless of who serves in elected office.

- Even the best planning may be for naught if the City does not identify a dedicated funding source. Fulfilling the unkept promises will not be an inexpensive proposition. As Alton Yates put it, “this is not a \$10 million problem or a \$30 million problem. It is probably a billion-dollar problem.”¹¹¹ In 2014, the Task Force on Consolidated Government recommended that the City Council and relevant independent authorities devote set percentages of their annual capital budgets to addressing unfulfilled promises. However, more than five years after the task force completed its work, City Council still had not incorporated that recommendation into the City of Jacksonville Charter or Ordinance Code.

Another funding source might be JEA itself. While some legal and financial limitations may govern how JEA utilizes current ratepayer dollars, the authority appears to have embraced a funding role in this process. In an April 2019 presentation to the Jacksonville City Council, JEA Managing Director and CEO Aaron Zahn stated that between 2019 and 2024, JEA would invest \$1.2 billion in “expansion, renewal & replacement and environmental stewardship.”¹¹² The post-2024 projection was \$3 billion for “unfunded community issues: \$2B in Septic Tank Phase Out and \$1B in alternative water supplies.”¹¹³ However, three months after that April 2019 presentation, the JEA Board voted to explore a possible sale of the utility. At this time of this writing, it is uncertain how any privatization would affect JEA’s investment projections.

Yet another potential solution may be found in the tough decisions that John Peyton made as mayor. The three percent (3%) JEA franchise fee which Peyton championed in 2007 generates approximately \$40 million in annual revenue.¹¹⁴ Under Article 21 of the City Charter, the City Council may increase the franchise fee to six percent (6%) through a supermajority vote. While it is not clear how much additional revenue such an increase would raise, and how changes to the current JEA business model might impact the fee, the City could utilize the nearly \$40 million it is now collecting annually, the incremental funds generated from an enhanced franchise fee, or both. Assuming the City had sufficient operational capacity to perform the infrastructure work, it could leverage these funds to meet more unfulfilled needs sooner rather than later.

While the above list of potential financial tools is neither comprehensive nor exhaustive, many public officials seem to share former Council President Greg Anderson’s belief in action. “We need to acknowledge the challenges and put in place a plan to address the deficiencies, whether it is through dedicated source of revenue or a carve out in the capital budget,” said Anderson in 2018. “We should be able to look ourselves in the mirror and acknowledge we have work to do.”¹¹⁵ Former Mayor and City Councilman Tommy Hazouri shared that forward-looking perspective. “I think of this issue not so much as promises not kept, but promises that have yet to be fulfilled,” he said.¹¹⁶

For his part, Alton Yates remains a consolidation supporter. But he believes the work started five decades ago will remain incomplete without a citywide recommitment to keeping all of the promises made. "We have all of the tools necessary to be the greatest cities in the United States. Whatever quality of life you want, you can find it in Jacksonville. That is a result of consolidation," Yates observed in his 2018 interview. "But I don't think we can ever consider consolidation the success we dreamed of until we address and solve the problems of people who live in all neighborhoods."¹¹⁷

2. *TOO INDEPENDENT OR NOT INDEPENDENT ENOUGH?*

While Mayor Curry and his team have largely succeeded in aligning the independent authorities with his priorities, that kind of harmonization between City Hall and agencies like JEA, JAA, JAXPORT, DIA, Jacksonville Transportation Authority (JTA) and the Jacksonville Police and Fire Pension Fund (JPFPPF) has not been automatic in the past. The question for the future is how to balance the independence of the independent authorities with the overall needs of the community.

The independent authority structure, which former Mayor John Delaney said was designed to be "one step removed from the political process," has clear advantages. Delaney opined in 2018 that "independent authorities are one of the best parts of consolidation. They have all proven to be essential, and they work because board members are fiduciaries to the entities they serve."¹¹⁸ His successor John Peyton, who Delaney once appointed to the JTA board, explained that independent authorities "can operate more like a business. Board members are able to make better long-term decisions. JTA was able to look ahead, see future need and build J. Turner Butler Boulevard and the Dames Point Bridge without having to consider political consequences."¹¹⁹

Additionally, the independent authority structure can help ensure focus on key community priorities like Downtown. "It is important in our consolidated government to keep an authority for Downtown," former Council President Matt Carlucci said in a 2018 interview. "For all of its advantages, consolidation took away a singular elected focus on Downtown and replaced

it with seven council members who just have the center city as part of their areas. We must have an authority that wakes up every day thinking about Downtown, which block-to-block contributes more to the tax base than any part of the city."¹²⁰

Duval County School Board member and former Council President Warren Jones, who served on the JEA Board in 2015-2016, is a strong believer in independence. "I think you have to leave them alone at this point," he said in a 2018 interview. "If an authority is going to operate as a business, you have to remove it as much as possible from the politics of the day."¹²¹ When asked what issues the Charter Revision Commission should consider, former Council President Anna Lopez Brosche emphasized "ensuring that independent authority governance structures facilitate the independence they must have."¹²²

Independent authority stakeholders make a business case for autonomy. Paul McElroy, who was JEA Chief Executive Officer from 2012 to 2018, observed that rapid changes in the utility and transportation sectors require independent authorities like JEA, JTA, JPA, and JAA to be nimble. Citing JTA opportunities with autonomous vehicles as well as JEA interest in solar power, natural gas, and fiber infrastructure, McElroy said the questions for the City of Jacksonville were clear: "Do you allow independent authorities in the 21st Century to be flexible and nimble enough to meet 21st Century needs? Will you permit authorities to expand or participate in the change that is taking place? Do you have to stay within the legacy definition of services provided or are you able to broaden your offerings?"¹²³

But some city officials believe independent authorities have at times operated as if they were not part of consolidated government. Council President Bill Bishop described the prevailing sense of the authorities when he started his presidency in 2012. "It had been building throughout the community for several years that the independent authorities were becoming a bit too independent," he remembered. "They were behaving as if their purpose of existence was all about themselves."¹²⁴ From his perspective, the proper balance is independence in day-to-day operations, with community oversight to ensure alignment with global community priorities. "The authorities operate independent business units, but they are part of consolidated government," Bishop explained.¹²⁵



WATER AND SEWER
INFRASTRUCTURE
TASK FORCE
REPORT

MAY 2003



Building Community™

Excessive nitrogen and phosphorus entering water bodies may cause too much plant growth that can rob the water of oxygen and turn cause certain plants, fish and animals to disappear from the waters.

C. Benefits of Connecting to Water and /or Sewer Service

There is general agreement that property owners, the community, and the environment benefits when septic tanks and wells are replaced with publicly or investor owned water and sewer systems. Some benefits are as follows:

- Fire protection for the community and decreased fire insurance rates.
- Reduced health risks associated with contaminated standing surface water.
- Where mound drain fields are required, retrieves use of yard space on property.
- Eliminates constant concern of septic back up in house.
- Eliminates expense of maintenance, pumping and regular treatment of septic tanks.
- Assures customer of quality and volume of potable water.
- Provides a constant supply of water and water pressure.
- Eliminates the need to replace costly septic systems or to drill new wells.

D. Potential Customers Without Water and/or Sewer Service

Sewer Service

A review of JEA service records indicate that as many as 175,000 customers are not connected to public sewer lines within the JEA Duval County service territory. A map depicting a portion of JEA's service territory, which graphically shows customers without central water and/or sewer service, is included in the Appendix. With the use of gravity sewer systems, the cost for construction could require capital investment of up to \$2.1 billion (current dollars) for the total program.

Water Service

A review of JEA service records indicate that as many as 118,000s customer are not connected public water lines within the JEA Duval County service territory. A map depicting a portion JEA's service territory, which graphically shows customers without central water and/or sewer service, is included in the Appendix. With the use of current technology for the installation of the water lines, the capital investment could reach approximately \$600 million (current dollars) for the total program.

III. Financial Considerations

The objective of the Finance Subcommittee of the Water and Sewer Infrastructure Task Force was to seek sources, uses, timing and duration of funding to develop a program to offer alternatives for installation of water and sewer infrastructure in areas of existing development in JEA's Duval County service territory. To meet the objectives established by the Task Force, the Finance Subcommittee met bi-weekly over the last three months and researched funding sources available to finance the construction and development of the water and sewer infrastructure. The Subcommittee began by researching the funding sources specifically identified in City Council Resolution 2002-1147-A, and it then expanded its research to include additional funding options. In addition to researching the funding options, the subcommittee also developed rate and revenue models to illustrate the cost and duration of the funding for this project.

The Finance Subcommittee relied upon the findings of the Planning and Engineering Subcommittee to determine the potential need and the estimated construction cost for the water and sewer infrastructure in the existing areas of development in the Duval County service territory. The Planning and Engineering Subcommittee projects that there are approximately 118,000 potential water customers. The estimated cost for construction would typically range from \$3,000 to \$7,000 per connection. The estimated capital investment required for the construction of the water infrastructure is \$600 million dollars. The Planning and Engineering Subcommittee estimated that the cost for the construction of the sewer infrastructure may range from \$7,000 to \$20,000 per available connection, and the available number of possible sewer connections is approximately 175,000. The range of the overall capital investment for the sewer infrastructure is estimated between \$1.23 to \$2.1 billion dollars depending on various construction methods and system types.

Through its research, the Finance Subcommittee concluded that the capital demands of the water and sewer infrastructure construction support the use of a combination of funding sources to fund infrastructure construction. The costs may vary significantly per neighborhood due to factors such as density, soil conditions, and proximity to existing utility mains. Packaging funding sources for different neighborhoods is recommended as appropriate because some neighborhoods may qualify for various grants based upon the average income of the residents in the neighborhood.

A. Financial Resource Options

The Finance Subcommittee researched the following financing options for the water and sewer infrastructure.

Tax Increment Financing

Tax Increment Financing (TIF) is a redevelopment tool authorized by Florida Statutes and used by cities to finance certain public redevelopment costs. Projects financed with TIF's must serve a public purpose such as redeveloping blighted areas, constructing low-

IV. Recommendations of the Task Force

A. Creation of Water and Sewer Infrastructure Expansion Authority

The Task Force recommends the creation of a separate utility authorized under the City of Jacksonville Charter to coordinate and arrange the engineering, construction and financing of water and sewer utility lines in existing areas of development within JEA's Duval County water and sewer service territory, where such public utility lines are not currently available. The Authority would function as a clearing house and/or single point of contact for the implementation of voluntary water and sewer expansion and related activities. Due to the magnitude of the lack of central utilities in some neighborhoods, no funding sources were identified to provide the services at no cost to property owners. The separate utility would provide an alternative to owners seeking to have infrastructure installed in their neighborhoods with the ability to spread the capital costs of infrastructure construction over time through their water and/or sewer bills.

i. Organization Structure

It is recommended the Authority be comprised of a seven-member board, appointed by the Mayor and confirmed by the Council for a term of four years, with the initial Board having staggered terms. The Task Force recommends that the Authority operate with a small administrative staff and contract with the City, JEA, other agencies or vendors for services to reduce operational costs, limit duplication of expertise and administrative overhead, and benefit from available economies of scale that may be afforded by the current City or JEA structure.

ii. Powers and Duties

It is recommended the Authority have the power to do the following:

- Contract with the City, JEA or other entities to perform the planning, engineering, construction, operation and maintenance, financing, billing and collection of the utility assets and to pay a fee for these services;
- Coordinate with the City, JEA, JTA, JEDC, and other City agencies to minimize the total cost of water and sewer expansion projects and to reduce disruption to citizens;
- Solicit and receive various sources of loans and grant funds and utilize such funds in the pursuit of its function as it may determine to reduce the costs to the end customers;
- Issue various forms of debt subject to Council authorization for the purpose of financing or refinancing capital expenditures of the utility;

- Obtain wholesale water and sewer services from JEA or other providers, and charge and collect fees for the distribution of water and collection of wastewater services from customers;
- Acquire assets and easements by grant, purchase, gift, condemnation, exchange or lease for use by the utility;
- Enter into contracts in order to carry out its various functions;
- Enter into financial management contracts, such as, but not limited to, interest rate swaps, forward supply agreements, security lending agreements or other risk management techniques;
- Invest Authority money not required for immediate use in any lawful investment or investment vehicle;
- Shut off or discontinue services to Authority customers as necessary for nonpayment;
- Set non-uniform rates for Authority customers, based on operating and maintenance costs, cost of funds and capital costs;
- Establish mechanisms to assist low-income customers. The Authority's board shall use its best endeavors to create policies and procedures relative to qualifying low-income individuals; and
- Request the City Council to return to the Authority some or all of the City public service tax and/or the JEA City contribution from Authority water and sewer sales for the purposes of reducing the cost for qualifying low-income customers.

B. Initial Funding for the Water and Sewer Expansion Authority

It is recommended the Authority receive its initial funding and start-up capital from the City and JEA. It is recommended that the City and JEA include a line item for the Authority in their respective fiscal year 2003/04 budgets and that the City and JEA assist the Authority by lending employees or services.

C. Voluntary Participation and Flexible Payment Options

The Task Force recommends that customer participation in infrastructure projects be on a voluntary basis for those property owners that seek to acquire infrastructure installations in neighborhoods. Unlike special assessments, only those property owners that elect to participate and become customers would agree to fund the construction of the neighborhood infrastructure and pay for utility services through monthly billings. Once a new system is installed, additional property owners connected to the system would pay

the same capital recovery rates and water and sewer rates as the customers initiating the system until the system construction debt is retired. The Task Force recommends maximum flexibility for customer options including various terms for capital recovery costs not to exceed 30 years, the ability to finance onsite connection costs and JEA plant capacity fees through the monthly billing, and the ability to pay off the capital component obligation early if so elected.

It is anticipated that the property owners participating in the infrastructure projects will begin to make monthly service payments and capital recovery payments to the Authority only when the installations are complete and properties are connected to the system and owners begin receiving the service.

During the work of the Task Force several participants received feedback from the community and public officials that some property owners did not want central water or sewer infrastructure installed in their neighborhoods since they had well and/or septic tank systems that functioned properly. The Task Force was formed to address the desire or need of many residents who would like to have accessibility to central utility systems. The voluntary nature of the proposed program should satisfy both constituents groups' concerns.

D. Planning/Engineering Recommendations

i. Water System Technologies

Water service extensions are usually the simplest and least costly to accomplish. Extensions of water service to existing developed areas not currently served can be accomplished using current materials and installation technology. Issues such as right of way contamination, existing underground utility conflicts, and right of way ownership will need to be addressed on a case by case basis to determine the engineering and financial considerations for each neighborhood. No cost effective alternative technologies were found for water service extensions. However, continued evaluation of this potential should be made a part of this program to take advantage of possible future savings.

ii. Sewer System Technologies

Sewer service extensions offer the best opportunity to take advantage of alternative technologies. The Task Force investigated several sewer system types and construction techniques but recommends that both vacuum and low-pressure systems be considered to help reduce individual project construction times, impact to the neighborhoods receiving new sewer service and overall program costs. The current technology relies on gravity sewers and force mains. Gravity sewers are often more costly due to the size of pipes needed, depths of installation necessary for the system to flow by gravity and invasiveness of open cut installation. It is recommended that the Expansion Authority work with interested

neighborhoods to assess proximity to existing transmission mains, soil conditions, number of participants, existing utility elevations, and infrastructure space requirements and determine the most cost effective technology available to specific neighborhoods and participants.

iii. Prioritization Matrices

Prioritizing water and sewer extension projects can be established utilizing the matrix developed for each utility type. Factors affecting public health, safety, needs, and costs are a part of each matrix. In view of the intent of this program to be strictly voluntary, the Task Force recommends that the Matrices developed be utilized to determine selection between communities where supplemental funding is available and the criteria for selection is otherwise very similar.

iv. Access and Right-Of Way Considerations

One of the biggest challenges in cost reduction in this program is the ability to obtain legal access (easements) to private properties at no cost to the project. The Task Force recommends the donation of easements (for the purposes of installing water and/or sewer lines) by all property owners, provided each affected property owner could benefit from the improvements planned for installation on the properties needed. The donation of easements will be beneficial where additional construction space is necessary for installation or when working in private rights of way or on private property to complete service connections.

v. Construction Standards, Operation and Maintenance

It is recommended the Authority establish construction and installation standards and operation and maintenance policies and that the City, JEA and other vendors be considered for operation and maintenance services.

E. Communications Plan

A Communications Plan is recommended to educate the public of the availability of this alternative option for neighborhood infrastructure. The outreach program should indicate the voluntary nature of the program and also seek out neighborhood groups that are interested in participating in an infrastructure program.

Communications plans were developed to educate the stakeholders on the process and recommendations of the Task Force and to advise of the availability of the Water and Sewer Infrastructure Expansion Authority. The communications plans for the City Council, City Administration, Environmental Agencies/Health Department and the Community are provided below.

Frequently Asked Questions

1. Why is water and sewer infrastructure so important (why should I care?)

There are residents within our community who want JEA water and/or sewer service, but they cannot afford the homeowner's share of the installation cost. There are neighborhoods within our community with aging and failing wells and/or septic tanks that may have a negative impact upon the environment. Failing septic tanks eventually contaminate soil, rivers and other waters and may lead to unsanitary and hazardous living conditions.

2. How big is the problem for our community?

There are an estimated 175,000 homes and businesses that are not connected to sewer lines and an estimated 118,000 homes and businesses that are not connected to water lines in the Duval County area. A large percentage of these residents have made inquiries and requests for connection. However, the residents cannot afford to pay the cost of building the infrastructure needed to connect.

3. Why do septic tanks fail?

Septic tanks may fail for several different reasons. Failure may be due to the lack of maintenance, high groundwater, too much flow for too small a system, or poor soil conditions. Septic tanks need to be pumped out periodically (every 3 to 5 years) to remove built up solids. If the tank is not pumped out regularly then the solids may build up and prevent the tank from draining into the drain field. Built-up solids can also reduce the effective volume of the septic tank causing a "short-circuit" where partially treated (solids) spills waste into the drain field. Also, poor soil conditions, in or beneath the drain field, will not allow the drain field to drain properly.

4. Who can I call with septic tank problems?

The Duval County Health Department is responsible for the permitting of septic tanks in Jacksonville. If you experience septic tank problems contact them at 630-3274.

5. Aren't there water and/or sewer lines running all over the city and why can't we just hook up to those lines?

While there are water and/or sewer lines running through many parts of the city, there certainly are not sewer lines in all areas of the 840 square miles that make up Jacksonville.

6. Why does it cost so much for water and/or sewer service?

Installing the pipes is just one part of developing the system needed to deliver water and/or sewer services. That cost includes disrupting the current streets and removing any existing infrastructure that cannot handle the extra load needed for the additional customers. The engineering and construction cost for water system typically cost \$3,000 to \$7,000 per home (or more) and the engineering and construction costs for a sewer system typically range from \$7,000 - \$20,000 per home (or more) depending on the complexity of the project. Planning, real estate, permitting, design, construction and public relations

7. Why can't the City or JEA hook me up for free?

The water and/or sewer rates are not nearly enough to pay for septic tank and/or well conversions. JEA uses revenues from monthly sewer billing to properly treat and dispose of sewage and maintain existing sewers that were initially paid for by homeowners. To use this monthly billing money from existing sewer customers to connect septic tank owners would not be appropriate since it would be using money from homeowners who paid their costs initially to have JEA sewer services connected. JEA would have to raise the rates of all of its customers to raise the capital to extend JEA water and sewer services to new customers. JEA will not inequitably burden its existing customers with the cost for new construction.

8. Why can't JEA's profit from our water and sewer bills be used to pay for these pipes?

JEA is a non-profit agency and its rate structure does not incorporate a profit from its customers. JEA's current rate structure does not include a capital component for installation of neighborhood utility construction.

9. Who pays for water and sewer pipes everywhere else?

The homeowner pays for the installation of the water and/or sewer. The homebuilder, or developer, initially pays for the installation and then passes the cost on to the homebuyer in the cost of the home. These costs include their share of the costs of the sewer piping under the streets throughout the neighborhood.

10. What is a gravity sewer system?

Gravity sewer systems have been the standard for wastewater collection for many years and, in most locations, will remain the method of choice for utilities. Gravity sewers use downhill flow to move wastewater from house laterals to sewers typically in the street to larger trunk sewers and ultimately to a pump station that pumps it

further downstream to another gravity sewer system, pump station, or wastewater treatment facility. The design of gravity sewers is based on the interrelationships of slope, velocity, and size and roughness of the inside of the pipe. Pipes are laid at a slope until some maximum depth is reached. An 8-inch pipe is the smallest diameter used for gravity sewers to allow for self cleaning and some system storage. Manholes are located at each change in direction, slope, pipe size, intersections of collecting sewers, and every 400 feet or less. Manholes allow access for inspection, cleaning and maintenance. Gravity sewer systems are higher capital cost, but low operating and maintenance cost systems. They are the most cost effective in densely populated areas.

11. Are there other types of sewer systems?

Yes, there are alternatives to the traditional septic tanks and gravity sewer systems. Alternative systems may or may not be feasible in all conditions. These systems, though new in this country, have been utilized over the years in Europe and other countries. Vacuum and low-pressure systems are currently in use in some parts of the United States. The closest vacuum system to Jacksonville was recently installed in St. Augustine, Florida.

12. How do these alternative systems work?

The vacuum sewer system functions just as the name implies, waste flows by way of the traditional gravity system from the home or business to a collection chamber, which stores the waste before discharging via a valve activated by the amount of waste. When released into the vacuum line, the effluent is transported by vacuum to the vacuum station where the waste is treated for disposal.

There are several low-pressure systems available. Common among them are the STEP (Septic Tank Effluent Pump) and the Grinder systems.

- The STEP system requires the use of a septic tank with a submersible pump either inside or outside of the tank to draw in the waste and pump it out to a treatment line under pressure. This system requires some electrical connection and use cost to the customer.
- In a grinder pump system, there is no septic tank. Wastewater flows into a small plastic or fiberglass chamber called a wet well. The grinder pump works like a garbage disposal by cutting and/or grinding solid materials into tiny pieces. All of the wastewater is then pumped into the utility's pressurized force main system.

13. What are the advantages to using the alternative systems?

Some advantages of using the vacuum sewer systems include:

- Cost effective in service to low population density area when at least 100 service connections are programmed to offset the capital cost of the required vacuum station
- Installation in rocky ground
- In terrain with insufficient slope for gravity transport
- In areas with high groundwater table
- In developed neighborhoods where deep excavations for gravity sewers could not be accomplished safely and cost effectively
- Lower capital costs due to smaller pipes, minimum cover, shorter construction period
- Can serve large areas with a single vacuum station
- Can route around underground obstacles
- Inflow/Infiltration virtually eliminated; lower pumping and treatment costs
- Odors minimized due to sealed and aerated system
- Corrosion minimized due to plastic or stainless steel parts
- Due to high line velocities, pipe blockages virtually eliminated
- No power cost to homeowner

Some advantages of using the low pressure systems include:

- Lower capital costs due to smaller pipes, minimum cover, shorter construction period
- Can route around underground obstacles
- Inflow/Infiltration virtually eliminated; lower pumping and treatment costs
- Odors minimized due to sealed system unless near the discharge point
- Can be used effectively in rocky, low-lying, or heavy tree-root areas
- Cost effective in sparsely populated, long connection line areas
- Avoid road cuts in areas with recent road re-paving

14. What are the disadvantages to using the alternative systems?

Some disadvantages of using the vacuum system include:

- Technology is relatively unknown in the United States
- Most engineering firms unfamiliar with design criteria
- Maintenance personnel must be trained on new technology and troubleshooting, Perceived higher operation and maintenance costs
- Vacuum mains are too small to have conventional cameras inserted for visual inspection

The disadvantages of using a low pressure system include:

- System is owned and maintained by the home owner
- Higher O&M costs when compared to gravity systems
- Monthly electrical cost and maintenance fee to customer
- STEP-Tank pump-out fee (\$200-300) for customers (every 3 – 5 years),
- Cost to replace concrete lids every 10 to 15 years,
- Increased odors,

- No operation during power outages; overflow risk
- Grinder-More house lateral stoppages due to pump jams and failures
- Some older homes do not have capacity in electric panel to supply adequate power to pumps
- Low-pressure sewer mains are too small to have conventional cameras inserted for visual inspection.

15. Are there any constructability issues associated with the types of sewer systems available?

All three (gravity, vacuum and low pressure) systems discussed share similar concerns with regard to construct sewer systems in existing neighborhoods. Of primary concern is the ability to minimize disruption of the neighborhood while also minimizing project costs.

16. What options does a customer with a failing septic tank or well have to switch to water and/or sewer service and what are the costs?

There are two ways customers can switch from septic tanks and/or wells to water and/or sewer service:

- (A) Customer Deposit
- (B) Special Assessment

The initial cost to the homeowner is made up of the connection costs plus the construction costs. The connection cost consists of the re-piping of the home from the septic tank to the right of way line and abandoning the septic tank plus permit fees and capacity fees. Construction costs include the cost of installing the sewer lines within the streets of the neighborhood. Typically, the sewer connection cost is approximately \$2,000 to \$4,000 and the sewer construction costs typically range from \$7,000 to \$20,000 per home (or more) depending on the complexity of the project.

A property owner may request installation of the sewer service and bear the cost of the installation. However if 60 percent of the property owner's in a neighborhood commit to connecting to the sewer service, then the cost will be borne by the entire neighborhood and all property owners will be assessed a portion of the cost for the installation of the infrastructure for the JEA sewer lines.

17. What is a customer deposit?

Customer Deposit is where the homeowner pays the sewer construction costs to JEA. Homeowners can call JEA at 665-4491 to determine the closest point of connection to the sewer system. If a JEA sewer line is in close proximity, then homeowners can request a cost estimate to have JEA design, construct, and connect to it. When the

homeowner receives the estimate the homeowner must write a check to JEA for the full amount to initiate the work.

18. What is a special assessment?

Special Assessment is where several homeowners divide the cost among themselves to connect to JEA sewer. It starts off as a petition that is carried from house to house by one of the homeowners to determine the level of interest in the neighborhood. If at least 60 percent of the homeowners are interested, then a cost estimate is prepared by JEA and the costs are divided among the homeowners. A second petition is carried from house to house to show each homeowner what the costs would be. If at least 60 percent of the homeowners approve the petition with the costs, then JEA will design and construct the project. The construction cost is assessed on property frontage for the entire area, not just those who wish to connect to the JEA sewer system. The homeowners have a choice of paying the full amount immediately or paying in installments for up to 20 years at JEA's interest rate with each year's property taxes. Call JEA at 665-4465 for information about Special Assessment projects.

19. Why has special assessment not been successful up to this point?

The special assessment process seldom results in a project because it is difficult for neighborhoods to get 60% of its residents to commit to the installation of the infrastructure for the sewer lines. If 60% approval is not obtained, then the project is not undertaken. It is also difficult because it forces residents in an area to pay a special assessment for a service that it may not want.

20. What can be done to address the problems with special assessment to make it work better?

Special assessments will work better if the assessments are voluntary and if there is no mandatory minimum participation requirement by its residents. The consumers who want the service can pay for the service without forcing the participation of any of its neighbors.

21. Who benefits when failing septic tanks are removed? (Complete list of benefits and recipients of those benefits including community benefits like environmental, economic, etc.)

The community benefits because the environmental concerns that may be created by a failing septic tank are eliminated. The owner benefits because it has eliminated hazardous materials from his water and his immediate environment. The owner also

benefits because the value of his property will increase because of the connection to JEA water and sewer.

22. What is being proposed by the Infrastructure Task Force?

The Water and Sewer Infrastructure Task Force is proposing a new agency that will be specifically designed to coordinate the placement of water and sewer infrastructure in currently developed areas and provide water and sewer services to these customers. The new agency will provide an affordable long-term payment option for residents who want to voluntarily connect to water and sewer. There will be no minimum percentage requirement. Each resident who accepts the benefits of the infrastructure will pay the same cost whether he/she decides to connect next year or five years from now. The responsibility to pay for the system will remain with the property.

23. How is it better than the current options for me as a homeowner with a failing septic tank and/or well? (what's in it for me?)

It is better than the current options for homeowners with a failing septic tank and/or well because it provides an affordable option for connecting to water and/or sewer. It is also a better option because there is no requirement to encourage other homeowners in the neighborhood to also participate.

24. Will I have to hook up to the new system? If so, how soon? If I don't, what happens?

With the plan proposed by the Task Force there is no mandatory hook-up requirement. You may voluntarily hook-up whenever you want to take advantage of the services.

25. What if I just don't have the money for all of this? Who pays, how and when?

The plan proposed by the Task Force will allow for monthly payments over a thirty year period at a very low interest rate. The only time that part of the cost will be covered by taxpayers is when an area has been determined to be a sanitary nuisance by the Health Department. In that situation, the customer is still responsible for the connection costs and the monthly usage fee.

26. When a pipe is installed down a street where only the first house and the last house are paying for the installation, who pays for the extra size of the pipe to serve future residents, or to be adequate to provide fire protection flows to fire hydrants when that requires bigger pipe than the domestic needs of the requesting property owners?

With the current recommendation from the Task Force, the cost is borne by the customers in the neighborhood who choose to connect, and benefit from the services. As other residents connect to the service, the cost is shared equally by all of the residents, regardless of the date that he/she connected to the service.

- 27. U.S. Congress continues to consider enacting legislation to fund water and sewer infrastructure rehab across the country. What can be done to encourage the inclusion of funding for expansion of pipes to eliminate septic tanks or failing wells?**

Cities, counties and individual residents may lobby their congressional officials to encourage their support of federal legislation. Emphasizing the detrimental impact upon the environment and the likely health hazards associated with failing septic systems will certainly help to encourage federal legislation to support this effort.

- 28. What will happen to special assessment under the new system?**
Theoretically, there may be a point at which homeowners who want services could reduce their costs by going to special assessment since it spreads payments over all property owners, not just requesting ones.

The special assessment system will remain in place for neighborhoods that can get 60% of their residents to agree to connect.

- 29. How will costs be handled for homeowners who, sometime after the pipes are installed and partially paid for by their neighbors, decide to jump on the bandwagon?"**

Each homeowner will pay the same fee for the services. The average re-payment cycle is estimated at thirty years.

- 30. Will the new agency be required to pay any contribution to the City General Fund? Will JEA be required to pay the normal contribution to the City General Fund based on the volume of wholesale service it provides to the new entity?**

The Task Force is not proposing that the new entity make any contributions to the City General Fund. This recommendation may change after the new entity is up and running on its own.

The Task Force is not proposing any changes in the payment that JEA currently makes to the City General Fund.

31. Will rate structure segregate costs so that capital is paid as a separate line item?

The new proposed agency will research all billing options and design in order to meet the customer needs.

32. If so, will water and sewer rates follow JEA rates to maintain a city-wide approach to encouraging water conservation?

Yes

33. How will this new arrangement fit with the St. Johns River Water Management District and JEA permitting, etc.?

The Task Force is proposing that the new agency have an opportunity to take advantage of any existing agreements that may exist between JEA and the City and other entities. The assumption is that the new agency will not effect or change any existing permitting arrangements.

34. Will the economics be structured in such a way that the community shares at least a part of the cost of eliminating failing septic tanks since there is a community benefit in reducing pollution in the St. Johns River, its tributaries and other bodies of water in Duval County? Or is a failing septic tank a detriment for which the homeowner is responsible to the community, therefore eliminating the failing septic tank is a responsibility to meet community standards and therefore without monetary value to the community since the cost of this standard is borne by property owners, not the community?

Current law only provides for payment of the replacement of a sanitary nuisance area that has been identified by the Health Department. The proposal from the Task Force will not change or affect this law. The new agency will only provide that individual homeowners who voluntarily choose to take advantage of the service will be required to pay for the cost of the connection. There is no distinction with the new agency in whether the septic tank is failing or whether the homeowner is simply interested in changing over to a more convenient system.