



## City Council Task Force on Consolidated Government Response to Questions and Presentation Follow Up

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This document provides responses to the questions outlined by the task force and includes additional follow up to questions articulated at the question and answer session following the presentation. References to the presentation handout “JTA Report to the Task Force on Consolidated Government” are also noted.

### Task Force Questions

#### Central Services Type Activities

Recently, the Task Force has heard suggestions about consolidating central service type activities (legal, IT, procurement, fleet management, personnel, copy services, janitorial, building maintenance, marketing, etc.). With that understanding, please advise the Task Force on the following questions.

Please discuss which of these services your organization has in house and why it is beneficial. Please go beyond simple preference to have it in house.

**1. Is it to improve the quality of service, reduce cost, etc.?**

Providing a comprehensive and integrated public transportation system is a complex task that requires expertise in specific functions in each central service type activity. For example, JTA has a procurement team with the knowledge and expertise of Federal Transit Administration (FTA) Circular 4220.1F, U.S. DOT Federal Highway Administration, the State of Florida Procurement laws and JTA Procurement Rule No. 002, which governs all JTA procurement actions. These procurement actions also include implementation of a comprehensive Disadvantaged Business Enterprise (DBE) program, mandated by the U.S. DOT, which establishes guidelines to ensure a “level playing field” for firms, owned by socially or economically disadvantaged persons, to compete for contracts.

While some of the centralized services mentioned above might appear to have the potential for consolidating, these essential functions of the JTA have specific duties and responsibilities that are both critical and beneficial for the optimum operation of the mass transit system, such as, 24/7 bus fleet maintenance; specialized information and technology systems to track and report data required for FTA reports and agency reviews; specialized bus stop and bus facility maintenance and inspections in accordance with FTA safety and security requirements; development of transit focused marketing programs, Smartcard implementation, and extensive customer communications, which includes a Customer Contact Center averaging 35,000 calls per month.

#### Information & Technology

The JTA IT Department supports a host of transportation specific software models such as Hastus for our fixed-route buses, Trapeze for our Connexion vehicles, a variety of cameras on buses, and buildings. Transit Signal Priority and is in the process of deploying a real-time passenger information system.

#### Procurement

JTA must comply with state and federal procurement law. JTA’s procurement actions are governed by Federal Transit Administration (FTA) Circular 4220.1F, U.S. DOT Federal Highway



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Administration, the State of Florida Procurement laws and JTA Procurement Rule No. 002. In all procurements utilizing any amount of federal funds, federal requirements supersede state and local law. Where no federal funds are involved, procurement actions are governed by JTA Procurement Rule. Where state law is more restrictive, JTA complies with state law. Many of our commodities are specific to the transit industry such as buses, paratransit vehicles, bus parts, Skyway proprietary products and related services. The JTA's procurement personnel have the training and expertise to comply with federal guidelines that include approximately 35 FTA required clauses. This expertise makes us successful in the purchasing and bidding process and holds the JTA accountable to federal and state guidelines, while at the same time maintains credibility with our stakeholders.

As a recipient of federal financial assistance the JTA is required to implement and maintain a Disadvantaged Business Enterprise (DBE) program in accordance with federal regulations. The U.S. Department of Transportation (DOT) regulations stipulate that any agency receiving DOT funding in excess of \$250,000 for transit related projects must have a DBE program in place.

### Human Resources and Organizational Development

The JTA's Human Resources and Organizational Development Division handles all the necessities for staffing and recruitment of industry specific personnel, while also administering employee development for both union and non-union employees. This Division also ensures compliance with state and federal rules such as compliance with F.S. 1490 rules; administering federally regulated Drug and Alcohol Program for safety sensitive and all other employees; management of the State of Florida Retirement/Pension Plan for 180 employees.

### Bus Fleet Maintenance

Daily service requirements call for a 24/7 maintenance presence. The majority of the bus fleet is in revenue service during our operating hours, with the first bus departing in the morning at 3:47 a.m. and the last bus pulling in at the end of the day at 1:20 a.m. The JTA funding sources for transit vehicles place specific maintenance requirements on our vehicles, the plan must meet Florida Administration Code 14-90 as well as the FTA. The requirements range from inspections and service intervals to technician qualification requirements. To this end, the JTA Maintenance Division has a preventive maintenance section assigned to meet the inspection and service needs of the entire fleet. The maintenance plan is audited by the FDOT and FTA to ensure compliance.

### Facilities

The Facilities Division is responsible for the inspection and repair of over 500,000 square feet of facilities. There are 5 maintenance mechanics for this effort. In addition, there are buildings, emergency generators, bus lifts, air compressors, bus wash, and a fuel station which includes a 300,000 gallon fuel farm. Documentation of inspections required by FDOT is kept to comply with the System Safety Program Plan [SSPP] and Security Program Plan [SPP]. These are kept for federal triennial audits.

Twenty-four (24) hour coverage is required to respond to issues involving bus maintenance equipment that could affect bus pullout and service, as well as electrical and plumbing emergencies.



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### Print Shop

The shop is responsible for printing all JTA public service information signage and collateral, transit operations schedules and marketing materials. By having an internal resource we are able to fill print orders received from all JTA departments in the most cost effective manner and with minimal turnaround time for project completion.

The Print Shop produced more than 2,311,500 bus schedules and 587 collateral projects for the agency in FY 2013 to date.

The marketing and communications require and in depth understanding of JTA projects and services.

### **2. What services are you currently using? And why? Or why have you chosen not to utilize the service?**

While JTA has its own legal counsel, approximately 20% of JTA's legal services are conducted through the City of Jacksonville's Office of the General Counsel. The COJ OGC has had success in handling bus accident related personal injury and property damage claims and JTA uses the OGC to leverage that experience and knowledge.

Additionally, the JTA, in cooperation with the City of Jacksonville, the JSO, JEA and JAA have collaborated on shared high-speed Internet access and the First Coast Radio network.

As mentioned above, other centralized services, which are essential functions to the JTA, require an expertise and knowledge in the operation and maintenance of the public transportation system; while other critical functions, such as janitorial services, are provided by an outside vendor at a lower cost when compared to having it in-house or by the City. Other facility maintenance that is outsourced includes bus shelter maintenance, such as trash removal, and lawn maintenance. Elevator and escalator maintenance, along with Motorola radio repairs, are outsourced to companies having a particular expertise in these areas.

Additional information pertaining to JTA **Central Service Type Activities** may be found in the handout which accompanied the presentation on pages 3 through 9.

### **Financial Impact**

#### **1. How are the financial decisions of the JTA evaluated for their impact on the City of Jacksonville's General Fund?**

JTA's decisions go through a vigorous review by all levels of management in the Authority, starting with a comprehensive study and approval process conducted by both Manager and Executive Leadership members, ultimately leading up to the JTA Board of Directors review and approval.

The JTA has historically positively impacted the City's General Fund. Examples include elimination of the bus subsidy in the 1990's and takeover of the Community Transportation



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Coordinator role at significantly higher cost than the support provided by the City. More recently, by discounting our Skyway Convention Center parking rate JTA reduced the overall city general fund subsidy needed to attract C2C to downtown. There are isolated situations when circumstances such as federal regulations on charter services limits our ability to provide further relief to the City's General Fund. Nonetheless, all decisions are mindful of any City impact and appropriately coordinated with the City if there are impacts.

JTA projects and services support economic development which in turn supports stronger tax revenues. An August 2012 University of North Florida study entitled "The Economic Effects of JTA Public Transit and Road Infrastructure" examined the economic impact of JTA over a ten-year period. Key findings of the report are summarized below. The full report was provided as part of the Task Force presentation.

- **Job Creation:** JTA investments and operations supported more than 3000 jobs per year, adding more than one billion in wages and labor income and more than two billion in sales and gross revenues for businesses in Duval County between 2002 and 2011.
- **Fuel and Time Savings:** Public transit provides benefits to Jacksonville that includes fuel and time savings of at least \$10,500,000 annually.
- **Reduced Road Maintenance:** By removing private single occupancy vehicles from the roads, JTA transit results in road maintenance cost savings equal to \$679,700 annually in Duval County.
- **Commuter Savings:** Commuters save an estimated \$6,483,000 annually by using public transportation versus driving.
- **Delivering people to Work:** Public transportation serves an important function in connecting workers, particularly low income workers, with jobs and aiding employers in filling job positions. Assuming these workers who use public transit could not find work for a year afterward; there would be lost wages and an economic disruption equal to at least \$41,693,000.

Additional information regarding **Financial Impact** is on pages 10 and 11 in the handout.

### Unity of Purpose

#### 1. What is the stated mission of JTA?

**JTA's MISSION...** "To improve Northeast Florida's economy, environment and quality of life by providing safe, reliable, and efficient multimodal transportation services and facilities."

#### 2. Do you feel there is a clear, consistent mission & goal for the City of Jacksonville?

- a. What is it?
- b. How does your authority fit in?

*\*For the benefit of the response, this question will be answered jointly.*



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The City of Jacksonville's stated vision is *"To make the Jacksonville local government the most responsive and effective City Government in America and Jacksonville the best place to live, work and raise a family"*.

The JTA has been and continues to be a partner in advancing the vision and goals of the City of Jacksonville. The JTA was originally created in 1955 by a special act of the Florida Legislature as the Jacksonville Expressway Authority (JEA) to complete, construct extensions of, operate and maintain the Jacksonville Expressway System. At the time it was the first limited access highway development agency in Florida outside of the State Road Department (now FDOT). In 1971, the JEA merged with the Jacksonville Coach Company, a privately owned entity operating local bus service, and its role was expanded to include acquisition and provision of public transit service for the Jacksonville area. This is when the "original JEA" officially became the "JTA."

Throughout its history, JTA's broader multimodal focus has allowed it to adjust to the changing demands of the community. As previously noted, the Authority took over failing private bus companies in 1971. Despite the elimination of the City contribution for mass transit services in the 1990's, JTA has continued to provide vital mass transit services to Jacksonville citizens.

In 1989, passage of a one-half cent Local Option Transportation Sales Surtax allowed for the removal of tolls on JTA facilities. For the past 23 years, JTA has utilized the ½ cent sales tax to run the mass transit system and invest in critical roadway improvements in our community.

The Authority works closely with the FDOT and the City to develop and maintain plans to improve traffic flow and transportation throughout the City. In 2000, an additional half-cent sales tax was approved to fund projects identified by the Better Jacksonville Plan (BJP) a \$2.2 billion infrastructure and quality-of-life improvement initiative. JTA has played a significant role in the implementation of this massive plan which includes 32 roadway (\$800 million) projects.

JTA not only took on major road and bridge projects as part of BJP, but committed its primary funding source to advance the program. The JTA committed part of the Charter County Transportation Sales Surtax to cover debt service and pay-go projects identified in BJP. The road projects covered by BJP included local roads mostly constructed by the City and improvements on state roads typically constructed by JTA. In exchange, JTA received the six-cent Local Option Gas Tax to cover transit operations in spite of the fact that this funding source is expiring in 2016. Despite the funding uncertainty created by this arrangement, JTA agreed to support BJP because of our commitment to partnering with the City to advance this important initiative.

Throughout its history, JTA has constructed some of the most vital and even iconic transportation projects in Jacksonville. Much of the Interstate System in Jacksonville was built by JTA (JEA at the time) including I-95, I-10 and the Fuller Warren Bridge. J. Turner Butler Boulevard is a keystone JTA project that created a limited access roadway to the beaches. Not only is it vital for emergency evacuations, it has seen some of the most noteworthy developments in Northeast Florida over the past 30 years including the University of North Florida and Mayo Clinic. And it's hard to imagine the Players Championship without the access provided by JTB.

The Dames Point Bridge was controversial at its outset but today it is a critical link in Jacksonville's beltway. This bridge has provided an essential connection to North Jacksonville



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and the port and marine facilities that are now emerging as economic engines for the Northeast Florida Region. Similarly, the Wonderwood Connector and Mayport Flyover have enhanced the access to Mayport Naval Station and the Beaches with obvious evacuation and economic development value as the Navy considers locating a nuclear carrier at the base.

The Automated Skyway Express downtown people mover concept originated from a joint feasibility study conducted by the FDOT and the City Planning Department in 1973. The first phase of the 2.5 mile Skyway was completed in 1989 and the last phase of the current system was finished in 1994. It has won awards for its design and is regarded as a state-of-the-art intermodal transit station.

At the same time, as the City welcomed an expansion NFL team, the Jacksonville Jaguars, the JTA was welcoming the Jaguar Stadium Shuttle, the method of transportation for thousands of fans every year.

While JTA's independence allows us to tackle tough but critical projects, we remain committed as a partner with the City focused on facilitating mobility, economic growth and quality of life. As we have throughout our history, JTA is positioned to support the development and implementation of a strategic vision for Jacksonville.

### **3. How could the City of Jacksonville have one clear, consistent mission & goal that ensures cooperation and focus between the city, independent authorities, and constitutional officers?**

The JTA views itself as a key implementer of the city vision. The taking on failing local private bus companies, advancing the Downtown people Mover, constructing JTB, removing the tolls, building the Wonderwood Connector, implementing the Better Jacksonville Plan, and taking over Community Transportation Coordinator services all reflect JTA's responsiveness to the City priorities and vision.

Should the City develop a Strategic Plan, JTA would be excited to participate and serve as a key implementer of that plan.

The JTA would also support regular meetings and coordination between the Mayoral Administration, City Council, and the independent authorities to share plans and ideas and advance a unified infrastructure vision.

Additional discussion of **Unity of Purpose** is on pages 12 and 13 of the handout.

### **Jurisdiction**

#### **1. What is the rationale for continuing to have road development done by the JTA?**

JTA's role as a multimodal agency allows us to respond to the changing needs and desires of the community. It is important for the Jacksonville community to be able to identify one local agency that is responsible for advancing multimodal surface transportation solutions to improve mobility of people and goods.



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Since 1955, the JTA has constructed some of the most significant roads and bridge projects in Jacksonville. Most of these roads and bridges are on the state and national highway system. These are the facilities that move the most people and goods. Because they are usually state and federal facilities, they require a special expertise in federal right of way, environmental reviews and design standards.

These projects also often take decades to plan, design and construct. Many are often controversial and require an unwavering commitment, expertise and continuity in personnel and leadership that is found at an agency like JTA. It is important that Jacksonville has a local agency with the capacity to do these types of projects.

An excellent example is the advancement of the design for the I-95/JTB interchange. JTA advanced the project so that when FDOT funds became available it had a “shovel ready” project to put the funding towards.

Because JTA is involved in roads and transit this allows us to plan for them together. For example, many of our roadways are constrained in that it may not be cost-feasible to add lanes in the future. So we are looking at these corridors for opportunities to coordinate intersection improvements, Transit Signal Priority (which benefits City emergency responders), and pedestrian and transit improvements. Often, transit improvements are road projects like bus pulls offs, dedicated bus lanes and end of line enhancements. Further, because of our relationship with FDOT, we work with them to incorporate transit amenities in their roadway improvements. This may be a bus pull off or shelter pad, or it may include looking at the feasibility of adding a bus lane when a section of road is resurfaced. This is what happened when Blanding Boulevard was resurfaced.

### **2. How does the City plan for maintenance of roads constructed by JTA? Does the City have up-front input?**

The vast majority of the roads constructed or improved by JTA are state roads or part of the National Highway System. Upon completion, these projects are delivered to FDOT (not the City) for long-term maintenance.

The JTA has at times improved local roads. Alta Drive and Clark Road are two recent examples. JTA managed these improvements due to our expertise with federally-funded transportation projects. JTA will not make improvements on any City road without the prior coordination and approval of the City. This includes coordination on all issues including any long term maintenance expectations.

Additional material regarding **Jurisdiction** may be found on pages 14 through 16 of the handout.



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The following responses are provided as additional follow to questions articulated during the question and answer period. The questions have been summarized or paraphrased for simplicity.

**1. It was outlined in your presentation that federal regulations prevent you from engaging in public transportation services if the Authority is competing with the private sector, such as the Jaguars Shuttle. Do those same regulations apply or are their similar restrictions with regard to development, such as Transit Oriented Development (TOD)?**

The regulations governing the operation of the Jaguars Shuttle do not apply to joint use or transit-oriented development. Generally, the FTA encourages joint use and TOD opportunities that facilitate ridership and generate revenues to support the transit system. The FTA regulations that apply to the Joint Use and TOD activities for JTA state:

*Federal transit law (49 U.S.C. 5302(a)(1)(G)) permits the Federal Transit Administration to issue public transportation grants “for the construction, renovation, and improvement of intercity bus and intercity rail stations and terminals,” including the construction, renovation, and improvement of commercial, revenue-producing intercity bus stations or terminals.*

*FTA’s Joint Development Guidance (72 FR 5788 published on February 7, 2007) seeks to afford FTA grantees maximum flexibility within the law to work with the private sector and others for purposes of joint development. It generally defers to the decisions of the project sponsor, negotiating and contracting at arm’s length with third parties, to utilize federal transit funds and program income for joint development purposes. The policy also aims to promote transit-oriented development, subject to the broad parameters set forth therein.*

*Joint development is a form of transit-oriented development that directly involves FTA participation in any of the eligible activities listed below or the use of real property with an FTA interest. Renovation and improvement of historic transportation facilities; Real estate acquisition; Demolition; Site preparation; Building foundations; Utilities; Walkways; Open space; Safety and security equipment & facilities; Facilities that incorporate community services; Intermodal transfer facilities; Construction, renovation, and improvement of intercity bus and intercity rail stations and terminals; Transportation-related furniture, fixtures and equipment; Parking; Project development activities; and Professional services.*

*Although joint development is not a discrete program of the Federal Transit Administration, FTA grantees may use FTA capital assistance for joint development activities from a number of FTA programs. Joint development may occur concurrent with the development of a FTA assisted project (such as a transit center or construction of a new fixed guideway) or it may be proposed as a stand-alone project to be developed at an existing facility.*

*Transit-oriented development refers more broadly to mid to high density multi-use development that provides a number of community and transit benefits, and usually increases transit ridership. FTA supports the development of TOD policies and plans as a planning activity but FTA oversight doesn’t apply to TOD itself since there is no direct FTA participation in the construction of TOD.*

**2. Where did you advertise your new positions?**

All JTA positions were posted at the beginning of March and advertised internally and externally. Applicants were able to apply in-person, website or by mailing/faxing a resume. JTA received in





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excess of 1200 applications and interviewed approximately 250 applicants. The positions continued to be posted until a majority of the manager's positions were filled by May 1<sup>st</sup>.

Our internal postings and external postings were displayed using the following:

### Internal Postings:

- Sharepoint ( JTA's intranet)
- Bulletin Boards in all JTA/JTM buildings

### External Postings:

- JTA website
- Transportation websites: TransitTalent, American Public Transportation Association (APTA)
- Employment websites: [www.indeed.com](http://www.indeed.com), [www.careerbuilder.com](http://www.careerbuilder.com)
- Publications: Passenger Transport, Mass Transit Magazine