



Task Force on Consolidated Government
Jacksonville City Council
Council Member Lori Boyer, Chair

POSSIBLE SUBCOMMITTEE STRUCTURE & ISSUE LIST

Governance and Mission

1) City Council

- i. Are 19 too many (Mallot), too few (public input), or about right (former Mayors)?
- ii. Would staggered terms add continuity?
- iii. Would off-year fall elections add experience before budget?
- iv. Are At- large seats desirable? What about impact on growing district populations? What about argument that they have a negative impact on racial and diversity mix of Council?
- v. Should term limits be extended to 12 years or 3 terms?

2) Mayor

- i. Is strong Mayor form still the best model for management of City? Best for leadership?
- ii. Do any specific responsibilities of Mayor require further elaboration?
- iii. Is Mayoral power broad enough? Too broad?
- iv. Does each mayor establish a new mission or should there be a mission beyond administrations? How would that be achieved?

3) City Manager

- i. We have heard about increasing use of professional managers to provide continuity and improve operational management. Would that be desirable in addition to or in place of some current structure?
- ii. How would a manager be chosen? Retention?
- iii. Is this really the CAO? But there are no qualifications for that position and it is not in Charter- purely discretionary appointment not subject to Council approval.

4) Office of General Counsel

- i. Is current selection process viable or is Charter amendment needed? (Is the selection committee only for the Mayor's benefit and can or should it be

- waived? Does it serve a purpose? Can an appointment be made prior to the commencement of the Mayoral and Council term for which it is sought?)
- ii. Is charter/code clear as to role, independence, and duty of General Counsel?
 - iii. Does current structure, including pension accrual, create conflicts and potential bias? Would term limits, pension ineligibility, or other structural changes be desirable?
 - iv. Are changes in removal process desirable to maintain confidence? (Should a supermajority of Council have the right to initiate?)
 - v. What remedies are available to members of any branch who disagree with a decision of the general Counsel? Does this process need to be clarified in the Charter/code?
 - vi. How are prior binding opinions implemented or incorporated into the knowledge base for future actions?
 - vii. Does the OGC have a responsibility to bring to the attention of the Mayor, Council, Authorities and/or staff Charter and Code provisions governing or relevant to proposed legislation or actions? (for example, portions of Code regarding CIP process that have been ignored, should OGC advise that action would violate Code?)
 - viii. How are un-codified ordinances enforced and knowledge of them transmitted? (for example, Neighborhood Bill of Rights)

5) Independent Authorities (JEA, JTA, JPA, and JAA)

- i. Are numbers and selection processes for Board members adequate to insure Board members are accountable to the public and to City government for their decisions?
- ii. Are the missions of each authority clearly defined and how are they integrated with the greater mission of the City? Independence was viewed as desirable because they were performing a business enterprise activity. Quality and efficiency of operation are certainly valid goals, but how do the goals of facilitating economic growth, providing essential services to citizens, etc. become part of the operational mission?
- iii. How do development activities, or ancillary business enterprise activities, of the Authorities impact City tax rolls and private business opportunities? Should they be restricted in any way? Require some City approval?
- iv. Does the City budget review process provide any real management control with respect to the authorities?

6) Police and Fire Pension Board

- i. Is the composition and selection process for the Board members appropriate and desirable?
- ii. Is the mission of the PFPB clear? Are limitations on the scope of its authority and jurisdiction clear? Appropriate?

7) Interlocal Agreements with Beaches/Baldwin

- i. How to codify, increase awareness throughout government, improve communication

8) Constitutional Officers

- i. Election vs. appointment

Organization, Operations, Personnel

1) Central Services- mandated usage, cost allocations level of service for OGC, IT, Employee Services, Building Maintenance, Fleet, Procurement, PR, etc.

- a. Within City Government
 - b. Independent Authorities usage
 - c. Constitutional Offices
 - i. Does allocation of unfunded pension cost associated with service price service above market? Solutions?
 - ii. Allocation increased for special services but not decreased for lower usage
 - iii. Specialized needs; super-users
- The promised efficiencies and economies of scale have not been realized
 - Decentralization has been the recent norm
 - The current model is cumbersome, bureaucratic, and while eliminating duplication does not yield high quality effective services to using agencies

2) Boards and Commissions, and Special Taxing Districts

- a. Review to determine need for, effectiveness, and cost. Boards and commissions have proliferated and numbers of vacancies render them ineffective
- b. Review criteria for appointments to determine if creating obstacle to filling positions

3) Jacksonville Public Library

4) Public Health

- a. Health Dept. removed from day to day operations and decisions- how can it be better integrated?
- b. Relationship with UF Shands

5) Quality and professionalism of workforce, Institutional knowledge

a. Civil Service- need for regular reviews (have not been conducted this admin), exams (Clerk of Courts comments), assignment of classifications within Departments (Library could not hire IT class)

b. Level to which civil service can rise in management has been flattened, more appointed positions in lower levels of management result in loss of continuity; no job descriptions for some appointees

6) Procurement/ Contract management

a. Process improvements- committee composition, etc.

b. Has Council delegated too much authority to Mayor and admin? No review of large multi-year contracts such as SMG. Should Code be changed?

c. How do using agencies define service or product needed? Role in process?

d. Where does contract management responsibility lie? Problem with agreements such as easements (OGC-Panera's) and Grants (HUD)

e. Minority contracting

7) Grants

a. No concerted grant application effort; independent efforts in different divisions and offices

Budget, Borrowing, Risk, Economy

1) Budget

a. Requirement that pension fund establish assumed rate of return no later than March 1 would greatly improve accuracy of budget development

b. Should prioritization and departmental request presentations occur at MBRC or in a public forum?

c. Is zero based budget possible- rather than start from prior year?

d. What constitutes a "balanced budget" and can/should there be a mechanism to return a budget to the Mayor?

e. The budget establishes employee caps by Department and Division. Should these be enforceable? How? By whom?

f. Should Departments, agencies be allowed to retain "budget savings" for use in a future year or for special projects? How does that impact the budget as a whole?

g. Should there be an enforcement mechanism or consequence to a Department or Division that exceeds its budget? What?

h. Should it take more than a majority vote of Council to override a line-item veto?

2) Capital Improvement Program

- a. Review matrix, etc and process for establishment of priorities
- b. Review value of 5 year projections. Are they worthwhile? Not being done currently
- c. Neighborhood involvement in development (Bill of Rights)
- d. Maintenance projections required by code.
- e. All sources of funding (grants, trust funds, etc.) to be included
- f. Developed based on capacity for debt service not on need? Is that the correct perspective?

3) Borrowing Capacity

a. Debt ratios and capacity targets codified. Are they still correct? They have been waived repeatedly in recent years

- b. How do the decisions of the rest of COJ effect JEA's bond rating?

4) Borrowing instruments

a. Currently using covenant pledge to back borrowing in lieu of specific bond issues as used in the past. This mechanism may be expedient, but are there risks? Are the potential uses of funds transparent?

b. Funds from one borrowing may be used to cover another activity as cash is treated as fungible. That practice has lead to several issues being in cash deficit. Is this a concern?

5) Risk Management

a. Risk management has become increasingly conservative and risk is deemed an administrative as opposed to policy decision. What is the extent of local government immunity and why are the insurance requirements imposed on users so high?

6) Economy

a. Government employment is flat from 1968. What sector has lost jobs and why?

b. We hear frequent reports of local job losses as well as job gains. Where do we stand on a net basis? How can we prevent the job losses?

c. Incentives for jobs that may employ those with lower educational levels whose unemployment rates are higher

7) Alternative Revenue Sources

- a. Franchise fees
- b. JEA contribution
- c. Gas tax
- d. Fees for services
- e. research other Florida cities/counties

Neighborhoods, Infrastructure, Planning, and Services

- Citizen engagement, responsiveness, transparency

1) Neighborhood Engagement and Participation

- a. There was widespread concern among neighborhoods that they were not well served by the consolidated government
 - i. CPAC's are marginally effective
 - ii. No participation in planning or CIP development
 - iii. One size fits all standards
 - iv. CARE system closes issues before resolution; does not provide neighborhood feedback; not available nights, weekends
 - v. Zoning decisions
 - vi. Technology for community outreach

2) Housing and Neighborhoods Department

- a. Role as liaison with all neighborhoods
- b. Municipal Code Compliance
- c. Historic Districts/demolitions

2) Infrastructure

- a. Infrastructure in older neighborhoods not adequately maintained
- b. Water and sewer lines not installed and roads left unpaved in many areas contrary to promises of consolidation
- c. Who is responsible? City, JEA, Homeowner? What were the terms under which water and sewer were transferred to JEA? As to roads, should we maintain gravel roads? Alleys?
- d. How should priorities be established going forward? How should these improvements be funded?
- e. What is the status of unfinished Better Jax projects and are they on the CIP? Should they be?

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4) Long Range Planning

- a. The 2030 Comprehensive Plan is not used to guide future decisions on a widespread basis. Long-range planning, with application throughout City government to achieve unified goals, appears to be absent. Each entity is operating in their own silo. How

can a unified mission, and plan for the future, be implemented across agency and authority boundaries? How can the capital improvement plan be used to implement that long range vision? What is the incentive for following a plan? Is our 2030 plan adequate to serve that function if used? How could we do this better? What is done in other Cities who are achieving long term success? What is JEA's development plan and where is investment being made? What is JAXPORT's strategic plan and how will it handle harbor deepening?

b. Communication between Authorities and the City and among City Departments is a challenge and no regularly scheduled meetings occur? What should be done to improve?