



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

December 5, 2013

**MEETING SCHEDULE**

- 9:00-9:15**     **Welcome**  
                  **Recap of Nov. 21<sup>st</sup> Meeting**  
                  *Lori Boyer, Chair*
- 9:15-9:35**     **Presentation:** Public Input Survey Question Summaries  
                  *Damian Cook, Administrator*
- 9:35-12:00**   **Discussion:** Topics & Issues for Committee  
                  *Task Force Members*
- 12:00**         **Adjourn**





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**HIGHLIGHTS OF THE NOV. 21<sup>ST</sup> MEETING**

**Budgeting Practices**

- From a budgeting perspective, extraordinary lapses are problematic, particularly if applied indiscriminately to departments that can't absorb them without making major service reductions.
- It used to be the practice to carry over several million dollars from one fiscal year to the next as a reliable revenue source, but in recent years there has been little or no funding available to carry-over due to revenue shortages
- Mr. Sherman is concerned about recent efforts by several departments (Supervisor of Elections, Sheriff's Office) to ask Council permission to carry-over budget savings directly into their subsequent fiscal year budget, these targeted carry-overs don't adequately take into consideration the needs of other departmental budgets, which may have ended in deficit and need balancing at year-end
- In the last couple of years the Council has seen a substantial number of positions, including very high level positions, being left vacant for extended periods with the funds being transferred to other uses
- Mr. Sherman explained zero-based budgeting, which he endorses as a concept is the budgeting gold standard
  - It takes considerable time, effort and resources to do properly
  - Mr. Sherman believes it might be good idea for the future to choose one or two departments each year to be required to justify all functions and expenses from ground zero while the rest of the budget is done incrementally based on the previous year
- Dwain Senterfitt felt that extraordinary lapses imposed on large departments are used to fund deficits in other departments at year-end
  - Specifically, JSO is over budgeted in areas they don't need and other depts. are under budgeted because JSO's excess will come back into the General Fund
- The City Council recently adopted an ordinance providing that a Mayor's proposed budget may not contain a lapse factor of more than 2% overall, and no more than 4% in any single department

**Mayor's Veto Power**

- The Mayor **may not** veto a millage levy ordinance

- The Mayor **may** veto, in their entirety
  - the capital improvement budget and Information Technologies technology plan budget in their entirety
- The Mayor **may** veto particular line items in the budget, but not the budget in its entirety
- The Council may override a budget veto with a simple majority vote of the members present

### **Borrowing**

- Capital borrowing today works generally the same as it did when thematic borrowing had specific revenue streams pledged to the borrowing for specific projects
- The City has evolved from pledging particular revenue streams for particular bonds to pledging the City's entire available revenue stream (excluding ad valorem taxes)
- The Banking Fund has evolved somewhat into a general pool of borrowed funds (with different lengths of underlying borrowing instruments) to be used for whatever capital needs are identified each year.

### **CIP**

- With regard to the CIP, Mr. Sherman stated that the normal goal of borrowing for capital projects is to budget for 50% expenditure in the first year and then further borrowing into future years as the project progresses
- Generally there are not large pools of money sitting unused in interest-bearing accounts, even if the projects for which they are intended are delayed for long periods of time
- There is a difference between bonds authorized and bonds issued.

### **Budget Surpluses/Deficits**

- In recent years the City has failed to meet its revenue expectations, which never used to be a problem. Thus the use of departmental surpluses to fill deficits is even more important
- Sam Mousa stated there is a lot that an administration can do to prepare a good budget before the final official tax revenue estimate and pension contribution are known in June
  - A mayor can set priorities; evaluate successes; identify challenges and needs, etc.
  - Much work can be done based on estimates and fine tuning can be done at the end of the process just before introduction

### **Council Auditor Functions**

- Peter Rummel believes the Council Auditor is acting more like a Chief Financial Officer for the City Council as a counter-balance to the Mayor's CFO
- The audit function is somewhat stressed as other legislative support and special study needs have grown
- Auditor's summaries in recent years have provided more details down to the departmental level so the City Council has an idea of how each department is doing throughout the year

### **Revenue**

- Several revenue streams are dedicated to particular uses – the local option gas tax, BJP sales tax, and the communications service tax

- Mr. Mousa believes much of the local option gas tax revenue is pledged to the JTA for mass transit purposes and not for road building purposes
- JAXPORT receives half of the growth of the communications tax
- Regarding JEA's contribution to the City, at the time of consolidation the JEA contribution was capped at 20% of revenue, now, the current \$100 million contribution is far less, only representing a couple of percent of revenues
- In response to a question from Mr. Rinaman about the difference in revenue possibilities from the JEA versus a private investor-owned utility, Mr. Sherman said that it is difficult to get an accurate property valuation of the JEA for taxing purposes, the revenue to the School Board must be taken into consideration, the degree to which a private utility would fight to get its assessments and property taxes reduced, and many other factors make for very complicated calculations



# Public Input Survey – Summaries & Noteworthy Comments

## Question 1

From your Perspective, what have been the positive consequences of consolidation?

### Summary:

Positive consequences include consolidation of services which made it easier for citizens to determine where to go when they needed a service because there was no city/county boundary; improved police, fire, and emergency services; reduced taxes/larger tax base; elimination of duplication of services; reduced corruption.

### Noteworthy Responses:

- I like the continuity of services within all areas. There's less phone numbers to worry about trying to figure out -- for example, when someone's in St. Augustine, they have to know where the boundaries lie if they need City police vs County police. People don't intuitively know where the boundaries are. Consolidation makes sense.
- Ease of communication between the citizens and government. Ease of permitting (also a bad thing). National recognition as the largest land mass city in the continental US. Decrease in the number of services that get overlapped in counties or Parishes that have separate governments.

## Question 2

From your perspective, what have been the downside of consolidation? If you identify any downsides, do you have any suggestions on how those might be overcome?

### Summary:

Loss of local control/identity and lack of community; each part of town feels forgotten, downtown feels that all the money and decision are made to benefit the suburbs, and the suburbs feel that all the money and effort are spent on downtown development; the city is too big, it seems many feel this because they don't receive the services they feel they should

### Noteworthy Comments:

- Important services, such as traffic signal maintenance, are marginalized by consolidated budgetary concerns and underfunded, and the skilled workers and technicians are grossly under paid, nor is there enough man power, equipment and materials available to provide proper services. This may be remedied by placing Traffic Engineering in another Department or making it its own Department.
- We as the "Tax Collector's Office" experience a 2% decrease in pay that was promised to be returned within 2 yrs which we didn't see yet. Also we don't experience getting raises like other companies because it always "it not in the budget or go thru your union". We do most of the City & State work compared to other counties but we get paid the lowest in the State of Florida in the Tax Collector's Office which I think is very sad!
- Lack of long range planning and needs of the community, stifled ingenuity and vision, master planning, i.e. transportation, development of "natural" assets,

business development and cultural ambiance to the community, CBD and downtown.

- I have lived in this city for almost two decades. This city feels like it has no soul, no identity. Maybe the consolidation wiped clean all the identity that the smaller townships had before the consolidation. New York City was basically consolidated years ago but the burrows were able to keep their identity somehow. I don't know how to get it back.
- ... This perception of unequal investment with equal expectations of services is a big source of what can cause splintering and regionalism. Maybe there should be a way for local communities to hold non-binding ballot referendums (based roughly on precincts or streets) just for their area as a means to communicate regional priorities to the council and other county residents as a whole. Parts of town should not have to compete with each other. A sense of identity is fine for a particular part of town, that makes us diverse, but there should be an overarching and unifying identity as a city. We should not be competing as parts within a city, but as a whole city with other cities.
- The General Counsel's Office - it can't serve 2 masters as the City Council/Mayor battle has proven. But it's also EXTREMELY inefficient for some of the independent agencies. A billion dollar biz like JEA should be able to hire its own lawyer - a highly trained specialist in energy law. There is no one on the OGC staff who serves that need like they should. The costs saved for legal consolidation do not make sense if rational exceptions aren't made. The OGC shouldn't have the final say in how we run our govt. and its different branches.

### Question 3

As a resident, have you had any experience requesting a service, participating in a City-run program, or visiting a City facility where we should make a change? Please Explain.

**Summary:**

Nearly all were mentioned, parks, DMV, web/IT, senior services, disabled services, 630-CITY (Care System), code enforcement, etc.

**Noteworthy Comments:**

None stood out above the others.

### Question 4

Are you aware of any function or activity in local government that is duplicated in more than one department, board, or authority? Or, duplicates a state or federal service program? If so, what?

**Summary:**

Various responses, but no central theme. See "Noteworthy Comments".

**Noteworthy Comments:**

- I have trouble understanding the purpose of the Neighborhoods Department. It seems to me that some services it provides are typically housing within a Planning and Development-type of department in other major cities. Additionally, I have



noticed an extensive amount of investment in economic actions, yet these seem duplicative and perhaps costly in terms of salaries (specifically the Downtown Investment Authority and the Office of Economic Development. Additionally, some departments have grants activities managed within their departments, but there is also a city Grants Office.

- Yes ITD; the Sheriff, the Tax Collector, the Supervisor of Election, the Fire Department and the City Council all have IT personal working for them instead of using the City's IT department. Shame on all on them for duplicating the process. It causes a waste of money. It causes confusion when an application is implemented and not fully vetted. Just like what's going with the new healthcare system.
  - Since consolidation we have the JTA, JEA, JPA, The Airport Authority. There have been instances where some of these have actually told the City Government what they will, or will not do.. Isn't this the "tail wagging the dog" I was astounded when I personally saw this happen on more than one occasion. Has or mayor and city council shirked all responsibility and accountability for the major activities in Jax,? Do the taxpayers have to live by the decisions of tottally unelected authorities that are seemingly accountable to no one.
1. ... I do sometimes wonder why there are so many permanent commissions, boards and advisory boards. Do they actually affect council legislation? Does anyone listen to them? Are their conclusions or decisions binding? I understand temporary ones with specific purposes or specific fields of study, but when I scroll the city website on some of these --- I've never heard of them before and wonder why they exist when it seems elected officials and/or department heads are the ones making decisions anyway.

### Question 5

Are you aware of any function or activity in local government that is performed in a single consolidated office, but could be performed more efficiently, at less cost, or with greater accountability if performed in the department, authority, or entity using the service? If yes, please explain your answer in detail.

#### Summary:

Fewer answers (63), and many respondents answered no.

#### Noteworthy Comments:

- Yes, Traffic Engineering. We shouldn't be under Streets and Drainage. Due to the safety sensitive nature of our work we should be under Public Safety. I believe if we were under Public Safety, we would be given due diligence on budgetary matters.
- Make the various, JPA, JTA, JEA authorities totally accountable to the city government and a much closer part of the city government with direct reporting to the Mayor or City Councilpersons so that there is a direct accountability to the taxpayers.

### Question 6

Have you had any experience bidding on a contract, working for the City, or with some other City where you became aware of a process or City system in Jacksonville that should be changed or improved? Please explain.

#### Summary:

Fewer answers (63), and many respondents answered that they did not have any experience bidding contracts with the city.

#### Noteworthy Comments:

- I have created bids but not been part of responding to bids. The biggest problems I see are hindrances to using existing contracts already established by other outside agencies (State of Florida Contract, etc). We spend far too much time haggling over details in existing contracts. The process needs to be streamlined.
- Yes, lack of assessment of "value" engineering, performance labor and material bids, life cycle cost assessment and bid criteria. Low bidder is not necessarily best for the city or tax payers interest.
- minority set asides or JESEB mandated contracts won't work unless an incubation experience is first mandated. eg a \$ 30,000 bid not a \$ 400,000 bid
- As related to how we compare with other cities) Getting federal and state matching dollars is something that needs to be improved. For one of the largest cities in one of the largest states, I don't know if our elected officials in Tallahassee and Washington are weak or if we as a city aren't organized with strong clear goals to communicate forward, but for some reason we don't bring back federal and state incentives/investment or garner attention like other Florida cities do. We should be on par with Tampa, for example.
- Yes. Though intentions were great, the person assigned to manage the contract on the city's behalf was not knowledgeable in the specific area of the work to be performed and the outside vendor/contractor dictated the job in their favor. City employees cannot be experts in everything and must learn to use outside consultants more wisely and efficiently.

### Question 7

Have you ever lived in another city? If yes, where? How does our government compare to there?

#### Summary:

Various comments, some respondents feel Jacksonville is better, others feel its worse. See "Noteworthy Comments".

#### Noteworthy Comments:

- Yes. Many places. A few Florida city to our south, a city in north central Florida, a small town in southwest Florida, Washington, DC, and briefly in New England. All local governments have their strengths and weaknesses. We seem to be a big city that thinks of itself as a small town. We're also a city perpetually brimming with potential...."perpetual potential." We don't realize how much we have to offer and as a result, don't believe in ourselves. Part of this is probably because a lot of people have never lived outside Jacksonville to have a comparison (either a good comparison or a bad comparison) so they don't know what they're missing or

what could be. Or they do know and have accepted that it never will be. We are one of the most beautiful cities on the east coast. I appreciate those who take pride in it! Investment, investment, investment... and not cheap short sighted stuff either. Either invest right, big and for the long term or find something new.

- Yes. Yes. I have lived in other cities in the Southeast, Northeast, and Southwest. This government is not as efficient. This government seems to be too focus on providing for this government, rather than for the people. For example, there are significant issues with the Pension. In my last job (with a county government in the Southwest), I had to work 20 years to be 100% vested, and at 5 years I was only 25%! County employees would typically drive from 60-80 miles away to work, and they ENJOYED working there. In my opinion, this City is giving the pension away.
- Atlanta, GA, Homestead, FL, Key Largo, FL, Islamorada, FL, Peoria, IL to name a few and the sevicees here are so much more better than all those citys combined!!!
- Jefferson City, Tn where I lived for 15 years is a good old boy network. Jacksonville is similar in that there is an "old guard" that appears to want to maintain the small town feel Jacksonville has always had. These folks clash with the progressive folks that want to see change for a metropolitan Jacksonville
- YES Cincinnati, San Diego, Charleston SC, Lafayette La, With Exception to Lafayette evey aspect of their government is better and more of a strategic approach to Mass Transit, Downtown as a Living area, and friendler Cycling and Pedestrian cities

### Question 8

Are there any specific suggestions you have for improving local government?

#### Summary:

Various comments. See "Noteworthy Comments".

#### Noteworthy Comments:

- Pay Fair Wages including TOTAL Benefit package to "civil service" staff and employees. You get what you pay for, morale is the lowest seen in years.
- Allow more CPAC involvement when changes are being made to their neighborhoods with regard to decreased police/fire protection, improving roadways, changing state and federal roadway exits, entrances, new development, etc. In other words, in addition to advising CPACs on the changes, allowing them to have an input on these changes as well

### Question 9

What topics or issues would you like to have addressed by the Task Force?

#### Summary:

Various Comments. See "Noteworthy Comments".

#### Noteworthy Comments:

- I hope ultimately the task force will produce an actual published historical report. I also hope the taskforce does due diligence in finding out what most average,

non-involved, people think (my guess is it's probably quite satisfactory) not just local leaders or activists with agendas. I think this task force is a great idea and a positive initiative. I hope the results and study are substantive, specific, quantitative, responsible and truthful. It would be easy to instead produce a report of generalizations or opinionated hunches, but I hope that won't be the case. I look forward to the task force's findings.

- Simplifying city services so that essential services are performed, and identifying gaps.
- Make sure the ferry is always funded. It is an important tool for those who use it to go to work. Much like a JTA bus! Also we need to aggressively pursue a better way to bring more business, entertainment and athletic events to town. We are losing ground to other Florida communities. We are also losing ground in growing our port, while the port of Savannah is growing.
- IT programs, when properly vetted, have the potential to save dollars, improve efficiency and improve the interaction between city and the public. We need sufficient resources to develop top tier IT services for city agencies. Provide the necessary funding to bring in and keep talent that can produce top notch programs. Once the systems are created, provide sufficient staff to maintain the systems.
- Tourism, we live in Florida and there is no reason for the billions of dollars that drive through or fly over our city every year to stop and spend that money here. Why? Bring in a theme park. We have a large navy population with many veterans living here in Jacksonville. Why can't we bring a large decommissioned navy ship downtown as a tourist attraction? Bring in tourists and clean up our downtown and you will solve a large percentage of our financial woes.
- Cutting library hours hurts PEOPLE who need that sort of enrichment help more than they need those giant TV screens. (I don't have a TV by the way because I can't afford the service on my budget). Since that Better Jax money grab was for libraries you really need to try harder to keep them open. (I volunteer at a private library about 40 hours a month so I know there are things that could be done)
- The issue of the cities that still have their own government in addition to the City of Jacksonville. We need to have agreements in place that specify who is responsible for the different areas that overlap. The library presentation certainly brought up a good point. Although I certainly don't want the libraries to become too separated from City government, I do think that many, if not all, of our departments get shortchanged because of the way the budget is handled. We have people without any knowledge of the departments making decisions based on a percentage that needs to be cut.
- CPAC boundaries should be adjusted to neighborhoods rather than the current boundaries.



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**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?

## 3) 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?



## 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?



# Council President Gulliford's Issue List

## City Council

- Should Council Members receive more compensation to allow them to devote full time to council duties?

## Office of General Counsel

- ...recognizing that currently only the Mayor can initiate a termination proceeding and thereby at least enhance the perception that the general counsel is more influenced by the Mayor.

## Independent Authorities

- Should JEA be split into two authorities, one for electric utility and the other for sewer and water?

## Interlocal Agreements

- Is the taxing formula for county services rendered in those jurisdictions fair for the level of service provided? How does it compare with what other metropolitan counties millage rates charge in municipal jurisdictions in Florida?

## Jacksonville Public Library

- Is a fixed revenue source for funding the library an appropriate direction?

## Public Health

- Is UF Health underfunded as the county's hospital?

## Procurement

- How can we truly implement a "prompt pay in thirty days" practice that is currently not being followed?

Does the Task Force need to involve themselves in a philosophical argument about funding social programs and if so at what level? The contributions to public service grants and other similar programs has continued to fall?



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**ADDITIONAL COMMITTEE ISSUE SUGGESTIONS**

**City Council**

- Do at-large seats have a negative impact on racial and diversity mix of Council?
- Should we extend the term of Council President? Change when they take office?

**Mayor**

- Review the specific language of the charter that discusses the role and responsibilities of the mayor and determine if they need amending.

**City Manager**

- Should there be a written job description in the Charter describing the role of the CAO and should it be called city manager? If there is a job description, what are the minimum qualifications?

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

- How do we ensure the independent authorities board members are accountable to both the City and the authority on which they serve?
- Include agencies such as the Children's Commission and the DIA.

**Neighborhoods**

- Could CDBG funds be used to build water and sewer lines in some of the neighborhoods?
- 

**From the Jacksonville Public Library**

**Central Services**

- The current model does not recognize the priorities of individual public-facing departments.
- Public Works needs to provide a budget for individual departments that reflects the facilities maintenance requirements of those departments.

### **Jacksonville Public Library**

- A JCCI study committee made up of community leaders recommended that the most secure funding mechanism for the library would be to establish it as an independent taxing district. Is this the best option for ensuring a sustained, quality library system for the future?
- Should the library and similar city departments have a budget and greater say in identifying their IT priorities and in managing the direction of their IT services?
- Should a mechanism be established that recognizes and provides for the capital needs of the library and other individual departments?

## Four Overriding Concerns

1. Continuity/loss of institutional knowledge every 4 years/ transfer of power to those with institutional knowledge
2. Absence of integrated mission and strategic plan across ALL city entities
3. Promised elimination of duplicated services and functions, and associated savings, has not been realized as “central service” functions are not uniformly consolidated
4. The negative impact of consolidation has been the lack of responsiveness and individual attention given to the widely varied neighborhoods with distinct identities and issues that comprise this huge geographic city. This widespread discontent and perception that *other* areas are favored significantly hinders our self-image and ability to achieve our potential.

