

Services Rapped as Too Low
Waste and Inefficiency
Are Costly Luxuries

Peril To DMC
Crime

Access

BLUEPRINT FOR IMPROVEMENT

Local Government Study
Commission of Duval County

1966

Protests
Duval County Jail
Water Supply Is Growing
Problems Study Urged
Government
Effort Reveals

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"... Suffice it to point out that diversity has always been the very foundation upon which American municipal institutions have developed. To pose, at this late date, the proposition that local government and its newer manifestation 'home rule' must be cast out of a single mould is not only to deny historical evidence, but to negate what is essentially the American genius for improvisation. Essentially, this is to argue for a static society. Certainly with the changing conditions and urbanized metropolitan areas, novel and even experimental approaches to governmental institutional arrangements are in order. Pragmatism rather than doctrinaire philosophy is the key to really understanding American local government."

E. P. Dvorin and A. J. Misner (Professors, California State College, Los Angeles) Single Purpose Cities: Challenge to Conformity P. 260
Current Municipal Problems Vol. VII No. 2, Nov. 1965

TABLE OF CONTENTS

	Page Number
Study Commission, Advisory Committee, Staff Names	1
Letter of Submittal	2
Preface	5
At a Glance (The Problem, The Needs, The Solution, Important Assurances)	6
Government by Crisis	9
County Government	10
Municipal Problems	15
"City in Decline"	15
Alternate Solutions	19
Population	22
Checks and Balances	24
Legislative Branch—The Council	25
Executive Branch—The Mayor	26
Judicial Branch—The Courts	28
State's Attorney Office	33
Public Defender's Office	34
Probation and Parole	35
Pin-Pointing Responsibility	38
Shortening the Ballot	39
Districting	41
1934 Constitutional Amendment	50
Home Rule	50
The Beaches—Special Commentary	52
Administrative Structure	54
The Departments	56
Central Services	56
Personnel (Civil Service)	56
Purchasing	61
Legal Services	64
Voting Registrar	65
Motor Pool	65
Data Processing Center	70
Advertising and Promotion	70
Finance Department	71
Tax Assessment	72
Local Government Financial Affairs	73
Executive Budget	75
Auditing	77
Idle Fund Investment	77
Budget Commission	77
Health and Welfare Department	85
Public Health Services (Rodent Control, Mosquito Control, Air Pollution, Water Pollution)	85
Hospitals (Hospital Authority, Beaches Hospital, County Medical Examiner)	92
Child Welfare Services	95

TABLE OF CONTENTS — (Continued)

	Page Number
Public Safety Department	100
Law Enforcement (Police Department Housing, Prison Farms, Records, Communications, Morale, Sign Shop, Vehicle Cost, Manpower Shortage, Constables, Juvenile Delinquency)	100
Fire Protection	105
Building Inspection	108
Weights and Measures	112
Recreation and Libraries Department	114
Recreation and Parks	114
Libraries	119
Agricultural Agent	121
Radio Station WJAX	122
Veterans' Service	123
Public Works Department	125
Streets and Highways	125
Expressway Authority	126, 130
Garbage	130
Building Maintenance	132
Water and Sewer	134
Schools	139
Planning	141
Public Housing Authority	143
Port Authority	143
Airports	145
Electric	147
Zoning	152
Taxation	154
Inadequate Tax Roll	155
Population Pressures	156
School Age Population	157
State Relief	157
Local Option	157
Service Charges	158
Federal Aid	158
Economy and Efficiency	159
Tax Districts	160
What Will It Cost?	160
Bonded Indebtedness	165
Appendices	169
1934 Constitutional Amendment	169
Annexation Cost Projections	170
Local Government Study Commission of Duval County Enabling Act	171
Task Force Membership and Assignments	173
Questionnaire	174
Table of Exhibits and Appendices	177

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* — Inactive
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The first part of the document discusses the importance of maintaining accurate records of all transactions. It emphasizes that every entry should be supported by a valid receipt or invoice. This ensures transparency and allows for easy verification of the data.

In the second section, the author outlines the various methods used to collect and analyze the data. This includes both primary and secondary data collection techniques. The primary data was gathered through direct observation and interviews, while secondary data was obtained from existing reports and databases.

The third section provides a detailed description of the data analysis process. This involves identifying patterns, trends, and anomalies within the dataset. Statistical tools and software were used to facilitate this process, ensuring that the results are both accurate and reliable.

Finally, the document concludes with a summary of the findings and their implications. The results indicate that there are significant opportunities for improvement in the current system. By implementing the suggested changes, it is expected that efficiency and accuracy will be greatly enhanced.

LOCAL GOVERNMENT STUDY COMMISSION OF DUVAL COUNTY

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January 10, 1967

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MRS. ROBERT F. TRAVIS
BRAD TREDINNICK
CLAUDE J. YATES

Gentlemen:

Pursuant to Chapter 65 (HB 1488 SB 1502), Laws of Florida 1965, we transmit herewith the report of the Local Government Study Commission of Duval County resulting from the study of the structure, functions and operations of all governmental units and bodies within Duval County.

After fifteen months of careful analysis, the Commission has recommended a new government which will abolish all existing local governments, including the five municipalities and the county government. It will provide a modern redesigned governmental structure to meet the needs of our entire county. The new government is based on the traditional separation of powers between the legislative, executive, and judicial branches of government. A strong emphasis is placed on checks and balances. The new structure is designed to return the local government to the people and to build into it a climate for the ethical conduct of "good government."

Each of us is grateful for the opportunity to be of service to our community in this important study. We are convinced the recommended new structure government will bring about a new era of responsible government coupled with maximum citizen participation.

A Charter implementing the recommendations of the Commission's proposed new plan of government is now being drafted and will be delivered to you on or before February 1, 1967.

We believe that an early referendum on the proposed plan would be in the public interest and therefore recommend that a referendum on this plan be scheduled as soon as possible, preferably in May 1967.

Very truly yours,

Hugh Abernethy
Hugh Abernethy

C. A. Alexander
C. A. Alexander

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PREFACE

The following findings and recommendations are the conclusion of fifteen months of intensive study and research by over eighty citizens from all walks of life in our county. Fifty commission members were named in the State Enabling Act by the Duval Legislative Delegation (See Appendix C page 171 for copy of Enabling Act.) The Act also specified 28 community organizations which were to name advisory members to the Study Commission.

To help carry out its work assignment the Commission employed a small professional staff and organized itself into six working Task Forces of ten to fifteen members. (See Appendix D page 173 for Task Force members and work assignments.) The Task Force conducted interviews of governmental officials and did basic research in their assigned areas of governmental endeavor. Preliminary recommendations were made by each Task Force regarding the functions they studied. The Task Force findings and recommendations were then coordinated and welded into an overall plan for our future local government. The resulting plan represents the synthesis of the thinking of Study Commission members.

The reader should remember that there is no "perfect" governmental plan. At the same time however, the performance of governmental affairs should not be regarded as an enigma. The business of government has been a concern of civilization since its inception. Out of the vast accumulated experience has evolved guidelines which, if followed, are most likely to produce "good government." One of the hallmarks of the institution of local government has been its diversity and flexibility in dealing with specialized characteristics of particular communities. Thus there are often alternatives in how particular governmental problems can be broached. The Study Commission was accordingly involved in a deliberative process which required the making of certain value judgments. The Commission made every effort to gather all the facts to guide it in making its decisions. The size and diversity of the Study Commission membership made the deliberations a give and take process.

We ask you to measure the recommended plan against the local government we now have; we believe you will find the recommended plan a clear improvement; we ask you to judge it on this basis and to judge it as a whole. Opposition thrives on the divisiveness of difference of opinion on detail. We encourage open discussion and debate, indeed, greater citizen interest and participation in our local government is a primary objective of the Study Commission. We believe the "Blueprint for Improvement" will weather the winds of debate well. We regard our only real enemy as an uninformed apathetic citizenry. We accordingly ask you to join us in informing and selling the plan to the community.

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. Disaccredited 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 countywide 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.

1. The first part of the document discusses the importance of maintaining accurate records of all transactions. It emphasizes that proper record-keeping is essential for the integrity of the financial system and for the ability to detect and prevent fraud. The text notes that without reliable records, it would be difficult to track the flow of funds and identify any irregularities.

2. The second part of the document outlines the specific requirements for record-keeping. It states that all transactions must be recorded in a clear and concise manner, using a standardized format. This includes recording the date, amount, and purpose of each transaction. The document also mentions that records should be kept for a minimum of five years, unless otherwise specified by law.

3. The third part of the document discusses the role of internal controls in ensuring the accuracy of records. It explains that internal controls are designed to prevent errors and fraud by separating duties and requiring authorization for transactions. The text notes that a strong internal control system is essential for the reliability of financial records.

4. The fourth part of the document discusses the importance of regular audits. It states that audits are necessary to verify the accuracy of records and to identify any weaknesses in the internal control system. The document notes that audits should be conducted by independent auditors who are not involved in the day-to-day operations of the organization.

5. The fifth part of the document discusses the consequences of failing to maintain accurate records. It notes that failure to do so can result in legal penalties, including fines and imprisonment. The text also mentions that poor record-keeping can damage the reputation of an organization and lead to a loss of trust from investors and other stakeholders.

6. The sixth part of the document discusses the importance of transparency in financial reporting. It states that transparency is essential for the confidence of investors and other stakeholders. The text notes that organizations should provide clear and detailed financial statements that accurately reflect their financial performance.

7. The seventh part of the document discusses the importance of ethical behavior in financial reporting. It states that organizations should adhere to high ethical standards and should not engage in any practices that are designed to manipulate financial results. The text notes that ethical behavior is essential for the long-term success of an organization.

8. The eighth part of the document discusses the importance of staying up-to-date on changes in financial reporting requirements. It states that organizations should regularly review and update their financial reporting practices to ensure compliance with the latest regulations. The text notes that staying up-to-date is essential for the accuracy and reliability of financial records.

9. The ninth part of the document discusses the importance of training and education for financial reporting staff. It states that staff should receive regular training and education to ensure they are up-to-date on the latest practices and regulations. The text notes that training and education are essential for the accuracy and reliability of financial records.

10. The tenth part of the document discusses the importance of maintaining a strong internal control system. It states that a strong internal control system is essential for the accuracy and reliability of financial records. The text notes that a strong internal control system can help prevent errors and fraud and ensure that all transactions are properly recorded.

GOVERNMENT BY CRISIS

Governments are founded on the need to establish order. As people from earliest times began to group together for protective and cooperative purposes there was a need for some kind of vehicle through which authoritative direction and control could be provided. The first function of government, and even today still a primary purpose, is protection: protection of the individual and his property rights, protection of the community, protection of the nation. As the institution of government has evolved, more and more demands have been placed upon it. Today there are almost as many kinds of governmental functions as there are people.

Regardless of its form the sole purpose of government in a democratic society is to meet the needs of the people. In a free society the needs are made known through the democratic process. There are three basic layers of government which affect each of us in our everyday life: national, state, and local. It follows that the closer a democratic government is to the people it governs, the more responsive it should be. Responsiveness, adaptability and diversity are the hallmarks of "local" governments. The effectiveness of a local government can be measured by its success in being responsive and adaptive to meeting local needs.

All evidence suggests that our local governments (city and county) have failed to adequately meet the tests of responsiveness and adaptability. The purpose of local government is to meet community needs in an orderly and planned way—to accomplish those purposes which we as individual citizens cannot accomplish alone. Even the most undiscerning citizen could not avoid being aware of the high degree of chaos in our local public domain. In recent years our governing process has resembled a compounding of public crises. Government for government's sake and bureaucracy for bureaucracy's sake have no logical defense. Yet far too often petty jealousies, selfish interests, delusory "traditions" and public apathy have been used to calcify a faltering local government system.

There are two levels or types of local government in our area—municipal and county.

MUNICIPAL GOVERNMENT

There are four basic forms of municipal government structure: Strong Mayor, Weak Mayor, Council-Manager and Commission. The Strong and Weak Mayor forms are the oldest in historical context. A Strong Mayor form is based on an elected executive who administers the government and carries out policies prescribed by an elected City Council or its coun-

terpart. The Weak Mayor system also generally has an elected Mayor and Council but in addition elects a large number of officers to head specific administrative departments. Frequently the Council also appoints a number of policy-making boards to administer particular departments and functions. The Weak Mayor system does not centralize executive authority, whereas in the Strong Mayor system all executive authority is centered in the elected Mayor. Most of the larger cities in the country have a mayor-council form of government. Political theorists favor the Strong Mayor system over the Weak Mayor, because it facilitates the pinpointing of responsibility by the electorate and thus makes authority commensurate with responsibility.

The most rapidly growing form of municipal government structure is the Council-Manager form. A City Council is elected and they hire a professional manager to carry out the Council policy and administer the government. This system of government is a Twentieth Century innovation and is becoming increasingly popular, especially among smaller and medium sized cities. Forty per cent of all cities in the country have Council-Manager governments. Many universities now train people in municipal administration to fill professional government jobs. The complexity of modern government has placed increasing emphasis on professional training. Political theorists regard the Council-Manager form highly. Its major weakness has been its lack of focal point of political leadership to foster policy making. The professional manager is not expected to engage in the politics of pushing policy decisions, whereas neither are individual councilmen in a position to command community attention. Most Council-Manager governments have a Mayor to act as the titular head of the government and perform ceremonial duties. Sometimes political power centers in this office, but this often leads to a clash between the hired manager and the ambitious Mayor as the mayor encroaches on the administrative responsibilities of the manager.

The fourth municipal form is the Commission form of government. This also is a Twentieth Century innovation and was first looked upon as a reform instrument. A board of Commissioners, usually five in number, is elected. They administer the departments and make the policy. This form of government has fallen into disfavor and is now never adopted by municipalities, and many older ones are changing to other forms. Only about 8% of all cities in the country still utilize the Commission form of government. Its weakness is its lack of effective checks and balances. The individual Commissioners

become absorbed with their own administrative duties, and a "you leave my department alone and I'll leave yours alone" attitude develops among the Commissioners; this results in a lack of overall administrative coordination and unchecked expenditures. It facilitates buck-passing, since there is no single source of authority for the citizens to focus on.

There are five municipalities in Duval County. Two of these, Jacksonville Beach and Atlantic Beach use the Council-Manager form (Atlantic Beach calls its Council a Commission.) Neptune Beach's Charter allows the hiring of a City Manager, but except for a brief trial period they have not used one, although to some degree the Town Marshal acts as a City Manager without portfolio. Baldwin has a Commission form of government.

Jacksonville's governmental structure is unique. It is not patterned after any of the basic municipal structures. It incorporates portions of each form. Jacksonville has an elected City Commission, an elected Mayor (who serves as a member of the Commission) and an elected City Council. The City Treasurer, Municipal Judge, City Recorder and Tax Assessor are also elected. The City Commission is the basic administrative body in the City; however, the additional elected officials, plus a number of independent boards, all have administrative duties to a lesser degree. The City Council is theoretically the legislative policy making body of the City, but here also the authority is not clearly delineated. The independent elected officials, boards and the City Commission all encroach to some degree on the policy making authority of the Council.

Jacksonville's basic governmental structure has changed only slightly since 1917, when the City Commission came into existence. The basic intent in the design of the Jacksonville governmental structure was to perfect the checks and balance theory in municipal government. In practice however, it has proved to be complex and cumbersome and has defeated the very purposes which it was designed to achieve.

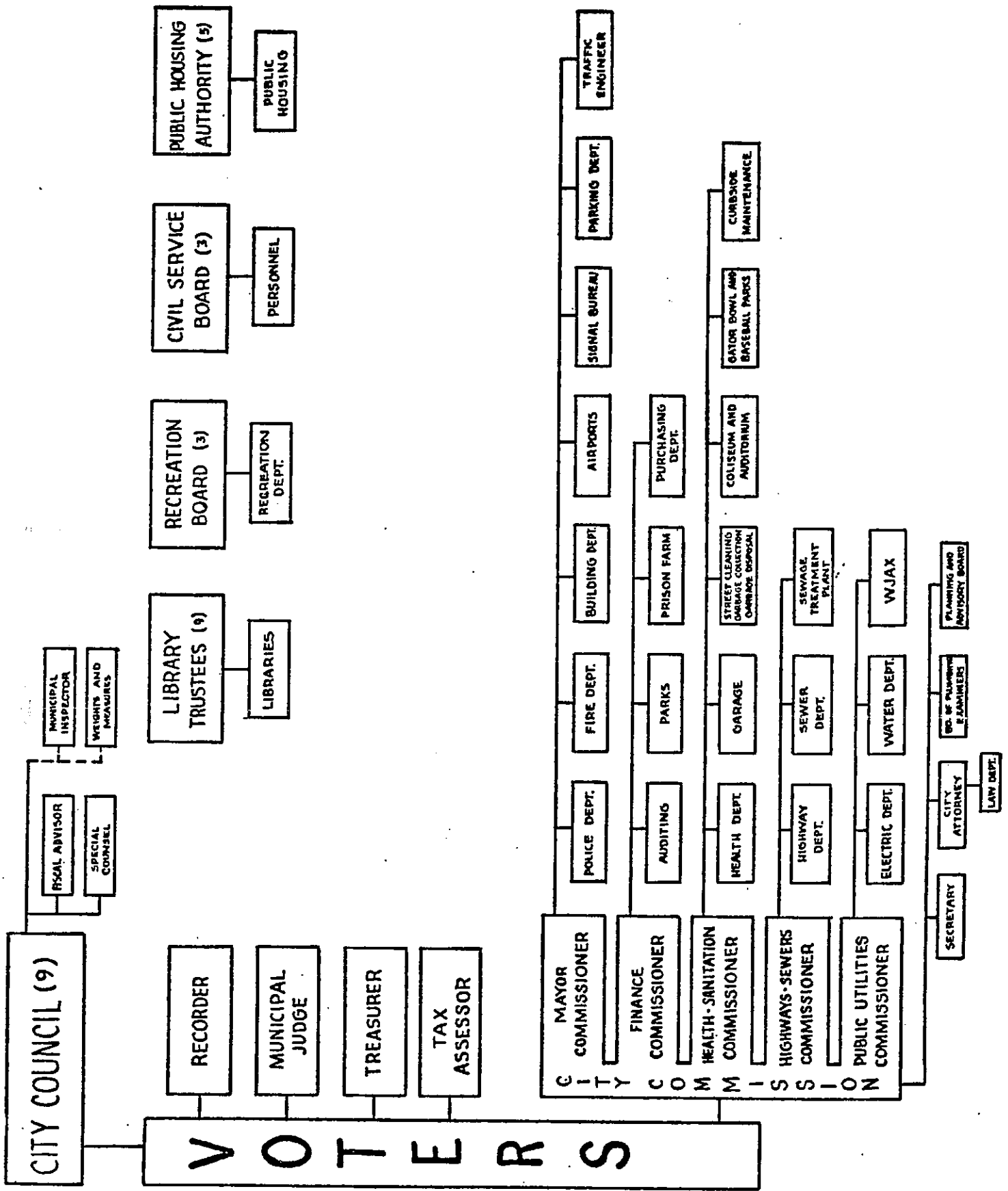
COUNTY GOVERNMENT

Population growth has placed increasing pressures on our local governments. The County government has felt most of the population impact. The population of Jacksonville has increased less than 15% since 1940. (173,065 in 1940—estimated 195,373 in 1964). The County outside the Jacksonville city limits has jumped from 37,078 in 1940 to more than 300,000. Today there are approximately one and a half times as many people living outside the city limits as there are in the city itself. Even if the County government were ideally structured this kind of population explosion would impose a severe test. The

pattern of county government in Florida reaches back into the early nineteenth century. The County unit of government was designed to achieve three basic functions: 1) to provide a system of justice to insure the protection of the individual and his property rights; 2) to provide farm to market roads for a rural, agrarian economy; and 3) to transact State business—primarily the collection of state taxes. The County was, and still is, an adjunct of the state government. The State Government (as expressed through the State Legislature) has always been very jealous of its prerogatives and has been very parsimonious in delegating authority. All county governmental powers emanate from the State; County governmental powers must either be written into the Constitution or emanate from a State law passed by the Legislature. In Duval County government there are seventy-four elected officials plus the fifteen members of the Legislative Delegation. (Twenty-four of these county officials run in districts: JP's (9) Constables (9) Mosquito Control Board Members (6)). Since the responsibilities of many of these officials overlap, there are sometimes jurisdictional disputes between officials. Further, this array of officials is quite bewildering to the average citizen; the electorate finds it virtually impossible to fix responsibility. Despite this mass of elected officials, county government is still without the necessary governmental powers to meet the needs of an urban population.

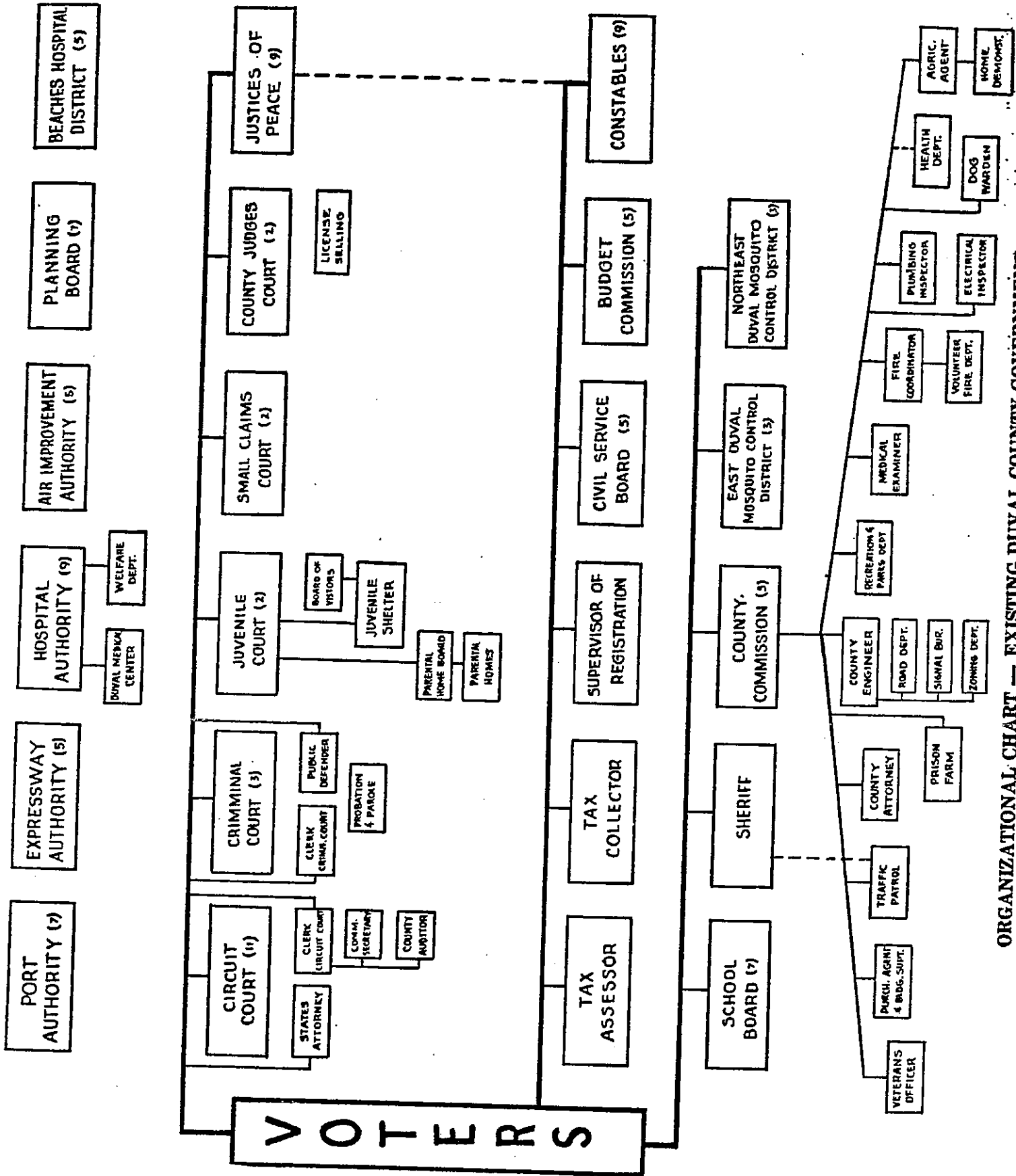
Although Florida's population is now well over two-thirds urban, the State Legislature, which is the primary source of County powers, has been dominated by legislators from rural, sparsely populated, farm oriented areas. Although this has now been rectified by Court-ordered reapportionment, the newly apportioned legislature will not have its first meeting until April, 1967. The rural oriented legislature of the past has not been attuned to urban problems and has generally been quite reluctant to increase County governmental powers to deal with urban needs.

Florida counties, unlike municipalities, have no ordinance-making authority. The County (County Commission) cannot pass laws of local application. The County government must turn to the State Legislature, which meets for only sixty days every two years, to have what are in reality local ordinances passed. By practice, if the matter is of purely local application, the Legislative Delegation from the County is assured of its passage if they approve it themselves—this is called "local bill courtesy." In the past Duval has had only one elected State Senator and all local bills have had to have his approval for passage; without his approval the bills could not be introduced in the State Senate for passage. Most of the local electorate has been unaware of the authority vested in the Legislative Delegation and in



ORGANIZATIONAL CHART--EXISTING CITY OF JACKSONVILLE





ORGANIZATIONAL CHART — EXISTING DUVAL COUNTY GOVERNMENT

particular the single office of State Senator. The magnitude of the need for extension of local authority in Duval County is amply illustrated by the number of local bills affecting only Duval County passed in the last five sessions of the State Legislature: 1965 - 86: 1963 - 53: 1961 - 56: 1959 - 62: 1957 - 45. This totals 302 "State Laws" of purely local application to Duval County. Almost this many again were proposed to the Duval Legislative Delegation, but fell along the wayside for one reason or another.

Some "Local bills" concern the five municipalities in the County, but by far the bulk of "local bills" apply to county governmental operations. Thus in effect the Legislative Delegation sits as a "City Council" without portfolio for the some 300,000 Duval County residents who live outside municipal corporate limits: they are expected to do this on a part time basis without benefit of staff and at the same time focus their major attention on legislation of state-wide application—the job for which they were primarily elected. Further, they are a "City Council" that can take action only once every two years.

MUNICIPAL FLEXIBILITY

Municipal government is more adequately structured to meet the needs of an urban population. Municipal governments are created by the State Legislature, but are given broad grants of authority through City Charters. Municipalities have ordinance making power and, if properly written, their City Charter will permit enough flexibility to meet local needs consistent with local demands. Municipalities are provided diverse means of raising revenue which, although more restricted in Florida than in many states, still provides an enormous advantage over County government, which must rely almost solely on the ad valorem property tax. (Municipalities have license taxing powers, receive cigarette tax rebates, have the right to levy a utility tax, set service fees, etc. Property taxes provided only 19.2% of governmental revenues for the three Beaches and 21.7% of the City of Jacksonville General Fund in the last three years.)

MUNICIPAL PROBLEMS

Despite these advantages, municipal governments are also greatly affected by rapid population growth. Various projections throughout the country show that every "new" family requires \$8,000 to \$18,000 in governmental capital outlays for service facilities for the family, which includes schools, public hospitals, sewers, water and a host of others. These costs are closely related to the age of the population. Throughout the country the percentage of very young and very old people is increasing. Both the

young and the old call for greater governmental expenditures and, (compared to the working age population,) are relatively non-productive. It takes a number of years for a family to generate enough increase in the economy through direct and indirect payment of taxes to return this capital outlay to the local government.

However, the most significant burden on a municipality is not brought about by growth within its boundaries, but the growth its economy generates outside its corporate limits and governmental jurisdiction. In virtually every metropolitan area in the country, cities have outgrown their boundaries. Jacksonville now finds itself surrounded by a suburban population one and a half times as big as its own population. Although the City lacks governmental authority outside its corporate limits, it nonetheless is expected to take a large share in sustaining the surrounding suburbs. Suburbanites more likely than not earn their livelihoods in the city, do their shopping in the city, find their recreational and cultural activities in the city, etc. Jacksonville, although a city of under 200,000 often finds itself dealing with the problems and needs of a population of a half million. Crime and traffic do not recognize city limit lines; thus heavy police manpower increases, expensive traffic engineering, complex signal light systems and increased street expenditures, are required. Extra fire protection is needed for areas of high working population density. Health problems multiply. The city parks and recreational facilities are used by county residents. In Jacksonville the Gator Bowl, Baseball Park, Coliseum and Auditorium all have been built, maintained and operated by the municipal government. Although they raise revenue, they are not self sustaining. The Beach communities experience much the same problem when county residents descend on them en masse at the first blush of good weather. The list could be expanded interminably.

Cities find themselves facing a continuing need for increased expenditures with diminishing resources from which to raise the money. This problem has become so acute—nationwide—that state governments and the federal government are being increasingly called upon to assist cities in their dilemma. Florida, compared to most states, gives very little financial assistance to municipalities. Further, the state lacks effective home rule legislation and severely restricts city growth through inadequate annexation laws.

"CITY IN DECLINE"

Jacksonville is a prime example of a city in trouble. Ideally a city's boundaries should grow with its surrounding growth. Jacksonville has not annexed territory since 1937 and the last annexation of any consequence was five years before that (1931 —

has the authority, through a local bill, to annex territory without a referendum vote, but traditionally the Duval Legislative Delegation has always called for a referendum vote. In the history of Jacksonville, annexation proposals have been put on the ballot seven times and only one received a favorable vote. (South Jacksonville, 1931). The most recent attempts were in 1963 and 1964. The 1963 proposals would have annexed 66.8 miles and 130,903 people; the 1964 proposals involved 72.75 miles and 196,724 people. Both proposals passed handily inside the city limits but failed in the proposed annexation areas.

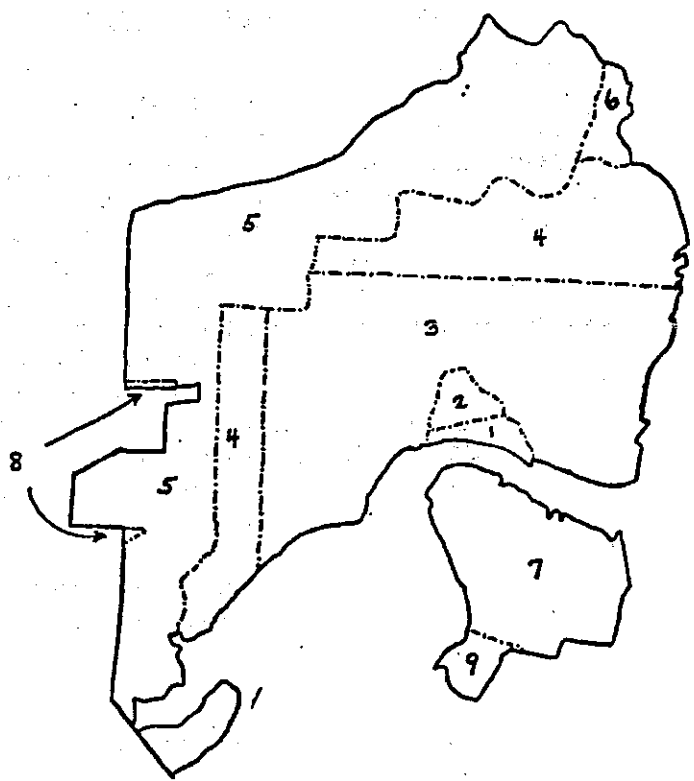
Besides being unsuccessful in growth attempts, Jacksonville has not shared in the growth of better housing in the county. Most of the "better" residential areas have grown up outside the city limits with older neighborhoods inside the city slowly deteriorating. Jacksonville finds itself faced with substantial areas of slums and potential slums. Jacksonville's crime rate has been on the rise. Over 75% of all raw sewage from the city is dumped into the St. Johns River. An estimated 50% of all sewer lines need replacing. Streets and highways are inadequate and becoming worse by the day. The city's ability to meet the community service needs has been waning. Taxes are accelerating and yet the city, in many respects, is losing ground in fighting the community problems and meeting its needs.

The statistical picture within the City of Jacksonville, compared to the rest of the county, gives a graphic example of a city in decline. The City has steadily lost in population over the last sixteen years. In 1950 the population was 204,517, the 1960 census showed a decline to 201,030 and 1965 population projections show a drop to under 196,000. The shift in population distribution has also been marked. From 1950 to 1960 white population inside the city limits declined 10.4% while non-white population increased 14.1%. In cities over 100,000 population, Jacksonville ranks third in the nation in percentage of total population nonwhite (Washington, D. C., 58.4%, Richmond, Va., 42%, Jacksonville 41.2%). Nonwhite population outside the city limits in Duval is only 9.2% of the total.

Not only is population inside the Jacksonville City Limits shifting from white to nonwhite, but people in their productive years (20-64) are leaving the City. The population in the age range 20-64 years declined 15.1% from 1950 to 1960. However, at the same time the population under 20 increased 17.5% and population over 65, increased 36.7%. In 1960 65% of the county's population over 65 lived inside the city limits and comprised 9.1% of the city's population. People over 65 made up only 3.8% of the population outside the city limits. Throughout the nation older people tend to prefer city living, but in Jacksonville the marked shift in just ten years from 6.6% of

the city's total population being over 65 to 9.1% and the corresponding heavy out-migration of people in the 20-64 age bracket marks a danger signal. The under 20 and over 64 age brackets require heavier governmental expenditures than the rest of the population and they generate less governmental revenues than the more productive age groupings.

While the City has been losing population the County growth outside the city limits has been growing by leaps and bounds. The unincorporated population in Duval jumped 155.6% from 1950 to 1960 and has grown another 30% in the last five years. The median education level in Jacksonville for adults over 25 is 9.5 years which is 1.3 years less than the overall county average of 10.8 and about 2 years less than the unincorporated population of the County. The median earning level in Jacksonville is 17% less than the overall County average and considerably less than median earnings for families living outside the city limits. A family income under \$3,000 annually is considered under the poverty line. Jacksonville has 31% of its families earning less than \$3,000 annually. This compares to just over 15% for the unincorporated population of the County. Over 30% of all



EXTENSION OF CITY LIMITS BY ANNEXATION

Year	Remarks	Area in Square Miles		
		Land	Water	Total
1. 1842	Extension	.61		.61
2. 1842	Extension	.39		.39
3. 1897	Extension	8.47	2.87	11.34
4. 1919	Extension	5.91	5.05	10.96
5. 1925	Extension Including Murray Hill	11.06	.27	11.33
6. 1931	Extension Cummers	.22	.87	1.09
7. 1932	Extension South Jacksonville	3.24		3.24
8. 1933	Extension North of Murray Hill	.07		.07
8. 1933	Extension North of S.A.L. RR. Srops	.03		.03
9. 1937	Extension South of River Oaks	.32		.32
Total		30.32	9.08	39.38

housing units inside the city limits are in "deteriorating" or "dilapidated" condition as measured by the 1960 federal census. This compares with under 13% in the same condition outside the city limits.

These cold statistics clearly present a picture we as citizens countywide can no longer continue to ignore. Whether we live in the City or outside the City, Jacksonville is, for all practical purposes, "our" City.

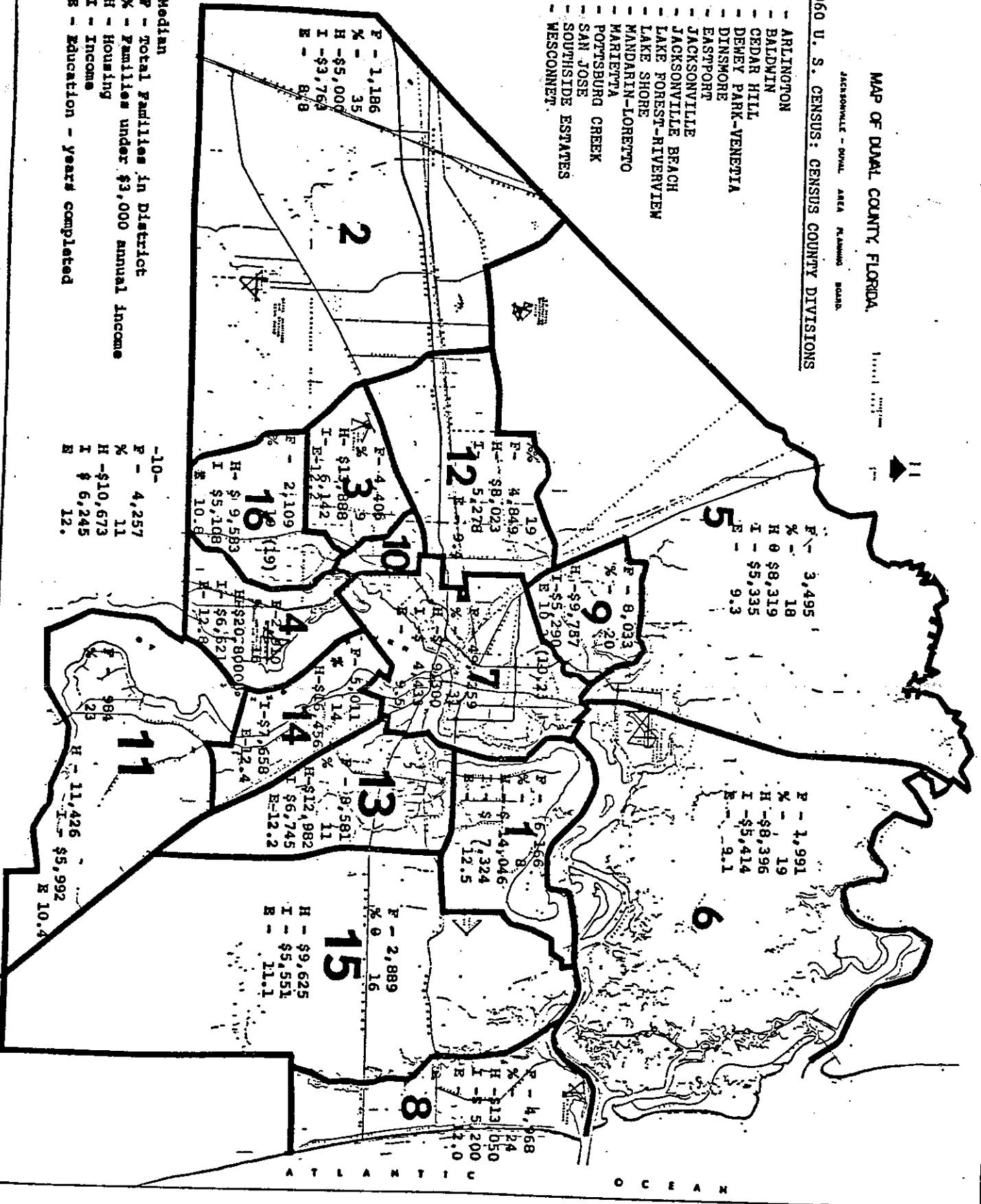
If we are to prosper as an economic area, as a community of the future, as individuals in pursuit of our goals in life we must insure that our core city is viable and able to speak to the world as a living testimony of our accomplishments. To settle for anything less will inevitably lead to a compounding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

MAP OF DUAL COUNTY FLORIDA

JACKSONVILLE - DUAL AREA PLANNING BOARD

1960 U. S. CENSUS: CENSUS COUNTY DIVISIONS

- 01 - ARLINGTON
- 02 - BALDWIN
- 03 - CEDAR HILL
- 04 - DEWEY PARK-VENEZIA
- 05 - DINSMORE
- 06 - EASTPORT
- 07 - JACKSONVILLE
- 08 - JACKSONVILLE BEACH
- 09 - LAKE FOREST-RIVERVIEW
- 10 - LAKE SHORE
- 11 - MANDALIN-LORETTA
- 12 - MARIETTA
- 13 - POTTSBURG CREEK
- 14 - SAN JOSE
- 15 - SOUTHSIDE ESTATES
- 16 - WESCONNET



Median
 F - Total families in District
 % - Families under \$3,000 annual income
 H - Housing
 I - Income
 E - Education - years completed

COUNTYWIDE POPULATION CHARACTERISTICS (From 1960 Census)

ALTERNATE SOLUTIONS

Urban problems have become a focal point of national concern in recent years. As a result a vast amount of research has been initiated and a number of proposed solutions tested. The Study Commission took a close look at many of these solutions and attempted to avail itself of as much of this research material as possible.

The problems of proliferation of governmental units and lack of cohesion which results in the inability of citizens to pinpoint responsibility is a nationwide problem. Such fractionalization generally means costly duplications and inefficiency. The country has undergone a kind of urban living revolution, but unfortunately governmental structures have not proven to be flexible enough to adapt and grow with the needs of the population. Many areas of the country are almost hopelessly ensnared in a bewildering mesh of local government entities. The metropolitan New York area is reported to have over 1400 units of local government. Every major population center reports the same kind of problem.

In Duval County we are extremely fortunate to have relatively few governmental units. Duval has only five municipalities, very unusual for a metropolitan area of over a half million population. Pinellas County has 23 municipalities, Palm Beach County 37, Broward 24, Dade 28, Los Angeles, California 67, Cook County, Ill. (Chicago) over 80, etc.

The large number of cities in many urban counties would indicate that the creation of new cities has been a popular solution to the problem of urban growth. However, experience seems to indicate that the creation of a number of municipalities in a contiguous urban area is a shortsighted solution which only compounds the problem at a later date. It has been repeatedly noted that independent municipalities in a single metropolitan area make areawide problem solutions very difficult, if not impossible. Indeed, this is one lesson we might well learn from Dade County. One of the major difficulties of the "Metro" government there has been the intense infighting between the 28 municipalities and the Metro Government. Multiple, independent municipalities fractionalize the economic resources of an area. It prevents economies of scale. It results in repeated inefficient duplications of effort. It calls for makeshift attempts at coordination and cooperation which add additional bureaucratic institutions and further complicates the ability of the citizen to understand and fix responsibility for governmental problems.

The Metropolitan Government of Dade County (Metro) is widely discussed nationally. The original concept was the creation of a new countywide gov-

ernment that would assume responsibility for functions of countywide scope and at the same time allow the 28 municipalities to retain their identities and to deal with their purely local problems. As noted above, jealousy among "Metro" and the municipalities has at times been intense. Although Dade's "Metro" has good features, one of its clear failures is that it does little towards simplifying the complex, multi-layered governmental structure. Because of the varying governmental jurisdictions it is still difficult to obtain a consensus in Dade County on the best course of action for solving countywide problems. It is plainly clear that Duval's problems are not the same as Dade's. The creation of Dade's "Metro" grew out of a set of circumstances totally dissimilar to those existing in Duval; thus the Study Commission eliminated the controversial "Metro" as a possible solution for Duval's governmental ills.

The most common solution to the problems of proliferation of governmental units is the annexation of urban areas into municipalities. This solution has some relevancy to Duval. Annexation is generally most effective if it is carried out a step ahead of growth in an area. In this way the City provides services as the area grows. In Duval, growth has run rampant without any annexation. Most of the growth has occurred since World War II, but the last annexation of any consequence was ten years prior to World War II. When a City annexes heavily populated areas the impact of providing municipal services is enormous. Few cities have the resources to extend services in large quantities overnight. Yet people being annexed understandably do not want to pay city taxes until they receive full benefits. Further, unincorporated, heavily populated areas have usually, out of necessity, made makeshift arrangements to receive some services from sources other than the city and although municipal services are often better, homeowners prefer not to pay twice for the same commodity. Thus annexation referendums frequently fail at the polls. In Jacksonville the acceptance of annexation is even further complicated by the fact that county residents have never wholeheartedly admired the Jacksonville City Government. It is a commonly-held belief that "machine politics" have a stranglehold on Jacksonville City Government and thus many county residents prefer to remain aloof. The Study Commission took note of the two annexation votes of 1963 and 1964, both of which failed at the polls in four and six proposed annex districts respectively. Because the Study Commission had pledged to recommend that any proposed solution be put to a referendum, the fact that twice in recent years the electorate had rejected

annexation spoke strongly for eliminating the latter from consideration.

Realignment of functions is still another solution which has been employed in varying degrees elsewhere. Under this proposal duplications of effort are eliminated by assigning particular functions to only one governmental entity. Atlanta is an example of an area where this approach has been utilized with some success. But such a solution is only an incomplete answer to the overall problem. It still leaves a complicated multi-layered governmental structure. In the case of Duval County and the City of Jacksonville neither structure is ideal. To give the County Government more responsibility under the present complex, hamstrung governmental structure would be unwise. The same might be said of the City of Jacksonville governmental organization. The County lacks flexibility, the City lacks responsiveness. Further, the Duval and Jacksonville governments have demonstrated little ability to work with each other on a coordinated and cooperative basis. These circumstances do not suggest a realignment of functions as an overall solution for our local government problems.

The solutions provided by intergovernmental agreements or extra-territorial jurisdiction are found wanting for the same reasons that make a realignment of functions unsatisfactory. Both of these solutions depend to a considerable degree on a close working relationship between the County and municipalities. The most notable example of intergovernmental agreements is in Los Angeles County, California. Here the County provides a host of municipal services on a cost-accounted contractual basis to the various municipalities. In California local governments exercise home-rule powers, receive substantial state financial assistance and have considerable governmental and financial flexibility — all factors lacking in Florida and particularly in Duval County.

Extra territorial jurisdiction means the granting of the right of cities to extend their municipal services beyond their corporate limits. Jacksonville has this right for electric power and water and up to 3 miles from the city limits for sewers. Jacksonville extends its electric service throughout the County and slightly into adjoining counties. Water service is extended on a limited basis, but the right to extend sewer service has never been exercised. The major weakness of extraterritorial powers is that the people affected have no voice in the government providing the applicable service or services. Generally extraterritorial powers are most successful when a city encompasses most of the contiguous urban area. In such cases the extension of services is often an antecedent to annexing an area. In Duval we are far beyond this stage. The contiguous urban area

outside Jacksonville has a greater population than Jacksonville itself. There are all sorts of sewer and water facilities available to this area, which would make any practical extension of extraterritorial services by Jacksonville most difficult. (Some of the water companies have 30-year franchises from the county government.)

Another alternative solution, one which we have utilized to some extent in Duval, is to create new single or multi-function governmental entities. Authorities supersede both city and county government. We now have five of these in Duval. The Expressway Authority, Port Authority, Hospital Authority, The Housing Authority and Air Improvement Authority. The Jacksonville-Duval Planning Board might be considered a sixth such entity. All of these have county-wide jurisdiction. In a sense the creation of authorities has almost removed the functions involved from local control. The Boards are all appointed by the Governor. They are completely independent bodies, with the exception that three of the five budgets are subject to final approval by the County Budget Commission. Beside the question of local control and responsiveness to the citizenry is the fact that they create additional layers of government. Their independence results in the duplication of a host of housekeeping functions which result in costly losses of economy of scale savings. Examples are purchasing, motor pool, legal services, personnel arrangements, building maintenance, accounting, auditing and others. These independent bodies fractionalize and proliferate local government. There is no provision for uniting them for cooperative and coordinate purposes. At best the creation of authorities has been a pragmatic expedient to deal with those problems which the existing local government structures could not effectively handle because of limited powers, geographic jurisdiction and inadequate financial resources.

One of the most talked about solutions to local government ills is the consolidation of varying government entities, frequently recommended by political scientists and citizen study commissions. However, such recommendations have had only limited success at the polls. Despite these reverses the pressure towards this kind of solution is continuing to mount nationally. The most recent success on a relatively large scale has been the Nashville-Davidson County, Tennessee consolidation of 1962, which, although still in its infancy, has apparently received wide public acceptance in that area, even by people who originally opposed the plan. Another successful consolidation which has had time to prove itself is Baton Rouge and East-Baton Rouge Parrish, La. which took place in 1949.

One aspect of the consolidations repugnant to voters has been the absorption of one governmental entity by another. Both the successful Baton Rouge and Nashville-Davidson consolidations entailed the creation of completely new governmental entities, as will the recommended unification of Duval County. Although the proposed government is a completely new structure for Duval County, it should not be regarded as a novel experiment. The new structure is based on proven governmental concepts that have met the test of practical application elsewhere as well as widespread theoretical acceptance.

The following local circumstances speak strongly in favor of a unification approach: 1) We are a single economic area; 2) We have similar countywide population characteristics; 3) A high percentage of our population is not receiving adequate urban services; 4) A strong need for governmental reorganization exists in both Jacksonville and Duval County governments; 5) A number of key governmental services are already countywide; schools, electric power, Expressway Authority, Port Authority, Hospital Authority, Courts, etc.

Economic stability and growth are extremely important to the well being of any community. Local Government plays a key role in providing the basis for sound economic development. The following excerpt clearly indicates the need for a strong local government encompassing the entire metropolitan area:

(From Municipal Law Service Letter, Vol. 8, No. 9 November, 1958 an address by James R. Ellis of the Seattle Bar on Government for Growth — The Seattle Story.)

The need for area-wide integration to promote economic growth has become increasingly apparent. Soundly planned industrial sites and facilities for transportation and utility services must be provided on a major scale to attract and hold a growing metropolitan economic base. Fragmented government often fails to provide these sinews for growth and sacrifices initiative in an area when competition for industry is intense among the metropolitan areas of the country. If unplanned industrial development occurs it is too frequently mislocated or poorly zoned at the expense of other economic values.

Cultural development is also stunted by fragmented government. Division of effort and dissipation of philanthropic resources is encouraged. Major facilities of area wide benefit, which require area wide financial support, such as regional parks, are too often lost in bickering,

usually because of inability to agree upon location, timing or cost sharing.

Perhaps the most serious failure of government by fragments is the steady drone of disharmony which it fosters. Harmonious human relations require a certain minimum of order between communities as well as individuals. Where order is lacking and independence of action is unrestrained each boundary is a possible sore point and each public problem from zoning to location of facilities is a potential source of bitter action or retaliation. Narrow limits of loyalty are created which lend themselves to a narrow view of the problems of other communities and of the area as a whole. The seeds of distrust thus sown make doubly hard any solution of common difficulties.

(See also the following letter from Nashville-Davidson County which adopted a consolidated local government in 1962.)

October 17, 1966

Mr. L. A. Hester
Executive Director
Local Government Study Commission of
Duval County
910 American Heritage Building
Jacksonville, Florida 32202

Dear Mr. Hester:

We have your letter making inquiry relative to the effect, if any, that our new Metropolitan form of government has had on the business growth of Nashville.

There is no doubt in my mind that our Metropolitan form of government has been a definite plus factor in our efforts to attract new business and industry. For example, since the inception of Metropolitan Government in April, 1963, our record of accomplishments in locating new businesses and industries has far exceeded any previous years on record. I might further state that in working with our industrial prospects, we find that they all look on our form of government as a most attractive, satisfactory arrangement eliminating many problems that they experience elsewhere.

I trust that these statements will be of some assistance to you in evaluating the situation and certainly if we can be of any further service, please don't hesitate to call upon us.

Sincerely yours,
George G. Barbee, Manager
Industrial Department

(Nashville Chamber of Commerce)

GGB:lo

POPULATION

Population growth is a major contributor to local governmental problems. We have literally outgrown both the City and County governments. We have outgrown the City Government geo-

graphically and outgrown the County Government in its ability to meet the needs of a modern, expanding urban community. The following tables geographically illustrate our growth and where it

POPULATION GROWTH IN JACKSONVILLE AND DUVAL COUNTY 1900-1960*

Period	Duval County	Jacksonville	County outside of City
1900	39,733	28,429	11,304
1910	75,183	57,699	17,464
1920	113,540	91,558	21,982
1930	155,503	129,549	25,954
1940	210,143	173,065	37,078
1950	304,029	204,517	99,512
1960	455,411	201,030	254,381
1965 (est'd)	525,000	198,000	327,000

Percent Increase Each Decade

Period	Duval County	Jacksonville	County outside of City
1900-1910	89.2	103.0	54.5
1910-1920	51.1	58.7	25.9
1920-1930	37.0	41.5	18.1
1930-1940	35.1	33.6	42.9
1940-1950	44.7	18.2	168.4
1950-1960	49.8	-1.7	155.6

* - Source: Jacksonville Chamber of Commerce
U. S. Bureau of Census

POPULATION DISTRIBUTION DUVAL COUNTY 1940-1960*

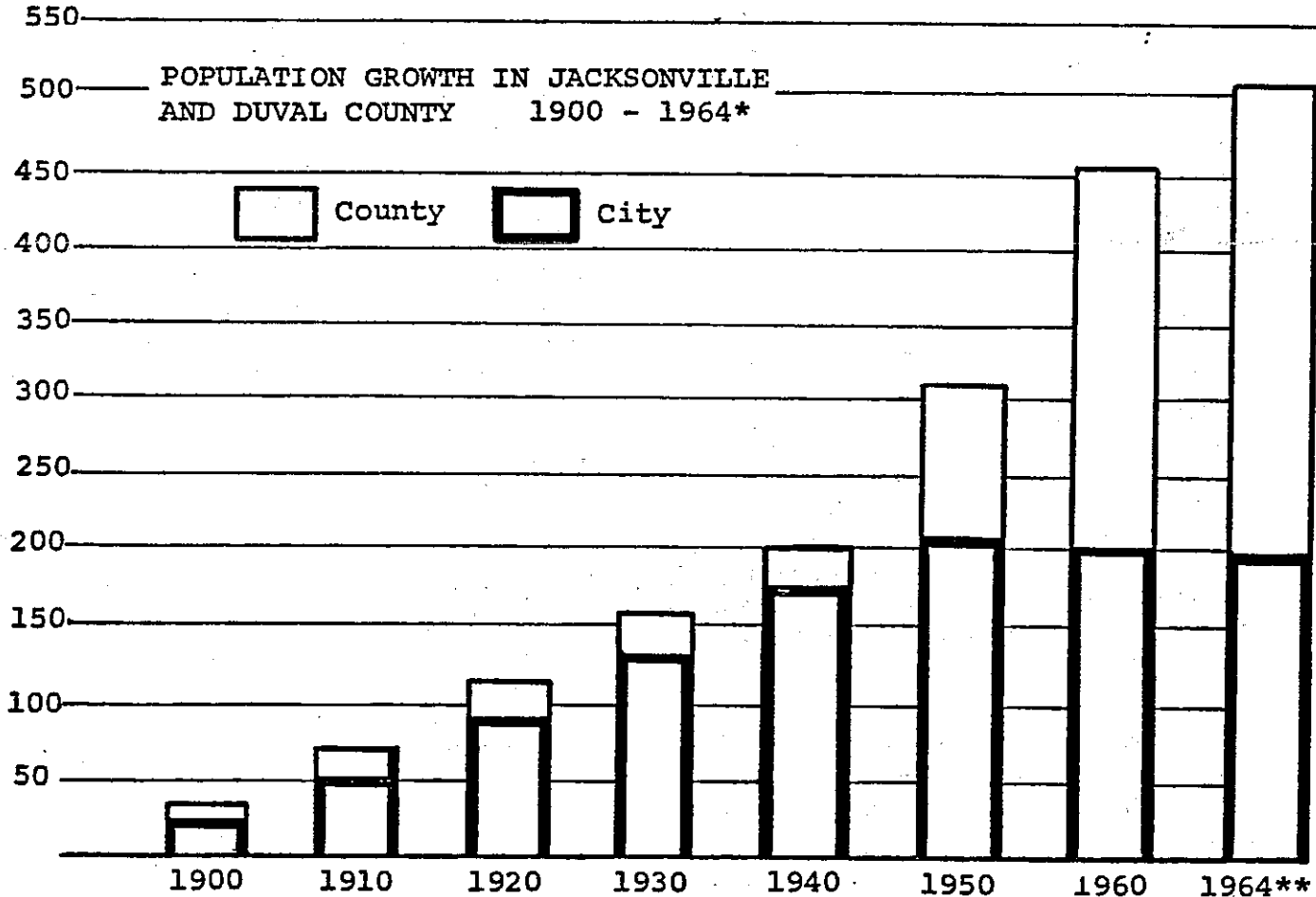
	1940		1950		1960	
	Pop.	% Dist.	Pop.	% Dist.	Pop.	% Dist.
Duval County	210,143	100.0%	304,029	100.0%	455,411	100.0%
Jacksonville	173,065	82.4	204,517	67.3	201,030	44.1
Atlantic Beach	468	0.2	1,804	0.5	3,125	0.7
Baldwin	1,002	0.5	1,048	0.3	1,272	0.3
Jacksonville Beach	3,566	1.7	6,430	2.1	12,049	2.7
Neptune Beach	1,363	0.6	1,767	0.6	2,868	0.6
Oceanway					1,271	0.3
Remainder of Co.	30,679	14.6	88,663	29.2	233,766	51.3

* - Source: U. S. Bureau of Census
First Research Corporation

POPULATION ESTIMATES AND PROJECTIONS - DUVAL COUNTY 1965-1980*

	1965*	1970**	1975**	1980**	Population Change 1965-1980	
					Absolute	%
Duval County	535,400	645,000	765,000	885,000	349,000	65.3
Jacksonville	200,000	203,800	207,000	211,000	11,000	5.5

* - Source: First Research Corporation
* - Estimate
** - Projection



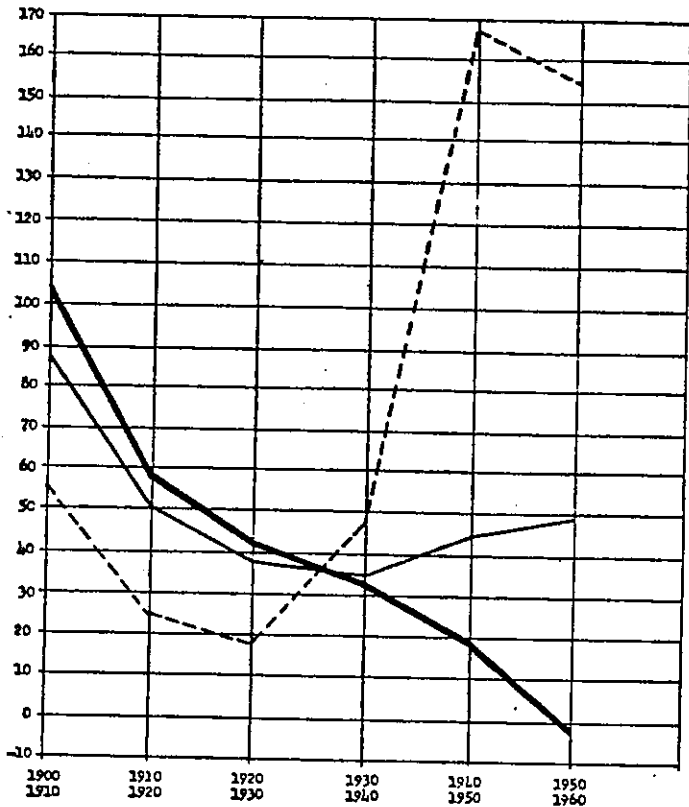
* - Source: Bureau of the Census

** (estimated) Jacksonville-Duval Area Planning Board

PERCENTAGE OF GROWTH BY DECADE

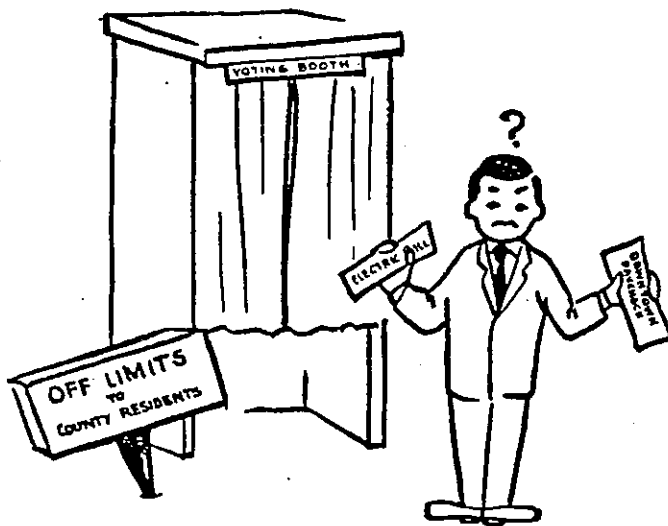
POPULATION GROWTH IN JACKSONVILLE
AND DUVAL COUNTY 1900 - 1960 *

Duval County ———
Jacksonville ———
County Outside of City - - -



has taken place. Particularly note the spectacular growth of the County outside the city limits as opposed to the gradual decline in population inside the city limits. Also note the projected continued growth of population in our metropolitan area.

Ranking. The 1960 census ranked Duval County as the 61st in size of the Standard Metropolitan Statistical Areas in the country. Jacksonville was the 60th largest city. Continued population growth has moved the metropolitan area to 55th in size in the country. The new unified government will rank Jacksonville as the 29th largest city in the country and first in the state of Florida. This shifting of statistics, on the surface, seems meaningless, but it serves a useful purpose in that it calls attention to our area and provides a better chance to sell our area to new business. Further, with continuing competition for tax dollar return via federal financial aid programs, a favorable population ranking is another arguing point. As it is now, Jacksonville's city size is quite misleading. The cold statistics show a declining city, whereas actually the metropolitan city of Jacksonville has grown at a rapid pace and in fact is at least twice its listed size of 200,000 when contiguous urban areas are added.



CHECKS AND BALANCES

The new governmental structure is based on the democratic separation-of-powers philosophy, with built-in checks and balances which is virtually synonymous with American Democracy. The new government structure is based on a clear delineation of the three component branches: Legislative, Executive, Judicial.

One of the major weaknesses of our existing local governmental structures is the lack of separation of the Legislative from the Executive functions of government. In the County the County Commission is both a quasi-legislative and administrative body. The Budget Commission has often overstepped its function and in effect taken an actual role in influencing administrative policy. Even the School Board has been criticized by professional educators for not clearly distinguishing between setting policy (their proper function) and interfering in administrative matters properly under the prerogatives of the Superintendent of Schools. In Jacksonville the overlapping of the City Council (supposedly a purely policy-setting body) and the City Commission (supposedly the administrative organization) has at times resulted in a comedy of errors. In addition to the Council-Commission entanglement, Jacksonville also has a number of independent boards which still further encumber the basic governmental structure. In the largest of the four smaller municipalities in the County, Jacksonville Beach, the legislative body, (the City Council) has been guilty of encroaching on the administrative responsibilities of the City Manager.

As a result, it has been impossible for the electorate to know what individual is responsible for a given act or policy. The complexity, inconsistency and unresponsiveness of governmental structure has resulted in a confused and apathetic electorate which has in turned produced fertile ground for the abuses the Grand Jury has uncovered. Moreover the Grand Jury findings of graft, waste and corruption demonstrate that the present government structure has not been able to meet our community needs effectively.

The most effective check and balance of governmental power ever devised is an informed, active electorate. Where there is good citizenship there is good government. Thus the term "return the government to the people" is more than a grandiose plati-

tude, it is the very heart of the democratic form of government. The Study Commission's proposed Plan simplifies the governmental structure, increases electorate control over local government functions and pinpoints responsibility. All three of these factors should work toward an increase in public interest and participation in local government.

One of the greatest potential strengths of local government is its closeness to the people. Unlike the Federal and State governments, local government is literally under the voter's eye. The typical citizen comes in contact with his local government daily. Everytime he puts the garbage out, turns on the light, drives down the street or performs any of hundreds of equally common acts, he encounters functions of our local government. He may find it difficult to decide the legitimacy of his nation's stand in Viet Nam, but he can more easily evaluate the performance of his local government. A properly structured local government facilitates the translation of citizen evaluation into votes which steer the course of governmental policies.



"Who's Responsible?"

LEGISLATIVE BRANCH—THE COUNCIL



The Council will be the most important elective body in the newly structured local government. The Council will be the legislative body of the unified local government. The Council will:

Pass the ordinances that set the course of action for the new government;

Confirm appointments to authorities and advisory boards;

Approve the budget and make appropriations;

Serve as the electorate's "watchdog" over administrative affairs of the new government;

Appoint the government auditor to assist them in this role.

Appoint the members of the Equalization Board and Civil Service Appeals Board.

The Council will be composed of 21 members elected by districts of approximately 25,000 population. Council members will serve four-year terms. Council members will be salaried. Three hundred dollars each per month is suggested. They will of course also be reimbursed for expenses incurred in their official capacity.

The Council, in its capacity as Budget Commission, will allocate the total resources of the community among spending bodies. The Council will have final authority over the School Board and independent authority budgets as well as the budget of the main government. However, authority over budgets of independent bodies, e.g. School Board, Electric Authority, Port Authority, Public Housing Authority and Planning Board will be confined to total appropriations. If a budget cut is called for in an independent body's budget, the budget will be remanded for the applicable body to make the internal budgetary cuts as they see fit. The Council will review independent body budgets only in total amount and not on a line by line basis. The Study Commission feels there is a strong need for a single body, charged with the responsibility for overall expenditures and tax

resources. The Council will fulfill this roll. The Study Commission does not feel, however, that where an independent body has been created and charged with administrative responsibility over a given governmental function, e.g. schools, port, etc., that the Council should second-guess internal operations. Thus, once a final budget has been approved for the applicable independent bodies, internal transfers will not require Council-Budget Commission approval.

The Council will have line item review authority over the budget of the main government. They may increase or decrease any proposed budgetary amount. The Mayor will have a budget "item" veto which will require a 2/3 Council majority to overrule.

EXHIBIT

Council appoints:

Council Secretary

Auditor

Civil Service Appeals Board (5 members)

Equalization Board (5 members)

Council confirms:

Port Authority (7)

Expressway Authority (2 members appointed by Mayor)

Public Housing Authority (5)

Electric Authority (7)

Planning Board (7)

Library Advisory Board (9)

Health Advisory Board (9)

Juvenile Shelter Advisory Board (7)

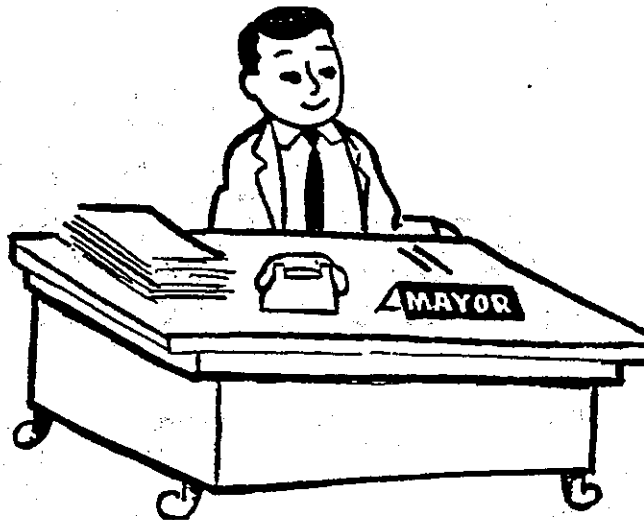
Hospital Advisory Board (7)

Recreation Advisory Board (7)

Building and Zoning Adjustment Board (9)

Zoning Board (9)

EXECUTIVE BRANCH—THE MAYOR



The Mayor will be the chief executive officer of the unified countywide government. By vesting authority for governmental administration in the office of Mayor the electorate will be able to clearly pinpoint responsibility in administrative matters. The vesting of administrative authority in a single office is widely followed in both governmental structures and business organizations. Over 90% of American cities have either a mayor-council form of government or a council-manager form. Of the 53 cities (excluding Washington, D. C.) with a population exceeding 250,000, 49 have either a mayor-council or council-manager form of government. Of the 26 cities over 500,000 in size, 20 utilize a mayor-council structure and five a manager-council form. Only Memphis, Tennessee, has a Commission form of government, and significantly, there is now in progress an active movement to abolish it in favor of a mayor-council government. Both the mayor-council and council-manager forms of government vest the executive power in a single office, e.g. mayor or city manager. The tripartite check and balance form of government is virtually synonymous with American Democracy. On the national level we vest administrative responsibility in the President who carries out the policies prescribed by the Congress. The judiciary checks both the executive and legislative branches. Business corporations offer still another parallel. A board of directors, elected by the stockholders, sets policy to be carried out by the company president.

The check on the abuse of governmental power is effected not by encumbering the Executive Branch, but rather by providing a balance between the three branches, Legislative, Executive, Judicial. However, the most important ingredient of all is an

informed electorate. The Mayor will carry out the policy set by the elected Council. The Council will act as the people's watchdog over governmental affairs. The judiciary will be an avenue of appeal in case of abuse by either the Mayor or Council.

The Mayor will be elected countywide for a four-year term, and limited to two consecutive terms. The Government Charter will include a recall provision whereby the electorate may, under prescribed procedures, discharge the Mayor at any time. The Mayor will be required to serve on a full time basis. He will be required to extricate himself from any potential conflict of interest business ties. The position should pay a salary sufficient to attract the highest possible caliber of candidate.

Key department heads will be appointed by the Mayor and serve at his pleasure; employees in other than policy-determining positions will be under civil service with full tenure protection. The Mayor will have six major departments under his administrative jurisdiction: Central Services, Finance, Health and Welfare, Public Safety, Recreation and Libraries, Public Works. The Governmental Charter will spell out minimum professional qualifications for the six department heads.

The Mayor will appoint, with Council confirmation, members of advisory boards: Library, Health, Juvenile Shelter, Hospital, Recreation, Building Appeals, Zoning Board and the Planning Board.

The Mayor will have a Chief Administrative Officer to assist him in his administrative responsibilities and to provide continuity in governmental administration in the Mayor's absence from the City or short-term incapacity.

The Mayor will be responsible for submitting a balanced budget and fiscal statement to the Council each year. He will deliver the budget with a budget message to the Council. The Department of Finance will have a Budget Division which will work under the Mayor's direct supervision in budget preparation and implementation during the year. The Mayor will

have an "item veto" over budget legislation passed by the Council which will require a two-thirds vote of the Council to override.

The Mayor will be responsible for submitting the needs of the community to the Council for their consideration, along with his recommendations for meeting these needs.

JUDICIAL BRANCH—THE COURTS



The existing court structure in Duval County is complex, multi-layered and often overlapping in its legal jurisdictions. All of the courts in the County, with the exception of Municipal Courts are part of the State Judicial System. There are six types of "State" courts in Duval: Justices of the Peace (9), Small Claims—2 Judges, Juvenile—2 Judges, County Judges Court—2 Judges, Criminal Court of Record—3 Judges, Circuit Court—11 Judges. In addition to these (29) State Court Judges, each of the five municipalities in the County has a Municipal Judge.

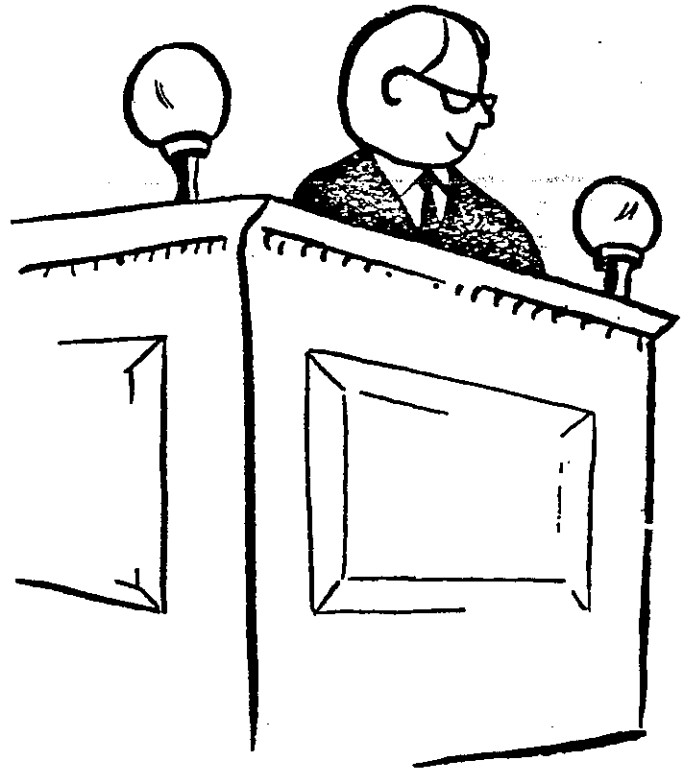
Justice of the Peace. Justices of the Peace are elected by district for the nine districts in Duval County. These districts are uneven in population and geographic size. If residence requirements are met, anyone may run for the office. None of the nine actually holding office is an attorney. Each Judge maintains offices, in his respective district, which are financed by an intricate system whereby each Judge is paid an established fee for each job he performs. Fees come from ad valorem taxes and are paid by the County government. Most of the law enforcement work for the JP Courts (serving of papers and bailiff work) is performed by a Constable, also elected by district.

The Justice of the Peace Courts hold hearings to determine if there is probable cause that a specific crime was committed. If so, the case is transferred to the appropriate court for subsequent trial, usually the Criminal Court of Record. Justices of the Peace have actual trial jurisdiction in cases involving a maximum penalty of not more than 90 days and \$500 fine. They may try such cases if the defendant signs a waiver to his right to a jury trial. Justice of the Peace Courts are often referred to as "neighborhood courts." They handle a large volume of minor domestic squabbles, traffic violations and other misdemeanor-type violations, and hold coroners' inquests for unattended deaths.

Small Claims Court. There are two Small Claims Court Judges, the second one being added in 1965. The judges are elected countywide. This

Court handles a very large volume of small financial claims up to \$600. The court is run more or less informally and there are seldom juries.

Juvenile Court. There are two Juvenile Court Judges, elected countywide, a second judge being added in 1965. This court handles most legal matters dealing with juveniles under age 17. In addition to their purely judicial functions, they have considerable responsibility for dependent children, and substantial administrative duties in connection with operation of the Juvenile Shelter.



County Judges Court. There are two County Judges, elected countywide, a second judge being added in 1961. This court is primarily a probate court, handling estates, wills, etc. in Duval County. County Judges often have a much wider range of

duties in other counties. But, due to the population size of Duval County, court specialization has been possible. The County Judges also handle mental competency cases. In addition to their judicial duties they sell drivers' licenses, hunting and fishing licenses and marriage licenses.

Criminal Court of Record. There are three judges of this court, all elected countywide. The Criminal Court handles virtually all criminal violation cases with the exception of capital punishment crimes (death penalty) which are tried in the Circuit Court. All criminal cases of greater than 90 days sentence or \$500 fine and cases in which the defendant is not willing to waive a trial by jury in the Justice of the Peace Courts, are tried by the Criminal Court of Record. Almost all of their case load emanate from hearings held by the Justices of the Peace.

Circuit Court. There are 11 Circuit Court Judges elected from the Fourth Judicial Circuit which includes Clay and Nassau Counties in addition to Duval. Over 90% of the caseload comes from Duval County. The Circuit Court has trial jurisdiction over capital punishment crimes, appellate jurisdiction of cases tried in Justice of the Peace Courts and jurisdiction of civil cases. A heavy proportion of the court's workload concerns domestic relations (divorce and adoptions) cases.

Municipal Court. Municipal courts are not State Courts. They exist to enforce local municipal ordinances, the violations of which are misdemeanors. They are informal courts and generally try cases within a few days of the time the offense was committed. Penalties depend on the provisions of the City Charter. Jacksonville has a maximum penalty of 90 days and \$500 fine.

Jacksonville's Municipal Judge is elected. The other four municipalities appoint a Municipal Judge. A heavy percentage of cases tried in Municipal Courts involve traffic violations.

The Study Commission finds a need to streamline and simplify the court structure within the County. Complex administrative procedures, overlapping jurisdiction, uneven caseloads, all lead to public confusion and at times result in less than optimum return for the expenditure made.

The Study Commission recommends that a redefining of legal jurisdictions be effected, resulting in the creation of a two-tier court structure for the County. It is recommended that the top tier be a single Circuit Court with operating divisions. The Juvenile Judges, County Judges and Criminal Court Judges will become part of the Circuit Court. The Circuit Court will have a Probate Division, Criminal Division, Civil Division, Juvenile Division and Domestic Relations Division.

The lower court tier will be a Magistrates Court and will include the functions now performed by the Justices of the Peace, Small Claims Court and, those functions performed by the Municipal Judges. Trial jurisdiction in this court will be increased to include all misdemeanors. This Court will hold jury trials if demanded but otherwise will try cases without a jury.

Circuit Judges will continue to be elected for six-year terms, while Magistrate Judges will be elected for four-year terms. All candidates shall be required to be attorneys. Circuit Judges will run for office at large. Magistrate Judges will be allowed to reside anywhere in the County but must run in and be elected by district, with the exception of three Magistrate Judges who will run countywide and be based in the Courthouse primarily to handle small claims matters and traffic violations.

Circuit Court will be held in County Courthouse. Seven Magistrate Courts will be established in districts where branch courthouses will be necessary. Three Magistrates, elected at large primarily to handle small claims trials and traffic violations, plus the District Magistrate for the downtown district, will hold court in the county courthouse.

Administrative work for the various courts is handled in a variety of ways. The Circuit Court and Criminal Court have separately elected clerks: the Clerk of Circuit Court and the Clerk of Criminal Court. The Justices of the Peace, Juvenile, Small Claims and County Judges all have their own staffs in varying degrees. The Jacksonville Municipal Court is served by the elected City Recorder. All these varying administrative offices often develop differing operating rules and perform at varying degrees of efficiency. The Study Commission recommends that a single clerk's office handle the administrative duties of all Courts. The Clerk of the Circuit Court is a constitutional office and is elected. We recommend that this office serve all courts under the direction of a permanent presiding judge for each court structure, Circuit and Magistrate.

DISCUSSION OF RECOMMENDATIONS

It might be noted that the proposed Florida Constitution revision calls for a court structure similar to that recommended by the Study Commission. In addition, a majority of the Judges interviewed by the Study Commission favor an expanded Circuit Court. By making all the various courts divisions of the Circuit Court, complex, overlapping jurisdictional problems will be eliminated. More efficient docketing of trials will be possible and uniform administrative operating rules will result. The constant squabbles and jealousies over salaries of various court judges will be eliminated. The increased simplicity of the

court structure will make the judicial system more understandable to the public.

A somewhat controversial recommendation made by the Study Commission is the elimination of the Justices of the Peace as they are now known. The new Magistrates will actually be very similar to the Justices of the Peace: however, the requirement that candidates must be attorneys is an added qualification for office. Many of the Justices of the Peace have long records of dedicated service to the County and have unquestionably performed their jobs well. Hence, the abolishment of this office is not intended as a reflection on the integrity of the individuals now holding office. Major considerations in the Study Commission deliberations were 1) the existing nine Justice of the Peace Districts are extremely uneven in geographical area and population sizes and hence their caseloads vary widely. The revenues from fees vary according to caseload and run from \$85,000 in District 4 to \$6,000 and \$7,000 in Districts 3 and 8. District 4 contains 43% of the registered voters and about 40% of the total geographic area of the County. 2) The fee system is an outmoded, inefficient method of operation. One of the Justices of the Peace noted that he would probably get by with two less clerical helpers if he did not have to figure and bill the variety of fees. The Justices of the Peace are allowed up to \$12,000 earnings annually if their office can make that sum in fees, after expenses. Only five or six of the nine make the maximum. Those Districts not earning the maximum are less likely to attract candidates for office. Further, fees spent for office expenses are in effect coming out of the presiding Justice of the Peace's pocket, a factor which creates some awkward pressures.

Each Justice of the Peace does his own purchasing, undoubtedly at higher prices than could be obtained in larger quantity buying. In years past the State Auditor severely criticized many of the Justice of the Peace offices for careless accounting practices. There can be little question that the fee system and independent office operation encourage lack of uniformity, higher costs and inefficiency.

3) It is extremely difficult for the public to judge the capabilities of candidates for Justice of the Peace. Unlike other judgeships, where the Bar Association endorses candidates, the only qualification requirement for the office of Justice of the Peace is a residence requirement. The office is regarded as a minor elective post by the mass media and public and thus candidates receive little public exposure upon which the electorate can make a considered choice. Requirement of a law degree and increased legal jurisdiction will upgrade the office and result in greater safeguards to the public.

4) Lack of legal training constitutes a serious handicap in fulfilling the duties of a position based

on law enforcement. The Justices of the Peace state that their earnings are not sufficient to attract attorneys to the job. This is partly valid and a further reason why the Study Commission believes the fee system should be abandoned and the position upgraded. The Justices of the Peace also state since most of their decisions are common sense judgments, legal training is not a necessity. The chief function of the Justice of the Peace Courts is as Committing Magistrates to higher courts. This first step is most important and law enforcement agencies note that Justices of the Peace's lack of knowledge of technical procedural rules in drawing warrants, sometimes results in subsequent cases being dismissed by the higher courts due to improper arresting procedures. In 1965 the Justices of the Peace handled 41,202 cases; many people contact the Judicial System only through the Justice of the Peace Courts. Some of these courts are housed in less than adequate surroundings. The courts often operate very informally, and the public could, under certain circumstances, form the opinion that the entire judicial system is a haphazard affair. This image must be avoided. Almost all attorneys and judges note that Justices of the Peace sometimes take liberties interpreting and enforcing the law. Their motivation is good and based on a desire to expeditiously handle certain types of dispute. However, the Study Commission believes such discretion should be safeguarded by at least legal training requirements.

Thus, after very careful consideration, the Study Commission recommends that the office of Justice of the Peace be reconstituted in the duties of the Magistrates of the newly created Magistrate Courts.

It is recommended that Small Claims Courts be included in the first tier of Courts rather than elevated to Circuit Court status. The Small Claims Court is the kind of law court the people understand and operates to a certain extent on an informal basis. The Court is designed to expeditiously handle small financial claims without involved court and attorney costs, while retaining a judicial manner. In 1965 the Court handled some 8,700 cases. To handle so many cases the trial setting must be kept relatively informal. The Court's jurisdiction is now limited to cases involving less than \$600. Small Claims Courts' jurisdictions vary from area to area. Many of the cases tried by the Small Claims Court concern claims by small loan companies. It is suggested that the \$600 jurisdiction limit be lowered to cut down on the number of corporate filings which might better be handled in a more formal court setting. A \$500 limit seems warranted.

Two Magistrate Judges will run for office county-wide and will constitute the Small Claims Division of the Magistrate Courts. They will hold court in the main County Courthouse. Although these two judges will normally handle small claims matters, their ju-

jurisdiction will extend to all Magistrate Court matters, and they will be able to assist and relieve other Magistrate Judges. In turn, District Magistrate Judges will be able to assist and relieve them in small claims matters when necessary.

The Municipal Judge's function will be vested in the Magistrate Courts. It is recommended that the Magistrates try all misdemeanor cases, including County Municipal ordinances which will fall in this class of violation. Trial jurisdiction over misdemeanor cases will help relieve the current Criminal Court Judges' trial docket. The Criminal Court is now burdened with an excessive number of misdemeanor violations which might better be handled in a quicker and less formal setting. Both the Criminal Court Judges and the State's Attorney agree the Criminal Court Judges should be substantially relieved of the misdemeanor case burden.

The Study Commission considered at length whether Magistrate Judges should hold court in districts and whether they should be elected at large or by district. The consensus opinion of the Study Commission was that the District system has certain advantages for this type of court. The Magistrate Court will be a less formal type of court and will handle a large volume of traffic violations, nuisance complaints, misdemeanor crimes and pretrial hearings. The "neighborhood" court concept of the Justices of the Peace is a desirable one, and the Study Commission believes it should be continued in the Magistrate Courts. Magistrate Judges will run by District designation and be elected by District. Candidates will be permitted to reside anywhere in the County, to insure an ample number of qualified lawyer candidates. A district residence requirement might restrict applicants for office, since few attorneys might live in a particular district. Population, geographic area and crime rate should be considered in drawing district lines. The present Justice of the Peace Districts are not so drawn. Redistricting will be necessary. There will be seven district elected Magistrates.

Establishment of court facilities in districts for the Magistrate Judges offers the opportunity to establish small "branch courthouses." The various kinds of housing now utilized by the JP's for their deliberations are sometimes not conducive to a proper judicial atmosphere. Branch courthouses can be used for selling various kinds of licenses (hunting, fishing, occupational, drivers') as well as for selling auto tags and for collecting utility bills and traffic fines where court action is waived. They might be used as reporting centers and work areas for departmental field employees who perform work throughout the County and consequently need, from time to time, a convenient base of operations.

In addition to the seven Magistrates elected by district, three will run at-large, countywide. As noted

previously, two will serve primarily as Small Claims Judges; the third will serve primarily as a Traffic Judge. There has long been a need for a primary Traffic Court. Setting aside one Magistrate Court primarily for traffic violations will expedite the handling of these cases. Further, this court will separate traffic violators from more serious criminal offenders. Although the three Magistrates elected at-large will specialize in Small Claims and Traffic violations, their jurisdiction will be identical with other Magistrates, and they may, from time to time, be called upon to handle other matters within the Magistrate Court jurisdiction, as the caseload may warrant.

The Study Commission recommends that consideration be given to grandfathering existing Justices of the Peace for the Magistrates' positions. Those Justices of the Peace holding office at the time of the first election under the new charter should have the right to run for the seven Magistrate's positions, even though they are not attorneys. These existing Justices of the Peace who were elected would be gradually eliminated by attrition. All other candidates for these positions should have to meet the stiffer qualification requirements. Although none of the existing Justices of the Peace are lawyers, many of them have accumulated a number of years' experience as Justices of the Peace which has provided them with on-the-job legal training. The Study Commission feels this special proviso is a reasonable compromise which recognizes the dedication of the existing Justices of the Peace and at the same time would not materially affect the primary Study Commission recommendations for an up grading of the Magistrate's position.

The Study Commission recommendations will result in the elimination of the elective office of Clerk of the Criminal Court. This office now serves the three Criminal Court Judges. Actually, from the administrative end, there is no significant difference between operations of the Circuit Court and the Criminal Court. Therefore, it is impractical to elect two clerks for such similar work.

The Study Commission recommends the creation of an operating division of the Circuit Court in the creation of a Domestic Relations Division. Domestic Relations Courts are common elsewhere in the country, since domestic relations problems are continually increasing. The current eleven Circuit Judges hear close to 3,500 divorce proceedings per year. The adversary system, where opposing attorneys meet in pitched battle on the technicalities of the law, is not always the best suited medium for domestic relations disputes. What is needed is a more conciliatory approach with emphasis placed on finding a common ground of agreement or compromise, one which will not result in broken homes and abandoned children. To perform this task, the Domestic

Relations Division will need some investigative powers. The Circuit Judges now have this authority, but the State Welfare Board has never been funded to make such investigations and thus has been unable to serve the Courts in an investigatory capacity. We believe such service is necessary and recommend that funds be provided for appropriate background investigations, counseling and followups.

The Study Commission recommends that the County Judges be divested of their license collecting functions. Currently the County Judges sell drivers licenses, hunting & fishing licenses, occupational licenses and marriage licenses. The sale of licenses, with the exception of marriage licenses, is not a judicial function; it is an administrative duty which should be transferred to the duties of the Collection Division of the new Department of Finance. Only the issuance of marriage licenses should be retained as a judicial function. The duties of the County Judges Court should become part of the Circuit Court jurisdiction and the County Judges should become Circuit Judges. The County Judges are strongly in favor of this recommendation.

The Study Commission recommends, in a separate report on child welfare services, that the Juvenile Judges be divested of administrative functions dealing with dependent children. The purpose of this recommendation is to provide increased attention for dependent children, especially by separating dependent children from delinquent children. The Courts should be confined to purely judicial matters. Their workload is sufficient without particular judges being burdened with a host of administrative duties more appropriately located elsewhere.

With the addition of the present Juvenile Judges, Criminal Court Judges and County Judges to the Circuit Court bench, there will be eighteen Circuit Judges. This addition, together with the removal of some of the duties of these judges, as suggested above, will enable the future number of Circuit Court Judges to be held to fifteen. We recommend that this reduction take place by attrition as judges retire, resign or pass away.

The salaries of all judges should be adequate to compensate for the work expected. We recommend a salary structure for the courts and clerk as follows:

1. Circuit Judges—not less than \$25,000 a year.
2. Magistrates—not less than \$17,000 a year.
3. Clerk of the Courts—not less than \$22,500 a year.

There should be no county supplements for Circuit Judges, and the entire expense of the Circuit Judges should be borne by the State, including their salaries, their secretaries' salaries and the cost of all office supplies. Their secretaries should be on the State rather than the County, Merit System, since they serve more than one county.

The Study Commission recommends that the two Court Layers, Circuit and Magistrate, each designate a Presiding Judge for an extended term of service. The Presiding Judges will have the responsibility of overseeing administrative matters concerning their respective court levels. It will be necessary for the Presiding Judges to be relieved from some of their judicial workload in order to compensate for the time spent in administrative duties. By making specific Judges responsible for administrative functions, greater efficiency should be obtained. The other judges will be totally relieved of this burden and consequently will have more time for purely judicial matters.

SUMMARY OF RECOMMENDATIONS

1. Create a two-tier Court structure—Circuit Court and Magistrate Court.
2. The Juvenile Court, The Criminal Court of Record and the County Judges Court will be abolished and made a part of the Circuit Court. The Circuit Court will have operating divisions: Civil, Probate, Criminal, Domestic Relations, Juvenile.
3. The elected Clerk of the Circuit Court will serve all Courts.
4. The Magistrates Court will replace the Justices of Peace and will include the duties of Municipal Courts and Small Claims Courts. The Magistrates Court will try all misdemeanor cases and civil cases under \$500.
5. There will be 15 Circuit Judges (reduced from 18). The reduction will take place by attrition. The Magistrates Court will have 10 Judges—seven elected by District and three at-large. The Three elected at-large will primarily handle Small Claims and Traffic violation cases.
6. Circuit Judges will serve six-year terms. Magistrate Judges will serve four-year terms. All judgeship candidates, both Circuit and Magistrate, must be lawyers.
7. The Circuit Judges and Magistrate Judges will each elect a presiding Judge to serve an extended term, handling all administrative matters of the respective courts. The Presiding Judges will be relieved of some of their judicial caseload to compensate for the time spent in administrative matters.
8. License selling functions of the County Judges will be handled by Department of Finance in the new government.
9. Dependent child care will be transferred from the Juvenile Judges to the Department of Health and Welfare.

STATE'S ATTORNEY OFFICE

The County Solicitor's office was recently consolidated into the State's Attorney office, and unification seems to be working well. When the offices operated separately the State's Attorney and his four assistants, plus a secretary, were financed by state funds. The County Solicitor's office was completely financed by local taxation. In the combined office this financial dichotomy has been continued. But, as the State's Attorney puts it, "from an administrative standpoint this can sometimes create absurd situations." For instance the State's Attorney and his four assistants are expected to keep accurate records of all office supplies they use and share, as the phone, etc. since these are paid for by state funds, whereas the other eleven assistants in the office, who are doing virtually identical work, are financed solely through local funds. The function of the State's Attorney office, even in its combined status with the County Solicitor's office, is still a state function and should be wholly financed from state funds.

The present formula for distribution of state funds to State's Attorney office is prejudicial to urban counties. In smaller counties the State's Attorney is often a part time employee. His state funds fully pay for his operations. In urban counties, such as Duval, the functions of the State's Attorney office become a rather sizable operation. In Duval there are, in addition to the State's Attorney, fifteen assistant attorneys, five investigators and thirteen clerical employees.

The State's Attorney office serves the 4th Judicial District, which includes Nassau and Clay Counties as well as Duval. The State's Attorney has one assistant in each of these counties whose base salary is paid from state funds (\$9,000 in state funds, \$2,000 from county supplements, of which only about \$150 is contributed by Clay and Nassau Counties. The remainder of the County's supplement comes from Duval County taxpayers). Although the workload for Clay and Nassau Counties is relatively small, (10% combined) the financial contribution from Clay and Nassau is not in proportion to the share of work performed on their behalf. This tax inequity again points up the need for full state support. Florida has traditionally returned less state revenues to local government than other states. Secondly, Florida severely restricts the tax sources available to local governments (almost exclusively ad valorem). These two factors make it imperative that the State fully fund those activities which are directly state functions. The State's Attorney office is a very necessary part of the state judicial system. The old administrative break-down between the State's Attorney office and the County Solicitor's office was a fictitious

basis for determining state financial support. The County Solicitor's office performed most of its work for the Criminal Court of Record, which is also a state court. Most counties do not have a Criminal Court of Record, but it was found necessary to have one in Duval County primarily due to the size and scope of the judicial operations. Thus, to begin with, the County Solicitor's office should have been totally funded by the State.

Since consolidation of the County Solicitor's office and the State's Attorney office, the State's Attorney has been required to serve full time. However, prior to that time there was no legal requirement that he serve full time, although the incumbent did so because of a political commitment made some thirty years ago when he was first elected to the office. The law still permits the Assistant State Attorneys to continue their private practice in addition to their public service. The Commission feels that part time practice should be discontinued. The part time provision was designed primarily for small counties which could not justify a full time, qualified attorney. Obviously, with some fifteen Assistant State's Attorneys, part time, there is ample justification for full time service in Duval County. Experience across the nation, in federal, state and local public legal offices has demonstrated that requirement of full time employment is not a detriment to obtaining highly qualified legal personnel. The Commission believes that a requirement that the Assistant State's Attorneys serve full time, making salaries commensurate with their duties, would encourage a career service which would result in lower personnel turnover and would eventually upgrade the professionalism of the State's Attorney office. Further, such steps would eliminate any possibility of a conflict of interest arising between a State's Attorney public practice and his private practice. State's Attorney salaries for part time assistants in Duval now range from \$16,000 each for two Chief Assistants down to a low \$7,500 for a new employee just out of law school. A full time requirement should have the effect of reducing the number of Assistant State's Attorneys needed which will free revenues for increasing salaries commensurate with the full time employment criteria.

Non professional employees of the State's Attorney office should all be subject to a formal civil service program. The Commission recommends that all clerical and investigatory personnel of the office be placed under the State Merit System. This will not only provide the basis for assuring a professionalized staff, but will also expand career opportunities and job tenure for employees of the office.

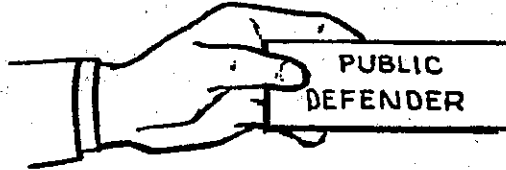
SUMMARY OF RECOMMENDATIONS

1. Provide a more equitable basis of state financial assistance.
2. Require Assistant State's Attorneys to serve

full time for salaries commensurate with duties.

3. Require all non-attorney employees in the State's Attorney office to be part of the State Merit System.

PUBLIC DEFENDER'S OFFICE



HISTORY

The creation of the Public Defender's office is very recent. It grew out of the U. S. Supreme Court decision known as the Gideon case, which in essence stated that everyone tried for a criminal offense is entitled to legal defense. Prior to the Gideon decision, the Courts normally requested private attorneys to defend indigents when they specifically requested legal assistance. The attorneys did this as a public service and without charge to the public tax coffers. The Gideon decision made it apparent that a more formal basis of providing legal assistance to financial indigents was necessary. Thus, in Florida as well as elsewhere in the country, a large number of Public Defender offices have been created. Some areas had provided this service for many years, but they were by far in the minority. Operation of this agency is so relatively new that the Commission had little upon which to base its observations. However, in keeping with our constant alarms of the need to hold tax expenditures to a minimum, it should be noted that this is a new public service, as far as Duval County is concerned, and that even in its infancy its cost of operation has sharply increased.

POTENTIAL GROWTH

The Commission's interview with the incumbent Public Defender revealed that apparently a good deal more growth is in sight for the agency via anticipated expansion of the office's jurisdiction. It is noted that in the future legal assistance for financial indigents may be necessary in misdemeanor cases; that is, they may serve the Justice of the Peace courts. Any extension of service such as this would greatly increase the cost of operation of the office. Misdemeanor crimes and matters handled before the JP courts, although relatively unimportant in terms of criminal severity, are very high in volume. We believe that the function of the Public Defender's

office is a desirable one, however, we are reluctant to see the entire burden of legal defense for indigents transferred from the private sector (done by private attorneys at no charge to the public coffers) to the public sector at a direct cost to the taxpayer. Court appointment of attorneys to provide legal assistance for indigents has a long-standing tradition in the profession which we believe has helped to broaden the perspective of the legal profession and occasionally expose lawyers to areas outside their specific specialization and clientele. At the discretion of the Courts, court appointed attorneys for financial indigents should be permitted in the future, if attorneys are willing to continue this public service contribution.

The Public Defender and his legal assistants are considered part-time employees; they carry on private law practices while continuing their public duties. The Study Commission recommends that the Public Defender and his staff be placed on a full time basis. Experience throughout the nation demonstrates that a full-time employment requirement for public legal personnel results in the attraction of high caliber personnel on a career basis. Full-time employment precludes any possibility of a conflict of interest between public duties and private practice.

NEED FOR STATE SUPPORT

The Commission believes a more equitable formula for distribution of State funds should be established. The State of Florida provides only a limited amount of financial assistance to the local Public Defender's office in the form of salary supplements. The present formula is relatively chaotic and works to the disadvantage of larger counties, which are the very places charged with responsibility of high crime rates, more indigent criminals and thus the need for more public defender service.

The Public Defender's office is clearly a state function. It is a function that is a necessity to dis-

pensing justice properly through the state judicial system. The Commission strongly recommends complete state financial support of the Public Defender's office.

The present basis of State support also results in personnel problems in that it pays the salary of one secretary in the Public Defender's office, who is thus under the State Merit System and its salary range, while two other secretaries in the office, doing almost identical work, are paid from local tax funds and are under no civil service system. This type of inconsistency, more or less encouraged by state law, could conceivably result in some serious administrative headaches and employee morale problems. The Commission recommends that all clerical and investigatory personnel in the Public Defender's office be placed under the State Merit System. The intent of a merit system is to provide a professionalized public service with protection for both the government and the employee. The Public Defender's function is a state service, and even if the inequitable basis of

financing the office is continued there is no justification for not including all non-professional employees of the office under the State Merit System.

SUMMARY OF RECOMMENDATIONS

1. Permit continued volunteer service and court-appointed attorneys in private practice to help share the work load of the Public Defender's function.
2. Encourage a career service by requiring Public Defender and his attorney assistants to be full time employees with salaries commensurate with their duties.
3. Provide a more equitable basis of distribution of State funds.
4. Require all non-professional personnel to be members of the State Merit System.

PROBATION AND PAROLE



The Duval County Probation and Parole Office was established by the 1939 session of the Florida Legislature under a population act affecting counties of certain size or having Criminal Courts of Record. In 1941 the Florida Legislature created the Florida Probation and Parole Commission to serve the entire State; however, the Legislature allowed previously existing County Probation and Parole Officers to be retained at local discretion.

Today, only Dade and Duval Counties still retain their own Probation and Parole Offices. A major disadvantage of such an arrangement is that these offices are financed solely by local support, whereas the State Commission is financed at the state level. Jurisdiction also poses a problem. The County agency is restricted to activity in Duval County. If a probationer moves to another county, he is no longer under active probation supervision, which he would be if he were under supervision of the State Commission. In addition, there is evidence that the

State Commission provides a higher degree of service and manpower in urban areas than the County agency. Case loads of the Duval Probation and Parole Commission are so high the time the office can devote to pre-sentence investigations is limited. Pre-sentence investigations provide vital information to assist judges.

The Duval County Probation and Parole Office serves the three-judge Criminal Court of Record. The Criminal Court of Record handles most criminal offenses, but does not have jurisdiction over capital punishment crimes, which are tried by the Circuit Court. The State Commission services the Circuit Court, even in Duval County, and maintains a local office in the Duval County Courthouse. This office serves the Fourth Judicial Circuit which includes Duval, Nassau and Clay counties. The State Commission handles all work for Nassau and Clay and most of the parole work for state institutions for Duval residents; the Duval County Probation and Parole office is primarily a probation office.

All three of the County Probation and Parole Officers previously worked for the State Probation and Parole Commission. In the past county salaries have been slightly higher than State salaries, but if the recommended salary schedule, in the recent state-wide salary survey for the Florida Cabinet, is adopted this salary inequity will be remedied. Appointments to the County office are by the Governor. The State Commission has its own personnel system; candidates must have at least a college bachelors degree and two years state residence.

The Study Commission recommends that the County Probation and Parole office be amalgamated into the State Probation and Parole Commission. Such an amalgamation will result in direct savings by eliminating local expenditures for state service. This is a state function and should be totally financed from state funds. In addition, better service

should be provided through increased staff and statewide jurisdiction.

It might be noted that the County Probation and Parole office is currently operating an Indigent Bail Bond Program on a research basis. The State Commission also provides this service in other areas of the state and the program can be continued under the transfer. Inquiry of the State Commission indicates that arrangements can be made to have the State Probation and Parole Commission incorporate the existing County employees into the State service without reduction in salaries. There is every indication that the amalgamation will ultimately mean higher salaries and increased promotional opportunities for the existing county agency employees. (See following letter from Chairman of the Florida Probation and Parole Commission.)

COMMISSIONERS
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EXECUTIVE SECRETARY

FLORIDA PROBATION AND PAROLE COMMISSION

ROOM 235 DOYLE E. CARLTON BUILDING
TALLAHASSEE

September 7, 1966

Mr. L. A. Hester
Executive Director
Local Government Study
Commission of Duval County
910 American Heritage Building
Jacksonville, Florida 32202

Dear Mr. Hester:

With appreciation I acknowledge your inquiry of August 30, 1966 and trust the following information will cover the inquiries raised by you.

Based on preliminary steps taken by the Dade County Legislative Delegation during the 1965 session of the Legislature, plans are now being finalized by members of the Dade County Delegation for the incorporation of the Probation Office for the Criminal Court, Dade County (the only one in the State similar to the Duval County Probation Office), into the uniform state-wide system now being administered by the Florida Probation and Parole Commission.

Under the proposed plans, Dade County will not be required to furnish any funds since the general population of Dade County contributes to the General Revenue Fund, the source of revenue for the operation of the Florida Probation and Parole Commission. The Dade County officials will merely furnish office space and turn over to us all existing office equipment now in use by the probation unit.

The trust funds of which you inquired are actually holdovers from the past when some of the larger counties back in 1939 and 1941, realizing the far reaching benefits of a unified state-wide probation and parole system, elected to incorporate into the system administered by the Florida Probation and Parole Commission and the trust funds were designed to make available additional staff to serve the counties with special Courts of Records. The trust funds now provided by Broward and Palm Beach Counties are deposited with the Treasurer of the State of Florida and administered under the same budgetary policies as the General Revenue Funds are administered under the budgetary policies of the State Cabinet functioning as the State Budget Commission.

Preliminary plans are now being made for the total elimination of any trust fund contributions for the financial support of the Florida Probation and Parole Commission as the citizens of those counties now contributing to the trust funds are seemingly being taxed double for their probation services as they are also required to contribute, through taxation, to the General Revenue Fund.

You may be assured that Duval County would not be asked or required by this Commission to contribute from any local sources into any type of trust fund should Duval County elect to incorporate themselves into the state-wide system now being administered by the Florida Probation and Parole Commission. We believe that the benefits of a unified state-wide probation and parole system would be of value to the Criminal Court for Duval County, as well as the entire judicial system by providing more comprehensive investigative and supervisory services.

Realizing (that if a county probation system elects to incorporate with the State system) there are employees in such county systems with valuable years of their lives invested in and dedicated to the profession and endowed with a wealth of invaluable experience, the Florida Probation and Parole Commission would definitely recommend and honor a grandfather clause to add to its staff each of those persons now employed with the Duval County Probation System if your recommendation is favorable and Duval County elects to incorporate into our state-wide system. Also, as you may know, such employees would not lose any accumulated retirement benefits. The grandfather clause could be designed to fully protect each and every one of those persons now employed in the Duval County Probation System insofar as current salary levels to be retained and integrated into the promotional line commensurate with experience and demonstrated ability. The Dade County Legislative Delegation has already received such assurance from this Commission.

The indigent bail bond release program is being administered by the Florida Probation and Parole Commission in other areas of the State and the Commission would be prepared to handle this program in Duval County also, and this program could be expanded to give more effective coverage to those persons who have not lived in Duval County and whose general qualifications for release under this program cannot be personally checked under the present county system.

This Commission believes that the advantages of a unified state-wide probation and parole system, which is also tied into a nation-wide network known as the Interstate Compact through which accurate information can be obtained from every segment of the fifty states, far outweighs the limited scope of local or county systems which can only get meager information outside its own borders and cannot furnish necessary supervision outside the particular county.

Please be assured of our desire to work with the Local Study Commission in Duval County in any way possible on this project, and I trust you will not hesitate to call on us again if you need any information available from this source.

Mr. Otha R. Smith, our District Supervisor for your judicial circuit with offices there in Jacksonville, also stands ready to help you in any way possible and will be happy to devote as much time as possible in working with you.

Sincerely,

Roy W. Russell

RWR:ctc

cc: Mr. Otha R. Smith, Jr.

PIN-POINTING RESPONSIBILITY

Not only has our local government structure been split between county and municipalities; it has been further fractionalized by the creation of a host of independent policy-making bodies. In most instances the membership of the independent boards, authorities and districts has been appointive.

The Study Commission found that an excessive number of separate entities has diffused lines of authority and weakened the ability of the electorate to pinpoint responsibility. Fractionalization of governmental entities fosters lack of overall coordination in governmental programs. It often leads to higher costs and inefficiency through duplication and loss of economy of scale savings.

To make the local governmental structure more cohesive and to more clearly delineate the lines of authority and responsibility, the Study Commission recommends the abolition or reconstitution of certain bodies, as follows:

Restructured into new government:

- County Budget Commission
- Jacksonville City Council
- Jacksonville City Commission
- Jacksonville Beach City Council
- Neptune Beach City Council
- Atlantic Beach City Commission
- Baldwin City Commission
- Duval County Commission

Abolished and functions transferred to Health Department:

- County Air Improvement Authority
- Northeast Duval Mosquito Control District
- East Duval Mosquito Control District

Abolished and Hospital placed under Duval Medical Center:

- Beaches Hospital District

Reconstituted in Juvenile Shelter Advisory Board:

- County Board of Visitors
- County Parental Home Board

Changed to advisory bodies:

- Jacksonville Library Trustees
- Jacksonville Recreation Board
- Duval Hospital Authority

Changed to single Civil Service Appeals Board with reconstituted function:

- County Civil Service Board
- Jacksonville Civil Service Board

The following independent policy-setting entities will be retained in the new government:

- Council — elected
- School Board — elected
- Jacksonville-Duval Area Planning Board
- Port Authority
- Expressway Authority
- Public Housing Authority
- Electric Authority

Thus the number of independent policy-making entities will be reduced from 25 to 7. The new government will have the following built in provisions to assure coordination and close cooperation between all local government entities.

1. All independent policy board members (except School Board which is elected) will be appointed by the elected Mayor, subject to confirmation of the elected Council.
2. The elected Council will have final budget approval authority over all budgets.
3. All local government bodies will utilize the Finance Department and Central Service Department facilities of the main government to assure economies of scale and increased professionalism in housekeeping functions. They will also utilize the facilities of the Planning Board.

These provisions will assure local control, will assure fiscal coordination and will cut down on waste and inefficiency brought about by duplications of effort and loss of economy of scale savings.

Presently, the Governor makes appointments to the Port Authority, Expressway Authority and Planning Board. It is recommended that under the new government these appointments be made locally by the elected Mayor and confirmed by the Council. (The Expressway Authority will continue to have three of its five members appointed by the Governor; the remaining two will be appointed by the Mayor. At present, the State Road Board is under the Governor and thus maximum provision should be made to assure a close working relationship between the State Road Board and the Expressway Authority. Splitting the appointments will help assure this close working relationship.)

SHORTENING THE BALLOT

In order to make the voters choice more meaningful the Study Commission has recommended the elimination of a number of elective offices. This was done to help facilitate the pinpointing of responsibility. In reducing the number of elected offices the Study Commission has followed the widely recognized policy which assumes that those positions which require a high degree of professional competence, but involve only limited discretionary policy formulation responsibility, should be appointive rather than elective.

The following elective positions have been eliminated completely or changed to appointive positions:

Duval County

Tax Assessor—appointive—Operating Division of Department of Finance.

Tax Collector—appointive—Operating Division of Department of Finance.

Supervisor of Registration—appointive—operating Division of Department of Central Services.

Civil Service Board (5 members) eliminated. Duties assigned to Personnel Div. in Dept. of Central Services. Appointive Civil Service Appeals Board created.

Budget Commission (5 members) abolished. Duties vested in elected 21 member Council.

Constables (9) — abolished — duties assigned to Public Safety Department under Director.

Sheriff—Changed to appointive—to be Director of the Department of Public Safety.

County Commission—abolished.

East Duval Mosquito Control District (3) and Northeast Duval Mosquito Control District (3). Abolished—function assigned to Health Dept.

Justices of the Peace—reconstituted as elective Magistrate Judges. Qualifications upgraded—must be attorneys.

Clerk of Criminal Court — abolished — duties assigned to elected Clerk of Circuit Court. Criminal Court Judges become Circuit Court Judges.

Jacksonville

Tax Assessor—abolished duties assigned to operating division of Department of Finance.

Treasurer—abolished duties assigned to operating division of Department of Finance.

Recorder—Appointed by Council.

Municipal Judge—abolished—duties part of Magistrate Court's responsibility.

City Council (9)—abolished—reconstituted in 21 member countywide Council elected by Districts.

City Commission—abolished.

Jacksonville Beach

City Clerk—abolished—most duties assigned to Department of Finance.

Mayor & Council (6)—abolished—reconstituted in countywide Council and Mayor.

Neptune Beach

Mayor & Council (6)—abolished—reconstituted in Countywide Council and Mayor.

Atlantic Beach

Mayor & Commission (4)—abolished and reconstituted in countywide Council and Mayor.

Baldwin

Mayor & Commission (5)—abolished and reconstituted in countywide Council and Mayor.

There are currently a total of 133 elective positions in Duval County and its municipalities (see exhibit). A voter living in Jacksonville must make 85 elective choices. Other municipal residents must make from 75 to 78 choices. Voters living in unincorporated areas must make a minimum of 67 choices. Under the new government structure each voter countywide will make three major elective choices: Councilman, Mayor, School Board Member. Each voter will select four Magistrates. In addition to these essentially local government offices the electorate will choose 18 state judicial officials and 15 members of the State Legislature. District elections for the Council, School Board and Magistrates Court will keep the government close to the people and at the same time will insure a government that can provide for the best interests of the entire county.

Elimination of the present complex, cumbersome "long ballot" will facilitate voter understanding and make voter choices more meaningful. A reduction in elective offices and the implementation of District elections should encourage better qualified candidates to seek office and facilitate greater public exposure of candidates' views through public forums and the mass media. At the same time the elimination of the election of officials whose positions require precise professional training should, in the long run, result in greater professionalism and a sounder and more effective administration of governmental affairs.

EXHIBIT

PRESENT COUNTY ELECTED OFFICIALS
JUDICIAL

- 11 Circuit Judges
- 3 Criminal Judges
- 2 Juvenile Judges
- 2 County Judges
- 2 Small Claims Judges
- 9 Justices of the Peace (Elected by District)
- 1 Clerk of the Circuit Court
- 1 Clerk of the Criminal Court
- 1 State's Attorney
- 1 Public Defender

LEGISLATIVE

- 15 Legislative Delegation Members
- 5 County Commission Members
- 5 Budget Commission Members
- 7 School Board Members

ADMINISTRATIVE

- 5 Civil Service Board Members
 - 1 Tax Assessor
 - 1 Tax Collector
 - 1 Supervisor of Registration
 - 1 Sheriff
 - 9 Constables (Elected by District)
 - 3 Northeast Mosquito Control District Members (Districts)
 - 3 East Duval Mosquito Control District Members (Districts)
- Total 89 (24 by District)

PRESENT MUNICIPAL OFFICIALS

JACKSONVILLE

- 9 Council Members
 - Mayor and 4 Commissioner Members
 - Tax Assessor
 - Treasurer
 - Recorder
 - Municipal Judge
- Total 18

JACKSONVILLE BEACH

- Mayor and 6 Councilmen
 - City Clerk
- Total 8

NEPTUNE BEACH

- Mayor and 6 Councilmen
- Total 7

ATLANTIC BEACH

- Mayor and 4 Commissioners
- Total 5

BALDWIN

- Mayor and 5 Commissioners
- Total 6
- Grand Total 133

ELECTED OFFICIALS—NEW GOVERNMENT
JUDICIAL

- 15 Circuit Judges — elected at large — 6 year terms
- 10 Magistrates—7 elected by District—3 elected at-large—4 year term
- 1 Clerk of Circuit Court—4-year term
- 1 State's Attorney—4-year term
- 1 Public Defender—4-year term

LEGISLATIVE

- Council
- 21 Councilmen elected by District—4-year term

EXECUTIVE

- Mayor—4-year term

SCHOOL BOARD

- 7 members—elected by District 4-year terms

LEGISLATIVE DELEGATION

- 15 members-elected at large
 - Senators—4 year terms
 - Representatives—2 year terms
- Total 72 (35 by District)

DISTRICTING

A primary concern of the Study Commission is to increase citizen interest, understanding and participation in local government processes. Increased size often leads to an impersonalizing effect which the Study Commission does not believe desirable in a democratic form of government. The greatest defect of the impersonal government is the public's inevitable ignorance of the responsibilities of each elected official. The Study Commission believes that the greater the ability of the electorate to pinpoint responsibility, the greater will be the responsiveness of the local government to the people.

The ideal implied in the Lincoln phrase "Government of the people, by the people, for the people" is not easily attained. The increasing complexity of modern-day governmental processes has tended to diminish the role of citizens in their government through lack of understanding and ineffectual means of access. The Study Commission believes that a reduction in total number of elective choices, or rather, a limitation of these choices to the most clearly significant, will increase electorate control over our local government. A large electorate, electing a multitude of officers, among whom the allocation of responsibilities is not clear, inevitably leads to public confusion, apathy and loss of effective electorate expression; it encourages "machine" politics.

Local government in Duval County is a casebook example of the deterioration of effective electorate control. All County elections are countywide, with the exception of the selection of Justice of the Peace, Constables and Mosquito Control District Board members. The individual voter must make 67 different choices of County officeholders on very fragmentary information. The cost of running a countywide election is enormous. Even minimal billboards, newspaper advertising and television time runs into thousands of dollars—amounts far greater than the majority of offices pay in annual salaries. The pressure to raise campaign funds provides a fertile field for special interest groups and favor seekers. The high cost often discourages potential qualified candidates from running for office. It exaggerates the value of being an incumbent whose name is known at least to some degree.

Low voter turnouts, which are commonplace in Duval and Jacksonville elections, must in part be attributed to voter apathy. In the last ten years, only four out of over a hundred local elections have attracted more than half of the potentially eligible voters to the polls. Even among those registered to vote, the turnout is generally low. In one fourth of the elections, less than 20% of the registered voters go to the polls. Purely local elections invariably have

low voter turnouts. In the past it has generally taken a presidential election to attract a good voter turnout locally. Events of recent years such as discredited schools, rapidly rising taxes and stunning grand jury revelations of outright corruption, plus numerous other problem areas, certainly show that voter apathy was unwarranted. Low voter turnouts even further heighten the effectiveness of special interest groups at the polls.

Countywide and citywide elections have sometimes resulted in a clustering of officeholders from particular areas and particular ethnic groups. Thus some areas of the County feel they are without representation. Individual ethnic groups feel they have no chance whatsoever to elect officeholders. District elections will assure equal representation for all parts of the County and will give particular population groupings a greater voice in the local government.

Members of three important bodies will be elected by district: Council, School Board, Magistrates. Council districts will be about 25,000 in size. Non-white population forms a majority in four of the proposed Council districts. School Board and Magistrates Districts, made up of three Council Districts, will be about 75,000 in size. One of the seven Magistrate and School Board Districts has non-white population majority.

The districts were drawn on the basis of federal Census Tracts. The Jacksonville-Duval Area Planning Board makes the following observation in one of their reports:

Perhaps the most useful unit for data collection and analysis purpose is the Census Tract. Census tracts are small, relatively permanently established, geographical areas into which large central cities and their surrounding urban and urban-related lands have been divided for statistical purposes. Census Tracts remain the same for a long period of time. In this way statistical comparisons can be made from year to year and from census to census. Many kinds of statistics from the population and housing censuses are published by the Bureau of Census on a Census Tract Basis.

Census Tracts are designed to incorporate four major characteristics:

1. Homogeneity of socio-economic population characteristics.
2. Relatively uniform population size.
3. Compact geographic shape.
4. Clear and permanent boundaries.

EXHIBIT

COUNCIL DISTRICTS—CENSUS TRACTS POPULATION—1964

Dist. No.	Census Tract No.	Population	Square Miles	Dist. No.	Census Tract No.	Population	Square Miles	
1.	128	5,900	1.81	11.	27	10,403	2.61	
	129	4,750	.45		28	11,811	2.26	
	135	5,046	11.48					
	136	2,717	7.70				22,214	4.87
	137	3,788	111.09					
		22,181	132.53					
2.	119	4,258	16.17	12.	112	5,001	.75	
	120	5,169	1.81		113	3,359	.90	
	125	3,590	.75		114	4,590	.75	
	126	5,646	.75		115	6,236	1.35	
	127	5,431	7.09		116	5,171	1.05	
			24,094		26.57			24,357	4.80
3.	25	9,195	1.16	13.	26	8,710	1.45	
	122	6,813	1.81		117	2,860	6.18	
	123	4,774	.90		118	5,704	3.78	
	124	5,085	.75		121	4,815	2.40	
			25,667		4.62			22,089	13.81
4.	24	1,683	.45	14.	107	3,350	1.35	
	130	3,598	1.05		108	5,562	1.05	
	131	3,642	1.20		109	3,320	1.81	
	132	4,768	4.82		110	5,430	1.35	
	133	3,440	3.01		111	4,576	.90	
	134	6,811	3.01				22,238	6.46
			23,942		13.54			
5.	20	6,952	.61	15.	101	3,463	85.20	
	21	7,420	.93		102	6,548	12.68	
	22	7,616	1.03		103	2,918	50.92	
	23	2,651	.48		104	5,997	3.01	
			24,639		3.05	105	3,109	30.37
				106	4,030	50.31		
						26,063	232.49	
6.	5	6,652	.87	16.	147	2,656	3.01	
	8	3,063	.87		149	5,835	2.26	
	9	1,301	.29		150	5,990	2.26	
	10	6,181	.61		151	4,290	.75	
	19	4,853	.58		152	4,345	.45	
			22,050		3.02	154	3,620	.75
								26,736	9.48
7.	11	5,965	.38	17.	138	4,966	3.92	
	16	8,041	.42		139	5,336	7.55	
	17	6,998	.29		140	3,228	2.26	
	18	3,670	.38		143	4,354	30.07	
			24,674		1.47	145	3,457	2.42
				146	3,259	6.03		
						24,600	52.25	
8.	2	5,968	2.52	18.	141	8,060	2.26	
	3	5,262	.87		142	4,477	4.67	
	4	7,474	1.00		144	4,307	74.20	
	12	6,686	.58		159	4,943	9.21	
		25,390	4.97		160	3,791	1.81	
						25,578	92.15	
9.	1	8,282	3.03	19.	163	3,814	1.35	
	13	7,244	.83		164	6,729	1.35	
	14	6,765	1.74		165	5,055	1.51	
		22,291	5.60		166	4,475	5.28	
10.	15	9,756	.80		167	2,221	12.85	
	29	13,068	1.06		168	3,357	156.75	
			22,824		1.86			25,651	179.09

EXHIBIT

SCHOOL BOARD AND MAGISTRATE DISTRICTS

Dist. No.	Census Tract No.	Population	Square Miles
20.	6	7,177	1.38
	7	4,535	.93
	157	4,213	1.81
	161	5,516	1.81
	162	3,677	.75
		25,118	6.68
21.	148	3,360	.75
	153	4,250	.45
	155	5,510	1.81
	156	3,861	1.05
	158	7,792	3.48
		24,773	7.54

Dist. No.	Council Districts	Est'd 1964 Population	% of Total	Based on 1960 Census, % of Non-white	Square Miles
1.	1, 2, 3	71,942	14.1%	3.5%	163.72
2.	4, 5, 6	70,631	13.9%	15.5%	19.61
3.	7, 8, 9	72,355	14.2%	42.5%	12.04
4.	10, 11, 12	69,395	13.6%	76.7%	11.53
5.	13, 14, 15	70,390	13.8%	9.4%	252.76
6.	16, 17, 18	76,914	15.1%	5.7%	153.88
7.	19, 20, 21	75,944	14.8%	7.2%	193.31

APPENDIX

PERIMETER DESCRIPTION OF COUNCIL DISTRICTS

(Starting at NW corner and reading to the East)
Description—population and % to Duval population

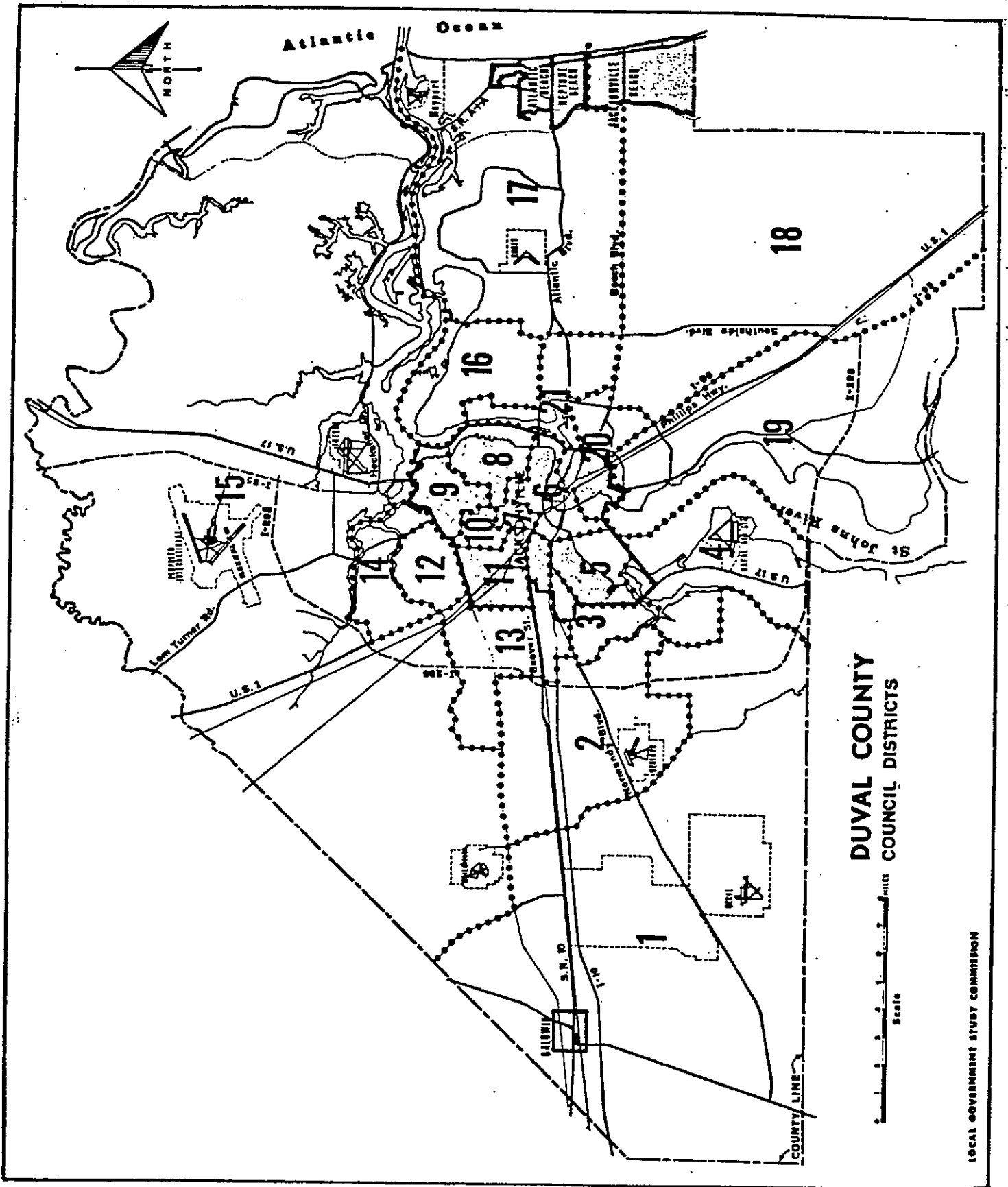
- (SW Duval, mostly rural including Baldwin, Cecil Field, etc.) (22,181—4.37%) Otis Road (State Hwy 119), A.C.L. RR, McGirts Creek, Jacksonville Heights Rd., Ricker Rd., Old Middleburg Rd., Wilson Blvd., Jammes Rd., Harlow Blvd., Blanding Blvd., 118th St., 118th St. extended, Ortega River, County Line (Clay) County Line (Baker) County Line, (Nassau).
- (SW Duval) (24,094—4.75%) ACL RR, Picketville Rd., U. S. 90., Denard St., Interstate 10, Lane Ave., Normandy Blvd., (State Hwy 228), Cedar River, Butcher Pen Creek, Blanding Blvd., Harlow Blvd., Jammes Rd., Wilson Blvd., Old Middleburg Rd., Ricker Rd., Jacksonville Heights Rd., McGirts Creek.
- (SW Jacksonville) (25,667—5.06%) Normandy Blvd., (State Hwy 228), City limits, ACL RR, ACL RR., City limits, Ortega River, Cedar River.
- (Ortega) (23,942)—4.75%) Butcher Pen Creek, Cedar River, Ortega River, St. Johns River, County Line (Clay), Ortega River, 118th St. extended, 118th St., Blanding Boulevard.
- (Riverside) (24,639—4.85%) Expressway, Margaret Street, St. Johns River, Ortega River, City limits.
- (Downtown) (22,050—4.34%) Expressway, ACL RR., Acosta Bridge, Broad Street, Bay St., Jefferson St., Church St., Pearl St., Hogans Creek, First St., SAL RR, Hogans Creek, St. Johns River, unnamed creek, Reed, Colorado Ave., Alamo St., Alamo

Square Miles	
High	232.49
Low	1.47
Median	6.69
Population	
High	26,736
Low	22,050
Median	24,600
Total Population	507,169
Total Square Miles	806.85

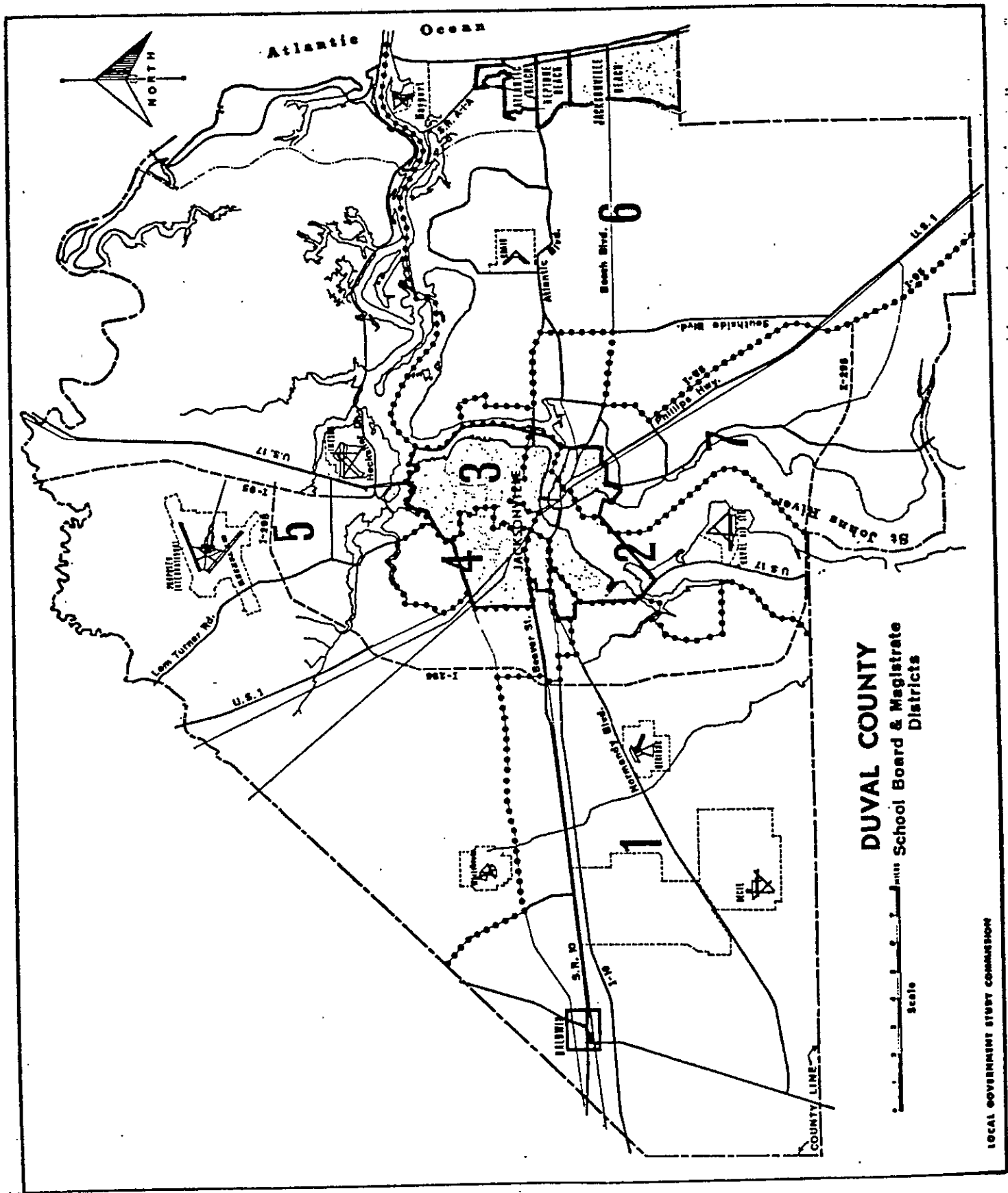
There are 97 census tracts in Duval County: 29 inside Jacksonville and 68 outside. These tracts form the basis of all recommended districts. By the use of census tracts reapportionment will be facilitated, when needed. The permanency of census tracts will make population comparisons easier. The County Charter will provide for mandatory reapportionment every ten years or sooner, if found necessary by the Council, due to population growth or population redistribution.

EXHIBIT

Dist. No.	1964 Est'd Population	% of County Population	Based on 1960 Census			
			White	Non-White	% of Non-White	Total
1.	22,181	4.37%	15,485	1,112	6.5%	16,957
2.	24,094	4.75%	16,364	769	4.4%	17,133
3.	25,667	5.06%	25,119	203	.8%	25,322
4.	23,942	4.75%	20,453	440	2.1%	20,893
5.	24,639	4.85%	25,114	102	.4%	25,216
6.	22,050	4.34%	13,345	10,341	43.6%	23,686
7.	24,674	4.86%	6,226	20,003	76.2%	26,229
8.	25,390	5.0%	15,340	10,871	41.4%	26,211
9.	22,291	4.39%	21,423	927	4.1%	22,350
10.	22,824	4.50%	90	23,139	99.6%	23,229
11.	22,214	4.38%	9,532	13,069	57.8%	22,601
12.	24,357	4.80%	5,310	11,353	68.1%	16,663
13.	22,089	4.35%	18,658	3,698	13.8%	21,656
14.	22,238	4.38%	15,829	1,156	6.8%	16,985
15.	26,063	5.13%	21,486	1,662	5.0%	23,148
16.	26,736	5.27%	18,061	354	1.9%	18,415
17.	24,600	4.85%	19,554	1,685	7.9%	21,239
18.	25,578	5.04%	21,923	1,564	6.8%	23,487
19.	25,651	5.06%	19,923	2,840	12.4%	22,763
20.	25,118	4.95%	22,200	1,655	6.9%	23,855
21.	24,773	4.88%	17,236	137	0.7%	17,373
	507,169		348,631	106,380		455,411
			High	26,736	5.27%	
			Low	22,050	4.34%	
			Median	24,600	4.85%	
			Mean	24,151	4.76%	









- St., extended, Manning, FEC RR, Landon Avenue, St. Johns River.
7. (Central Jacksonville, Springfield, etc.) (24,674—4.86%)
8th St., Hogans Creek, 6th St., extended, 6th St., SAL RR, First St., Hogans Creek, Pearl St., Church St., Jefferson St., Bay St., Broad St., ACL RR, Myrtle Ave., Kings Rd., First St., Eaverson, 6th St., Myrtle Avenue.
 8. (East Jacksonville waterfront etc.) (25,890—5.0%)
SAL RR, Liberty St., Winona Dr., Evergreen Ave., Buffalo Ave., (Wigmore) Long Branch Creek, St. Johns River, Marshall extended, Marshall, Haines, Pippin, SAL RR, 6th St., 6th St., extended, Hogans Creek, 8th St., Jefferson Street.
 9. (Northeast Jacksonville) (22,291)—4.39%
City limits, St. Johns River, Long Branch Creek, Buffalo Ave., (Wigmore), Liberty St., SAL RR, Flanders, 21st St., Davis, Brick Rd., Golfair Blvd., 33rd St., Moncrief Road.
 10. (Central Jacksonville, (22,824—4.50%)
City Limits, Moncrief Rd., 33rd St., Golfair Blvd., Brick Rd., Davis St., 21st St., Flanders, Jefferson, 8th St., Myrtle Ave., 6th St., Eaverson, First St., Kings Rd., Spires, Spires extended.
 11. (NW Jacksonville) (22,214—4.38%)
City limits, Spires extended, Spires, Kings Road, Myrtle Ave., SAL RR, City limits, City limits.
 12. (N. Jacksonville, outside City Limits) (24,357—4.80%)
Ribault River, Lem Turner Road (State Hwy 115), City limits, U. S. #1 and 23.
 13. (NW Jacksonville—outside City limits) (22,089—4.35%)
Ribault River, U. S. 1 + 23, City limits, City limits, City limits, SAL RR, Myrtle Ave., Expressway, Expressway, City limits, Normandy Blvd., (State Hwy 228), Lane Ave., Interstate 10, Denard St., Beaver St., (U.S. 90), Picketville Rd., ACL RR, Jones Road.
 14. (N. Jacksonville [N. of Ribault River] outside City limits (22,238—4.38%)
Nine Mile Creek, Trout River, Trout River, Ribault River, U. S. 1 + 23.
 15. (N. Duval—rural—Atlantic Ocean to W. Duval line) (26,063—5.13%)
County Line (Nassau), Atlantic Ocean, St. Johns River, Trout River, Nine-mile Creel U. S. 1 + 23, Ribault River, Jones Road, ACL RR, Otis Road (State Hwy 119).
 16. (Arlington) (26,736—5.27%)
St. Johns River, unnamed road extended, unnamed road., Ft. Caroline Road, Gilmore Heights Rd., Lonestar Rd., Strawberry Creek Expressway (U. S. Alt 1 + 90), University Blvd., Merrill Rd., Cesery Blvd., Ft. Caroline Rd., Ft. Caroline Rd., extended.
 17. (Atlantic & Neptune Beaches—E. Jacksonville S. of River, N. of Beach Blvd.,) (24,600—4.85%)
St. Johns River, Atlantic Ocean, North Jacksonville Beach City limits, Intercoastal Waterway, Beach Blvd., (U.S. 90) Southside Blvd. (U. S. Alt. 1) Expressway (U. S. Alt 1), Strawberry Creek, Lone Star Road, Gilmore Heights Rd., Ft. Caroline Rd., unnamed road, unnamed road, extended.
 18. (Jacksonville Beach, South Duval S. of Beach Blvd., E of I-95) (25,578—5.04%)
Beach Blvd., (U. S. Hwy 90), Intercoastal Hwy, S. Neptune Beach City limits, Atlantic Ocean, County line (St. Johns), Interstate Hwy 95, University Blvd.,
 19. (S. Jacksonville river front from city limits to county line, Mandarin, etc.) (25,653—5.06%)
Jacksonville City limits, FEC RR., University Blvd., Interstate 95, County line (St. Johns), St. Johns River.
 20. (S. Jacksonville) (25,118—4.95%)
Landon Ave., FEC RR, Manning, Colorado Ave., Reed, unnamed creek, Alamo St., extended, St. Johns River, City limits, Atlantic Blvd., Pottsburg Creek, Marion Rd., extended, Marion Rd., Beach Blvd. (U. S. 90), University Blvd., FEC RR, City Limits, St. Johns River.
 21. (Arlington waterfront, Clifton, etc.) (24,773—4.88%)
Ft. Caroline Rd., extended, Ft. Caroline Rd., Cesery Blvd., Merrill Rd., University Blvd., Expressway (U. S. Alt 1 + 90), Southside Blvd., (U. S. Alt 1), Beach Blvd. (U. S. 90), Marion Rd., extended, Pottsburg Creek, Atlantic Blvd., (St Hwy 10), City limits, St. Johns River.

1934 CONSTITUTIONAL AMENDMENT

(See Appendix A for copy)

The 1933 session of the Florida Legislature approved the submitting to a statewide referendum a proposed Florida Constitutional amendment that affected only Duval County. The amendment was designed to grant the authority for the creation of a countywide government in Duval County. In the 1934 General Election the amendment was approved in a statewide vote 49,118 for and 25,383 against. Duval County also favored passage of the amendment: 7,362 for to 5,233 against. On the authority of the amendment a Charter was written for a countywide government. As required by the constitutional amendment the Charter was submitted to a local countywide referendum. The referendum in Duval County on the Charter, in 1935, failed: 7,175 against implementation to 4,499 in favor.

At the time of the 1935 consolidation attempt there were only about 30,000 people living outside the City of Jacksonville's corporate limits. This amounted to only 20% of the 150,000 population inside the Jacksonville city limits. The proposed charter that was voted down in 1935 was essentially an expansion of the Jacksonville governmental structure to encompass the whole county.

Since the 1935 negative vote, the constitutional amendment has lain dormant in the Florida constitution. All that need be done to reactivate the powers granted under the amendment is for the Duval Legislative Delegation to approve submission of a proposed County Charter to a countywide referendum.

The Study Commission recommends that the Article VIII, Section 9 Florida Constitutional Amendment powers be activated. Use of the long dormant amendment powers offers many favorable advantages. Foremost among these advantages is that it will be possible to shorten the time period necessary to carry out a local government reorganization by three to four years. Use of the 1934 amendment will not require a new constitutional amendment with the ensuing delays of a statewide vote.

Another highly favorable feature is that the charter vote will be based on a countywide vote. Thus, no isolated section of the county can kill the proposed charter by a negative vote. Jacksonville annexation votes of the past have failed when submitted on a fractionalized voting basis requiring a number of separate voting majorities. On an issue as important as a countywide government — completely restructured — it is essential that voters make their choice on the basis of the overall metro-

politan area's welfare and not on an isolated issue or neighborhood basis.

The 1934 Amendment allows great flexibility in structuring the new countywide government. In this respect it is extremely important to note that the Study Commission is not advocating that any already existing governmental entity take over the county; the Study Commission is recommending a completely new government incorporating only the best features of the already existing governmental structures. The new structure is designed to more adequately meet the problems of the present and future. The new government will have all the rights and powers of both a city and a county.

The 1934 Amendment provides that existing general obligation bonded indebtedness "shall be enforceable only against property theretofore taxable therefor." (See Bonded Indebtedness for discussion of this matter.)

The Study Commission is preparing a proposed Charter for the new local government. The Duval Legislative Delegation will be asked to approve submission of the Charter to a countywide referendum as provided by the 1934 Constitutional Amendment. If the Charter is approved the Charter will prescribe dates for election of the new government and the method of transition and date the new government would begin operation. If the proposed Charter wins public acceptance the new government should begin operation by early 1968.

HOME RULE

A major weakness of the 1934 amendment is that it does not provide for any measure of "Home Rule." The Amendment vests sustaining powers in the Duval Legislative Delegation. The Duval Legislative Delegation presently has a role of preeminence over local government and this will not be materially changed by implementation of the 1934 Constitutional Amendment. Home Rule is a complex subject and there are a host of variations of Home Rule. Basically, Home Rule means the right to decide local issues locally. The Legislative Delegation is elected primarily to deal with state problems, but events of recent years have virtually made the Duval Legislative Delegation into a City Council without portfolio. The Legislature meets only every two years for sixty days. This often hamstring local government between sessions. The Legislative Delegation is part-time and has no provision for continuing

staff personnel. They often lack the time to deal with and arbitrate complex, purely local problems. Local problems detract from the legislator's statewide responsibilities. The Legislative Delegations' power over local government is confusing to the Duval electorate, since few understand the complexities involved. The Duval Legislative Delegation itself recognized these problems, and this was part of their motivation in creating the Local Government Study Commission.

The Study Commission feels very strongly that we need increased Home Rule powers. The Plan is predicated on the strengthening of local government in Duval County, e.g., increased ability of the electorate to make its wishes known and to find solutions to local problems. Home Rule powers require a Constitutional Amendment. At present only Dade County has "Home Rule" in Florida. But the pressure on the newly elected urban-oriented legislature is substantial for increased Home Rule for Florida's local government entities. The Study Commission

feels Duval's best method of obtaining pure Home Rule lies in the impending constitutional revision and is therefore not recommending a specific Home Rule constitutional amendment for Duval County. However, the Study Commission would like to add its voice to the chorus of urban voices in Florida that feel the need for Home Rule powers for local governments.

Although the 1934 Constitutional Amendment does not allow ideal Home Rule it does provide for a County Charter which, if properly written, will provide the new countywide local government virtual Home Rule through a broad grant of powers to be exercised locally. Further, the prospect of a complete revision of the Florida Constitution within the next two years appears very favorable. Preliminary drafts drawn up by the Constitutional Revision Commission provide for a greater degree of local autonomy, e.g., Home Rule. If a Constitutional Revision is approved we will of course be eligible to receive any broadened powers locally.

THE BEACHES — SPECIAL COMMENTARY

The three beach communities have a long history in Duval County and their residents have an understandably strong sense of community pride. The three communities comprise about four per cent of the county's total population with a combined estimated population of 22,400, (official census of 1960 showed a total population of 18,042: Jacksonville Beach 12,049, Neptune Beach 2,868, Atlantic Beach 3,125). The three communities have shown a consistent growth approximately doubling in size from 1950 to 1960.

The ties of the three beach communities with Jacksonville and the Duval metropolitan area are substantial. Traditionally the majority of beach wage earners have made their livelihoods "in town," i.e., Jacksonville. The 1960 census confirms this still to be true. The Beaches have very little industry, but do support an increasing number of small commercial businesses.

The economy of the Beaches is closely tied to the welfare of the entire metropolitan area. When building starts decline elsewhere in the County, they also decline at the Beaches, etc. A large number of "in town" residents maintain summer homes at the Beaches. The entire county population regards the Beaches as their summer playground and although Jacksonville Beach has developed its out of county tourist trade, the major portion of its economic support comes from Duval County residents.

Some marked changes in the relationship of the Beaches to the rest of the county's urbanized population have occurred in recent years. Foremost among these is the increasing number of bridges spanning the St. Johns River. Since the opening of the Mathews Bridge the fastest growing area in the County has been the corridor from Arlington to the Beaches. Building along the riverfront is now almost solid from Arlington to the Beaches. Interestingly, road counts on Beach Boulevard and Atlantic Boulevard, taken in winter months on weekdays, indicate that over half of all "Beach" residents travel to Jacksonville or its outskirts daily. These figures graphically illustrate the interlocking relationship of the Beaches to the rest of the County.

Two significant developments on the immediate horizon draw the Beaches even closer. First, the multimillion dollar Regency Square Shopping Center will almost certainly be widely used by Beach residents and will stimulate urbanized development between the Beaches and Jacksonville. Second, the impending development of one of the campuses for the Florida Junior College on a site halfway between the

Beaches and Jacksonville will add even further impetus to growth in the Beach-Jacksonville corridor.

The Mayport naval installation is a vital part of the County's substantial military complex. Although Mayport is not part of one of the Beach municipalities, it has long been considered a part of the Beach communities. The countywide interrelationship of the Naval installations is graphically illustrated by the fact that carriers are stationed at Mayport while the carrier airplane squadrons are housed at Cecil Field in the western part of the County. Interestingly, the 1960 census shows that about forty per cent of the Beaches work force is connected with the military. Obviously, the impact of the naval installations on the Beaches' economy cannot be gainsaid.

The ocean and beach themselves are the County's greatest recreational resource. Although in the past we have often taken the beach more or less for granted, we can no longer neglect this important asset. In recent years there have been some serious erosion problems the solutions of which have been beyond the financial capabilities of the Beach taxpayers. It is important that the entire County join in the fight to preserve the beach. Not only is the ocean beach a great asset for all county residents' pleasure, it is also a strong selling point in attracting new industry and business to the Jacksonville area. Now is the time, indeed it is quite late, to be thinking about developing oceanside parks. This is an important countywide responsibility for the future. Within a generation Duval is projected to grow to a million in population. If we don't plan now we may find ourselves without adequate recreational areas.

The 1934 Florida Constitutional Amendment is predicated on a countywide government. The Study Commission feels strongly that the best approach to meeting present needs and preparing for the future lies in the establishment of a local government encompassing the entire metropolitan area, of which the Beaches are a vital part.

The Study Commission finds it clearly advantageous to the County as a whole and to Beach residents individually to have a single united countywide government. County taxes collected and services rendered exceed those of the beaches at a ratio of 5 to 1. The three Beach communities have millage rates of 6 to 7 mills, whereas the County tax rate is over 28 mills. Schools, welfare, indigent hospital care, public health, courts, county roads, Sheriff and numerous other county services are all provided on a countywide basis from countywide tax levys. An often-voiced complaint of Beach residents is lack of

representation on elective bodies that greatly affect the Beaches with their decisions, e.g., County Commission, Budget Commission, Legislative Delegation, and School Board. The new government is designed to provide equal representation for all parts of the county. The Beaches will have a voting plurality in two councilmanic districts and one of the seven school board and magistrate districts which encompasses the East Duval-Beaches area.

The unified government should result in overall lower taxes for Beach residents. Beach expenditures for municipal services and general government are often high because of loss of economy of scale that can be achieved by larger entities. The duplication of governmental overhead in each of the three Beaches has invariably led to increased costs. The new government will take over responsibility for operation of the Beach Hospital and abolish the existing special hospital taxing district at the Beaches. If the Beaches Hospital is made a branch of the Duval Medical Center, costly backup services will be available to the Beach Hospital through countywide financial support. The East Duval Mosquito Control Taxing District at the Beaches will also be abolished and financial support for mosquito control shifted to a countywide basis.

Projections indicate that the current municipal millage of between six and seven mills for the three Beach communities will be reduced to less than three mills for Urban Tax District taxes under the new countywide government. This projection is based on current service levels and expenditures in the three cities. This year the Beach residents are paying 2.67 mills towards the Beach Hospital and a half mill for the East Duval Mosquito Control District. This 3.17 mills of taxation is not homestead exempt. Thus, the cost of the Beaches Hospital and Mosquito Control alone cost the homeowner in a \$15,000 home \$47.55 annually. On a countywide financing basis these costs will be greatly reduced. The countywide General Services tax millage will be comparable to the current County millage. It may go up slightly, but in total taxes the Beaches residents will make a net savings over what they now pay.

Urban services in most instances will be improved for beach residents by the countywide government. A comprehensive study of the municipal governments of the three Beaches, carried out by a profes-

sional consulting firm under the auspices of the Beaches Committee of One Hundred and completed in September 1966, notes a number of areas of needed improvement in urban services and attributes some of the past failures to the arbitrarily compartmentalized government structure of three separate governmental entities in a contiguous urban area. The conclusion of the Committee of 100 study was that it would clearly be advantageous for the three Beaches to consolidate into one government. The Local Government Study Commission, with foresight for the future, has carried this one step further to the logical conclusion that the entire metropolitan area should have a single responsive local government.

The following assurances, of particular importance to Beach residents, will be provided by the countywide government:

1. Bonded indebtedness will be paid only by those who originally contracted the obligation, e.g., Neptune and Atlantic residents will not have to pay general obligation bonded indebtedness of Jacksonville Beach or Jacksonville. (The 1934 Constitutional Amendment assures this.)
2. Proper zoning provided by a countywide land use plan based on professional criteria will clearly protect the residential quality of the Beaches.
3. The Beaches will not be swallowed up by Jacksonville, but rather will become a vital part of a completely new local government with more voice than ever before in countywide matters.
4. The Beaches will not lose personalized contact with their government. Services will be maintained at their present levels and in many instances improved. Branch facilities of the main government will be established at the Beaches.
5. All existing employees of the Beaches governments will be protected in their jobs. In most instances the new government will mean higher salaries and greater promotional opportunities for Beach governmental employees.

ADMINISTRATIVE STRUCTURE

The Study Commission emphasized throughout its deliberations the need for the creation of a new governmental structure that would provide a professional approach to the provision of governmental services. Early in the Study Commission's work, it became evident that many of the administrative functions of our local government are currently being performed in a haphazard, ineffectual manner. Some of our initial findings were later confirmed by presentments of the Grand Jury. The Grand Jury findings are probably the most talked-about local government event in our times. It is important to remember that there was a double pronged theme to the Grand Jury work. The first prong of their discoveries and the one most widely publicised was the uncovering of probable outright graft and corruption. Based on their findings, a number of governmental officials were indicted, and will subsequently stand trial on their innocence or guilt. The second prong of the Grand Jury work—and in the long run probably the more significant of the two—was the discovery that many of our day to day governmental practices are in great need of reform. In their final Presentment on November 5, 1966, the Grand Jury urged a complete restructuring of the Jacksonville City Government.

In the press of time, the May to November 1966 Grand Jury was never able to explore areas of the County Government, according to instructions of the presiding Circuit Judge. A new Grand Jury (Grand Juries serve six-month terms) is now apparently exploring the County Government. In addition, in November 1966 the State Auditor who is charged with auditing County agencies strongly criticized the basic County administrative process.

The Study Commission's assignment was not the uncovering of wrong-doing by specific governmental officials. The Study Commission's specific assignment in the words of the State Enabling Act was to "... conduct research and study to determine the need, if any, for the consolidation, separation, addition, removal or other revision of the aforementioned local governmental structures, functions and

operations and to determine whether tax savings can be made and whether efficiency can be gained through revision of such structures, functions and operations." Thus, quite clearly, the work of the Grand Juries and the State and City Auditors, in as far as they have noted governmental shortcomings, substantiates the conclusions of the Study Commission.

After many months of intensive study, the Study Commission firmly believes that much of the criticism currently directed at our local government is a result of its being outdated and inadequate. While the population of Duval County has increased roughly five times since the close of World War I, the local governmental structure has remained unchanged. Responsive to the needs of 1918, it is outdated today. This failure to modernize and professionalize our local government means that today it can no longer function as an effective administrative unit. Public services are inadequately provided at high cost. And as the Grand Jury has indicated, our government as now constituted has opened the door to graft and corruption. In short, our local government structure has not incorporated widely recognized advances in governmental administration.

Bearing these conclusions in mind, the Study Commission sought to discover the best method of performing given governmental services. The Commission studied the local situation in detail to identify governmental shortcomings and their causes. It looked at how other areas met the same problems and how the "experts" said these problems should be handled. Throughout its work, however, the Study Commission did not lose sight of its primary objective—the outlining of a local government structure that would stimulate administrative professionalism, provide built in provisions for full accountability to the public, and foster economy and efficiency. Such a governmental structure, we believe, must be simple and unified. It must satisfy a basic need of the public, the need to understand the kind of government it lives under.

THE DEPARTMENTS

The basis of the proposed new government is that it be pyramidal in administrative structure. The pyramid concept is universally recognized as a necessity for any effective administrative structure, whether it be government, military, or business. At the top of our pyramid, "where the buck stops," is the elected Mayor. Under the Mayor are six major

departments: Central Services, Finance, Health and Welfare, Public Safety, Parks and Recreation, and Public Works. These departments have appointed heads who report directly to the Mayor. The number of major departments must be limited so that the Mayor can directly control administrative responsibility.

CENTRAL SERVICES

The Central Services Department will include seven operating divisions: Personnel, Purchasing, Legal Services, Voting Registrar, Motor Pool, Data Processing Center, Advertising and Promotion. All of these services fall generally in the category of

"housekeeping" functions. The past performance of some of these "housekeeping" functions has met with severe criticism from the Grand Jury, various auditors, the mass media and the public itself. Following are reports on each of the affected services.

PERSONNEL



The key to understanding governmental costs is an understanding of the role of personnel in government. Personnel costs often exceed 80% of total governmental service expenditures. Economy and efficiency in government are directly related to quantity and quality of personnel.

One of the most important contributions ever made toward upgrading public service has been the advent of merit system staffing. The Federal Government Civil Service Law dates back to 1887, but it has not been until well into this century that "Civil Service" (merit system staffing) has been accepted as an instrument of governmental improvement at the state and local levels.

BRIEF DESCRIPTION OF EXISTING OPERATIONS

The Jacksonville Civil Service Board was established in 1935, the County Board in 1943. Both the

Jacksonville and Duval Civil Service laws are comparable in many respects. Interestingly enough, after the original County law was found unconstitutional, the present County Civil Service law was written by a former Assistant City Attorney who helped with the City Civil Service law. One significant difference, in the past, between the two laws has been the election of a five-man County Board and the appointment of a three-man City Board. However, in the 1965 session of the Florida Legislature, the Duval Delegation amended the Jacksonville Civil Service statutes and has also made the Jacksonville Board a five-man elected body, starting in June of 1967.

The Jacksonville Board has an operating budget of \$154,968 in 1966; the County budget is \$62,793 (of which \$18,000—34%, is Board-member salaries.) There are 4,523 Jacksonville employees and 4,531 County employees, not including school instructional personnel. Both Boards have a "classified service"

and a "labor class." The "labor class" includes all unskilled manual laborers and comprises about 10% of City employees and 40% of County employees.

Retirement programs are separate from the policies of the Civil Service Boards. The bulk of City employees are covered by the 1937 Employees' Pension Fund with Firemen and Policemen under separate pension funds. In the 1965 legislature the Duval delegation discontinued entry into the County retirement fund with the proviso that new employees could participate in the State and County Officers and Employees Retirement System Fund. Employees already enrolled in the County fund (1,183) will receive benefits under the County fund until all obligations have been met.

The Jacksonville Employee Pension laws have been amended frequently. In recent years additional restrictions and higher contributions have been required to make the funds actuarially sound. Employee salary deductions of 7½% with a matching amount from the City constitute the General Employees Pension Fund. Firemen and Policemen's salary deductions are 6% of salary, with matching amounts from the City. Additional revenues are provided for the Fire and Police Fund of 10% of all fines and forfeitures collected by the Municipal Court and a 1% tax on fire, tornado and casualty insurance premiums collected in the City. City employees do not participate in Social Security except those few employees ineligible for the pension plans due to age at time of employment.

Employees under the now-closed County Pension Fund contribute 8% of their salaries which is matched by the County. New employees coming under the State Retirement Act contribute 8.2% for retirement fund and 4.2% Social Security Trust Fund).

To retire, City general employees must have thirty years of service or be 55 years old with 20 or more years of continuous service. They receive 40% of the average salary of their last three years work, plus 2% for each additional year of work over 20 years up to a maximum of 60%. (These standards apply to employees hired since January 8, 1962. Employees hired prior to this date can retire at any age with 20 years service at 50% of their average earnings for the prior 3 years, plus 2% for each year's service beyond 20 up to 60% of their applicable average earnings.)

City policemen and firemen can retire at age 50 with 25 years service at 50% of their last three years average earnings, plus 2% for each additional year up to 60% and 1% per year up to 65%. (Employees participating prior to May 8, 1963 can retire after twenty years with no minimum age plus 2%

for each additional year to 60% and 1% per year to 65% of their last three years average salary.)

County employees under the State Retirement System with a minimum of ten years service can retire at age 60 at 1½% per year's service. They may elect to retire at age 55 at a reduced annuity. Survivor benefits are also much more restricted than the Jacksonville pension fund provisions. (Those employees under the old County pension law can retire at any age after 25 years service at 60% of last three years average salary—only 20 years service is required for those County employees hired prior to 10-1-45.)

PROBLEM AREAS AND RECOMMENDATIONS

There is a strong need for a single, countywide, governmental personnel office. Civil Service Boards, as they now exist, should be abolished. Neither the Jacksonville nor the Duval County Civil Service Boards has carried out a fully effective personnel program. This has not been entirely their fault, but nonetheless, as now constituted, the existing personnel systems in both the City and County are inadequate. Under a new, unified, countywide Mayor-Council government, it is recommended that the personnel function become a direct operating department under the elected Mayor. Personnel is so vital to the effective functioning of the new government that it would be unwise to splinter the personnel function off under an independent board, as now the case. Independent civil service boards are not faced with responsibility for the day to day operational problems of actually running the government, they violate the basic concept that authority must be commensurate with responsibility.

The placing of the Personnel Office under the mainstream of local government rather than under an independent policy-setting civil service board should not be interpreted as a move to weaken employee rights. Indeed, the Commission is recommending the improvement of employees' working conditions, promotional opportunities and job protection. The revised Civil Service Law will fully protect the employees. A Civil Service Appeals Board will continue to hold hearings on employee dismissals and infringement of employee rights by governmental authorities. It is recommended that the Civil Service Appeals Board also act as a Pension Fund Advisory Board and as a Board of Ethics to hear appeals and make interpretations concerning the Code of Ethics Ordinance.

The Civil Service Appeals Board might be selected from nominations of three names submitted by the Chamber of Commerce, Civil Round Table, Medical Society, Central Labor Organization and Elected Officials. The Council will be the appointing body.

Such a five-man board would provide a management member from the Chamber, a blue collar member from the Central Labor Organization, a public-minded citizen from the Civic Round Table, a government employee member from the elected officials and a medical profession member from the Medical Society. (He will represent the more than 800 employees of Duval Medical Center.)

Terms of appointment should be two years with three members appointed one year and two the following to assure continuity. We recommend that no member serve more than two consecutive terms. Members should be non-salaried with per diem expenses provided.

The Personnel Office shall be responsible for coordinating and establishing in-service training programs. Promotional criteria shall encourage employees to take advantage of self-improvement opportunities.

The Personnel Office shall also provide a vigorous employee safety division. All job safety programs shall be established and coordinated through the Personnel Office.

The Study Commission recommends that a strict code of ethics for officials and employees be established in the basic civil service law. The Civil Service Appeals Board will hear appeals and interpret the provisions of the Code. The code should include a conflict of interest section, a strict prohibition against employee political activity and stringent enforcement teeth for the entire code. The International City Managers' Association has formulated a model code of ethics; we recommend that it be adapted to local circumstances.

The Personnel Office shall be charged with the responsibility of establishing uniform salary schedules with minimum and maximum salaries established for all positions. There are at present in both City and County wide salary fluctuations for jobs involving similar skills. Such unjustified inequities inevitably lead to employee morale problems. (Shortage of overall funds is cited as partial explanation of salary inequity;) the Study Commission believes this unhealthy situation is a clear example of false economy and not in the public interest. Quality of personnel has been repeatedly demonstrated to be closely attuned to market supply and demand; thus we feel salary levels should not reflect the persuasiveness of individual department heads upon budget-setting bodies, but should be based on purely objective criteria.

We also recommend that public service salary levels be kept competitive with salary levels of other governmental units and private industry. This requirement will call for continuing Personnel Office Staff research to assure that salaries are related to

cost of living influences and competitive personnel pressures.

With a timely competitive salary schedule, we believe minimum entrance qualifications can be raised for most positions. In order to attract the best possible job applicants, it is recommended that the current county residence requirements be removed for all positions requiring professional training. This change would not apply to clerical and labor jobs. Maximum allowable age entrance requirements should also be made more flexible. Jacksonville has severe age limits on its employees, in part due to retirement system provisions. Naval installation retirees in our area provide an untapped skilled labor pool for certain classes of work which our local government could take advantage of. Pension fund requirements should be adjusted so that employees entering at older ages can participate on a limited basis.

The probation period for new employees should be made more flexible to meet individual department needs. The current probationary period in most instances is six months, some agencies have found this figure unsatisfactory. Job training and orientation often consume the entire probationary period so that no time is left for actual work performance upon which supervisors may make a judgment. New employees, while on probation, should be allowed to participate in the pension fund with the provision that if they are dismissed before achieving permanent status, they will be refunded their full pension fund contribution. We recommend that in most instances the probationary period should be raised from six months to one year.

The Study Commission recommends that employees in the "labor class" be given job tenure protection commensurate with those employees in the classified service. Present requirements allow removal of "labor class" employees without cause, regardless of their length of service. We believe that once any employee has met the requirements of a prescribed probationary period, he should be protected from arbitrary dismissal. Although Jacksonville's "labor class" employees participate in the retirement system, they receive only 50% of their actual contribution into the pension fund if they are dismissed at any time before being eligible for retirement. This provision suggests the need for employee protection from arbitrary dismissal. In the past, County "labor class" employees have not been allowed to participate in the County retirement system and only recently have they been covered by Social Security. New "labor class" employees in the County now participate in the State retirement system.

It is also recommended that for positions in the labor class, those applicants with the highest edu-

tional attainments be given preference. These recommendations should work towards dissipation of the widely circulated rumor that political influence plays a major role in "labor class" appointments.

Important considerations for any personnel system are the opportunities for salary increase and promotional advancement. The Study Commission has found serious shortcomings in both provisions for City and County employees. Raises are sporadic and usually more attuned to the availability of money than to employee performance. This practice lessens incentive and creates morale problems. It is recommended that automatic in-grade raises be provided within prescribed salary ranges for employees whose work performance is satisfactory. Most successful civil service systems have this provision. The current five-year longevity raises are so small and so infrequent that they do not even equal the cost of living rise. Another advantage that will accrue from a prescribed salary index will be that of realistic personnel cost projections for future years. A uniform salary index will eliminate the obvious inequities and enormous costs that arise from across the board raises that have sometimes been practiced in the past.

Opportunity for promotional advancement is always a delicate area in any personnel system. The first criterion for promotion must be the best interests of the government. The method of promotions must not be rigidly prescribed. The Study Commission, in its interviews and in reports found one of the most frequent complaints of department heads in both the County and City is that they lack flexibility in making promotions. Current requirements call for all promotions to be made from within the ranks on an examination basis with the high scorer being mandatorily given the appointment. The promotion scores include points for seniority and job performance: the written portion of the exam counts the most with seniority next. Job performance is not heavily emphasized. Test-taking ability and longevity on the job do not always reflect supervisory capacity. Since one of the chief requirements of any job is that the employee be compatible with his immediate supervisor, the current method of promotion by exam at times places a man in a key supervisory position even though he cannot work harmoniously with his superior. Such rigid promotional requirements are unusual in civil service systems and unheard of in private industry. We believe provision for greater flexibility in promotions should be made. Qualifying exams should not be eliminated, but department heads should be able to fill promotions from a selective list of qualified applicants, rather than compelled to appoint the high scorer.

Two major arguments are advanced for the present promotional system: that it removes promotions from political influence and that the six-

months probationary period allows the superior to demote the promoted appointee without cause. The second of these has little validity as the advancement and then demotion of a career employee who would remain in the department would provide a long standing morale problem which could have debilitating effects on the entire department. It is doubly advisable to minimize political influence, but the overall nature of the civil service system reduces political influence to a minimum. In addition, the negative effects of the current promotional system on the "bright-young" employees and the frictions engendered by non-compatible supervisory personnel, far outweigh the possible damages of political influence.

The Study Commission supports the premise of equality of opportunity for employment and promotion without regard to race, sex or religion.

Fringe benefits are an extremely complex ingredient in any personnel system. Fringe benefits for both government service and private industry are on the increase. The ultimate gains of higher employee morale, and higher employee job tenure, must be carefully weighed against the actual costs and alternative provisions. Aside from the areas of "direct" gain, such as shorter work weeks, increased holidays and vacations, sick leave and severance pay, there are the intangibles of hospitalization insurance, workmen's compensation, unemployment insurance and a retirement program. Traditionally, the basis of job comparisons has been salary level, with fringe benefits considered an afterthought. Today, fringe benefits are no longer an afterthought. The Study Commission supports a strong program of fringe benefits for public service employees. Such a program, however, must be carefully planned in its initial stages. In the past, sweeping fringe benefit programs have occasionally been added without careful evaluation of long range costs. The Study Commission recommends that the Personnel Office act as the planning agency for fringe benefit programming.

Perhaps the most complex question the Study Commission has considered is the area of pension funds and retirement provisions. In the past, provisions for local pension funds in both the City and County have been so broad that pension funds were found actuarially unsound. Thus, as retirements increased, contributions could not keep pace with the specified benefit payment requirements. To correct this situation employee payroll deductions and governmental matching provisions were sharply increased, while benefits for newly entering employees were restricted. The County pension fund has been completely discontinued for new employees and employee deductions for old employees has been raised to 8% with the County matching the figure and making up any future

shortages. The City pension fund has undergone some sweeping amendments: employee retirement benefits have been reduced and pension fund contributions increased. The 1937 city employee pension fund is now reputed to be on a course of actuarial soundness provided new employees continue to enter the fund under the stricter benefit provisions. The City Auditor and the Pension Advisory Committee Chairman both state that even with the increased employee and government contributions, the pension fund will not be actuarially sound if admittance of new employees is frozen as was done in the County Pension Fund. The Study Commission cites these problems as examples of lack of adequate planning in the past.

The Study Commission recognizes that pension rights of present and former employees must be protected. We recommend that all previous and present pension commitments be fully honored by appropriate governmental bodies. However, for the future the Study Commission finds the present City of Jacksonville retirement requirements (even in their present amended state) excessively liberal. The cost to employees and the government is high. With rapidly increasing life longevity and increasing pressures for skilled personnel, we do not believe it is advantageous to the public service to encourage retirement during peak productive years. We recommend that age 60 be established as the retirement age for general employees with the proviso that an employee with sufficient service (20 years or more) can retire at a reduced annuity at age 55. The Study Commission has no objection to a reduced retirement age for firemen and policemen since their occupations are hazardous.

The Study Commission also feels there should be a maximum mandatory retirement age. Recent legislation affecting the Jacksonville Police Department has established a maximum age of 65 for policemen. The Study Commission does not feel it has enough data at hand to set a specific age for mandatory retirement, but recommends that this matter be given study, fully taking into consideration the demands of particular types of work and that mandatory retirement age requirements be established for all classes of work. (There are currently 125 city employees over age 65.)

The Study Commission finds a need for a single countywide pension fund and retirement system for all employees. This proviso should result in reduced idle cash balances, optimum investment returns, more efficient administration and uniformity. We strongly recommend that a completely new retirement program, without regard to present or previous provisions, be established and that extreme caution be given to its actuarial soundness. Such a program should include maximum incentives for remaining in the public service during productive years, should

be competitive with retirement programs offered elsewhere in both government and private industry and should fully reward career employees for their dedicated service. The pension fund so established should include provisions for maximum investment returns as well as for direct contributions.

As previously noted, entry into the County pension fund has been frozen. All new employees are now required to participate in the State and County Officers and Employees Retirement System. The Study Commission feels this was a desirable step and one the City might also take. However, current state law does not permit municipal employee participation in the State Retirement System. The Study Commission understands that serious consideration is being given by key legislators to opening the State Retirement System to municipal participation. The Study Commission encourages thorough examination of this prospect.

For administrative purposes it is recommended that all existing pension funds be combined under a single administrative office and pension advisory committee. The staff of the Personnel Officer shall be utilized as the administrative office. The Department of Finance shall be charged with the responsibility of custodian of the pension funds and their optimum investment consistent with adequate protection provisions. The Civil Service Appeals Board shall be the approving body for awarding pension benefits.

Under the proposed plan the Beaches and Baldwin will be an integral part of the new government. Only Jacksonville Beach, of the four municipalities, has a retirement program for all regular employees. The other municipalities have retirement provisions for firemen and policemen under State Law provisions. The four communities combined have under 300 employees with about 215 of these belonging to Jacksonville Beach. The Public Administration Service report on the Beaches in September, 1966 made the following observation:

"Personnel programs of the three cities are poorly developed. None of the three cities has a formal classification or pay plan. Jacksonville Beach established such a plan in 1958 but it was not satisfactorily maintained and is not followed . . ." (Municipal Government in the Greater Jacksonville Beaches Area, Florida, 1966, p. 45)

Public employees of the four smaller municipalities will clearly benefit from a more professionalized personnel approach offered by the new government. For most of the four communities' employees the new government will mean increased promotional opportunities, higher salaries and increased fringe benefits. All employees will be assured job protection and their current salary levels.

To expedite the above recommendations the study Commission suggests that a professional personnel consulting firm be retained to make a complete job classification analysis and recommend appropriate salary ranges. Although such a study will be expensive, its initial cost will be more than returned in resulting man-power savings.

SUMMARY OF RECOMMENDATIONS

1. Civil Service Boards should be abolished and countywide office of Personnel established in Department of Central Services under the ultimate authority of the elected Mayor.
2. Appointment of a 5-man Civil Service Appeals Board selected from nominees from the Chamber of Commerce, Central Labor Org., Duval Medical Society, Civic Round Table, Elected officials.
 - a) Staggered 2-yr terms
 - b) Cannot serve more than 2 consecutive terms
 - c) Non-salaried with per diem expenses
 - d) Board will serve as an appeals Board and Pension Fund Advisory body and Ethics body.
3. "Professional" staffing of the Personnel Office is a must.
4. Planning, coordination and operation of in-service training programs by Personnel Office operating division.
5. Planning, coordination and operation of employee safety program by Personnel Office division.
6. Adoption of strict code of ethics for officials and employees.
7. Establish uniform salary schedules for comparable work.
8. Maintenance of competitive salary levels for public employment (cost of living index, other governmental employment, private industry).
9. Raise minimum job qualification requirements wherever possible.
10. Removal of residence requirements for positions requiring "professional" skills.
11. Raise maximum age requirements for employment and allow more flexible retirement system participation.
12. Increase flexibility of employment probationary period.
13. Provision of increased job protection and employee rights for "labor class."
14. Provision for in-grade raises on a scheduled basis.
15. Provision for adequate promotional flexibility.
16. Equality of employment and promotion opportunity without regard to race, sex or religion.
17. Careful planning and evaluation of future proposed fringe benefit programs.
18. Creation of a single county-wide retirement system.
19. Provision for protection of all retirement benefits for present & previous employees.
20. Hiring of professional personnel consulting firm to expedite recommendations.

PURCHASING

Traditionally, government purchasing practices have been more prone to public criticism than many other types of governmental action. The Peabody report on the local public schools commented as follows:

"The purchasing practices of any governmental agency are the target of much captious reaction. More contact with the business public probably is made through the purchasing department than through any other department in a school system's operations. Therefore, it is imperative that this operation be conducted in an efficient, order-

ly and businesslike manner if the confidence of the business public is to be maintained."

Public scrutiny, and reformers' zeal over the years has resulted in the establishment of a strong set of rules for governmental purchasing. The cardinal rule of good economy, whether private or public, is to obtain high quality for low price. Public spending must be safeguarded against any possibility of discriminatory practices which might arbitrarily favor one merchant over another.

Local government purchasing practices have recently been subject to some intense criticism by the

mass media and the Grand Jury. The Study Commission feels a great deal of this criticism is directly attributable to the administrative structure for purchasing. A sound purchasing system involves far more than the creation of the office of Purchasing Agent. Creation of the office must be accompanied by adequate authority and government-wide observance of stringent operating rules. Both the necessary authority and adequate operating rules (plus observance of those that do exist) have often been lacking in our local governmental purchasing structures.

The Study Commission's primary recommendation is the creation of a single, countywide Purchasing Department.

Currently there are a multitude of local offices making government purchases. Their operating rules are as varied as there are offices. The City of Jacksonville has a "central" Purchasing Agent, but the Recreation Board does its own purchasing. The Library Trustees have always done their own purchasing. (As a result of the Grand Jury inquiry on July 11, 1966 the City Attorney ruled the Trustees did not have this authority, and they are now seeking special legislation to permit them to continue to do their own purchasing.) The County also has a Purchasing Agent, but his authority is limited to those offices under the County Commission. All of the independently elected offices, boards, authorities, etc. make their own purchasing arrangements (some through the "County Purchasing Agent" on occasion). Heavy purchasers, such as the School Board, Port Authority and Hospital Board each have their own purchasing agents. Of course, each of the smaller municipalities do their own purchasing. Legal requirements for competitive bids range from \$300 to \$1,500. Policy rules are as varied as the offices involved. All of this overlap, duplication and inconsistency leads to governmental and public confusion and to inefficiency and high costs.

The establishment of a single, countywide Purchasing Department will aid our community in three ways: it will provide uniform policy rules, it will mean savings from increased quantity buying and it will insure the creation of a professionally trained purchasing staff.

Following is a list of recommended policy guidelines and responsibilities of the Unified Purchasing Department:

1. Require all local government agencies, independent boards and all elected offices to do their purchasing through the new department, including independent authorities and the School Board.
2. Require Purchasing Agent to approve all bid specifications and have technical staff write

or assist operating departments in preparation of specifications.

3. All items of purchase shall be obtained through the purchasing office regardless of cost: whether a contract for services or equipment and supplies.
4. Purchasing Agent shall be responsible for maintaining an inventory of all supplies and equipment.
5. Purchasing Agent shall be responsible for disposition of surplus property, preferably by bid when possible.
6. Purchasing Agent shall be responsible for operating storeroom.
7. Purchasing Agent shall be responsible for operating printing shop.
8. All items over \$1500 shall be bought by competitive bid. On items under this amount phone bids shall be taken, recorded on prescribed forms and filed with purchase requisition.
9. Purchasing Agent (or his representative) shall be an ex officio member of all contract awards committees.
10. Purchasing Agent shall continuously work towards standardization of comparable items to increase competitive bidding.
11. Purchasing Agent shall accumulate quality control data for reference in future purchases.
12. No invoice shall be paid until approved by Purchasing Department as received per terms of purchase agreement.
13. Purchasing Agent shall develop maintenance standards for equipment. He shall accumulate inventory depreciation records to encourage more orderly buying.
14. Purchasing Agent shall schedule standard items in common use in such quantities that they may be submitted to competitive bids.
15. Purchasing Agent shall buy locally only when the price is competitive with outside suppliers. To this end he shall collect and maintain a record of price quotations from other areas.
16. Purchasing Agent shall have the authority to refuse to purchase any item that in his judgment is not warranted; in such instances the Chief Executive, or the appropriate legislative body, shall be the final arbiter.

ommentary on above recommendations:

1) If the full effects of quantity buying and utilization of a professional purchasing staff are to be realized, all governmental entities—without exception—must buy through the new Purchasing Department. Although different agencies may require specific items that have built-in buying peculiarities (such as old books for library) a professional purchasing department is still far better equipped to purchase such items than the individual agencies. Purchasing is a highly technical skill, and even the larger agencies cannot justify a purchasing department budget sufficient to establish an office with comparable skills to a centralized countywide Purchasing Department. The larger a purchasing entity is, the more likely suppliers are to seek it out and supply information and competitive bids. The greater market accessibility is, the more likely savings are.

2) Heretofore, the operating departments themselves have handled items requiring formal bid competition (purchases over the prescribed dollar amount as set forth by law ranging from \$300 to \$1500 depending upon governmental entity involved) and written product specifications. Even where there are purchasing agents they have not had the personnel to provide professional specification writing. Frequently such items have not crossed the Purchasing Agent's desk until after purchase. Operating departments are not always aware of the diversity of competitive products on the market; it is not their job to keep abreast of current price levels: whereas it is the job of a sound purchasing department. Furthermore, the writing of product specifications is a highly technical skill, and no one should reasonably expect a layman to write specifications. Sound spec writing can lead to increased bid competition which in turn leads to lower prices and increased quality. In fact much of local criticism has been directed at extremely narrow bid competition because of unduly restrictive product specifications.

3) No item of purchase should be excluded from the Purchasing Department's surveillance. Lease-purchase agreements and contracts of one sort or another are all purchases, and savings can be effected here as well as in other types of purchases. Indeed, it should be a paramount duty of the Purchasing Department to recommend the best method of purchasing particular services or products.

4) Inventory control is an important ingredient of a sound purchasing system. Proper control assures maximum utilization of supplies on hand and prevents unnecessary buying.

5) Any large concern, whether governmental or private, accumulates surplus and out-

dated merchandise. Optimum disposal can return some revenue to the public till. Storage can itself run into considerable costs: thus fine-line decisions are necessary between storing for future use and disposing of certain items. Some items that appear to be pure trash often have salvage values. Copper wire, a staple of the Electric Department, is a very high-value scrap commodity. Even waste paper in sufficient quantities takes on monetary value. It is the job of a Purchasing Agent to determine what materials are worth salvaging.

6) Operation of a storeroom is important as the amount that can be stored often determines the quantity that is bought. Purchasing agents also have the dual function of seeing that products received are of the quality and quantity ordered and that bid specifications have been fully met. They also oversee warranties and service agreements, which are often a part of the purchase considerations. Thus it is only logical that they also supervise the storeroom and storage requirements.

7) Jacksonville operates a fair-sized printing shop. With a slight expansion this shop could serve all the County governmental agencies. In fact, considerable economies could be effected through maximum standardization and self-printing. Since such a service is a supply function, generally printing shops are placed, for administrative supervision, under the Purchasing Agent. (The Jacksonville shop is now under the City Auditor, not the City Purchasing Agent.) Placement under the Purchasing Agent makes it easier to determine which items should be contracted out and which can be done more economically by the government shop.

8) Setting a formal bid level is more or less an arbitrary decision. Since advertising costs are expensive, the more formal the bid requirements, the more cumbersome and time-delaying the process. The trend, nationally, is to raise minimum bid limits and increase purchasing agent discretion. However, even where formal bids are not required, informal bids should be obtained and standardized price lists closely checked. The market often changes on given items, and savings can be effected by constant vigilance. In addition, all purchases must be above suspicion. Proper records, open to public scrutiny provide this assurance.

9) Just as spec writing is a technical skill, so is bid interpreting, to assure compliance with the spec's. Therefore, the Purchasing Agent, or his designate, should be a member of all contract award committees.

10) A unified purchasing department will help facilitate standardization of products

which will result in increased quantity buying, thus effecting greater competitive bidding and dollar savings. Product standardization also often leads to increased quality control.

11) Part of a good purchasing department's function is to check constantly to see that value is received. A purchasing agent hence must constantly keep up with the market. There are numerous professional and technical publications designed to assist the agent in this job. Some very large purchasing departments even have their own laboratories.

12) Requirement of invoice approval by purchasing department before payment acts as an audit control to assure receipt of product as ordered. It also is an enforcement tool to assure that only the purchasing department makes purchases.

13) Salvage, surplus value and product life are all in part determined by maintenance standards. Records of maintenance costs often suggest replacement time. Maintenance requirements are also part of many warranty contracts. This is

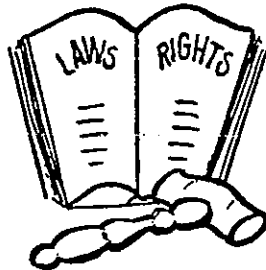
therefore an important responsibility of the purchasing department.

14) The advantage of quantity buying in terms of dollar savings need no elaboration here. It is the basis of any large scale purchasing system. Operating departments should be required to submit annual and more detailed quarterly lists of anticipated needs to enable the purchasing department to schedule orderly quantity buying.

15) A "buy local" policy is desirable as long as the local market includes sufficient competitors and can meet prices and service of other areas. It should not be used otherwise. In the long run it can do nothing but lead to an undermining of public confidence in the purchasing department. With modern transportation and communications, the world is literally at the buyer's fingertips.

16) The authority to refuse to purchase an item is a strong power and it must be coupled with a high degree of responsibility. Such authority should be used very sparingly. Placing this authority in the purchasing agent will permit clear pinpointing of responsibility. The purchasing agent will have authority commensurate with his responsibility.

LEGAL SERVICES



Governmental agencies often require legal service of one type or another. Legislative and administrative bodies, for example, frequently need precise interpretation of complex statutes, ordinances and other legal sources of authority and intent. A number of agencies operate in the enforcement field, and need legal services to carry out enforcement against offenders. The cost of legal services for all local governmental agencies in Duval County and its municipalities well exceeds \$200,000 per year.

JACKSONVILLE LEGAL SERVICES

The City of Jacksonville has a full time legal department which provides almost all needed legal services for the Jacksonville government. This department, which has received state-wide recognition for its professional competence, has an operating budget of \$92,767 for 1966. The only exception to provision of legal services by the Jacksonville De-

partment of Law, for Jacksonville governmental agencies, is the City Council which retains its own special legal counsel (\$7200 per year). A number of years ago the City Council decided that the Department of Law was so closely associated with the administrative end of government, e.g. the City Commission, that it was almost a situation of conflictive interests for the same legal staff to attempt to advise the Council which was often in a regulatory-watchdog role over the city administration. At the time the Council made the change the City Attorney challenged in court the Council's legal right to do so and subsequently lost the suit on appeal to the State Supreme Court.

On rare occasions, at the discretion of the City Attorney, very heavy legal work which the regular Law Department does not have the staff to handle, is farmed out to private attorneys. Antitrust suits brought against the City by the Rural Electrification Administration a few years back; suits seeking re-

covery of overpayment for electrical supplies and airport noise suits are examples of work done outside the Law Department.

COUNTY LEGAL SERVICES

The County has no counterpart to the Jacksonville Department of Law. The County Commission has a regular attorney on retainer; however, the County Commission is only one of a number of county governmental entities. The School Board, Port Authority, Hospital Authority, Expressway Authority, Budget Commission and various elected officials all make their own legal arrangements. The total cost for legal services to County agencies is substantial and fluctuates widely from year to year depending on the demands of any particular year. Despite existing high expenditures for legal services in the County, various governmental agencies often note that they have no place to which they can turn for immediate help or legal interpretations. Most of the major county governmental entities hire attorneys on an annual retainer basis with additional compensa-

tion for extraordinary work. Of course, all of these retainer attorneys have private practices. Attorneys working for the County Commission spend as much as 75-80% of their total time in County work. Demands on attorneys hired by other agencies are generally much less. The County Commission alone budgets approximately \$50,000 a year for legal services and this not include extraordinary items such as bond validations and prolonged court suits.

RECOMMENDATIONS

The Study Commission has reached the conclusion that providing a full time Legal Department is of greater service to public agencies, and more in the public interest from the standpoint of total cost and efficiency, than the use of private attorneys. A full time legal staff avoids any hint of "conflict of interest" situations which sometimes arise in the use of part time attorneys. Quicker access and continuous availability to public agencies are also desirable features of a full time Law Department.

VOTING REGISTRAR

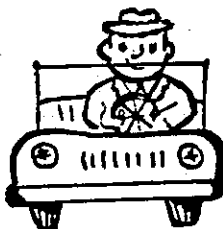
This office will continue to operate much as it does now. The only significant recommended change is that the Supervisor of Registration no longer be an elective position. Two important duties of this office are the hiring of a large number of part-time poll workers and the issuance of registered voter lists to political candidates at election.

Since these duties are subject to political pressures as long as the office is an elective one, it seems advisable to remove it from the political arena by

making the position appointive, based solely on professional merit.

The Study Commission hopes that the new governmental structure will facilitate citizen interest and thus increase voter registration and turnout at the polls. To help increase registration, it is suggested that the Registration Office consider taking Registration Books to the various neighborhoods. The new Magistrate Courts locations might be ideal for branch registration offices.

MOTOR POOL



Transportation is a very necessary, but a very expensive item for local government. The municipalities and the County, combined operate well over 1600 motor vehicles of one type or another. The Jacksonville City Garage maintains 1,040 vehicles; the Jacksonville Police Garage operates 184 vehicles; the Fire Department has another thirty or more vehicles they maintain. The County Garage, for the offices under the County Commission has 266 vehicles which they maintain. Heavy vehicle users such

as the Sheriff's Department, County Fire Department (63) and School Board (167) have their own separate arrangements. The four smaller municipalities also all have rolling equipment. In addition to this enormous fleet of government owned equipment, local governments subsidize a large number of employees with car allowances for use of their personal vehicles while on duty. (Jacksonville budgeted \$161,820 for car allowances in 1966). The actual cost of all this transportation is lost in the maze of

figures lodged in almost as many places as there are vehicles. It is probable, however, that local government costs in Duval County for operation, maintenance and employee automobile allowances exceed \$3,000,000 annually. This figure does not include purchase prices or resale depreciation. Few government services indeed command this kind of expenditure. Thus, from the standpoint of the taxpayer, it is imperative that the most modern and stringent management methods available be employed to assure maximum efficiency and economy in vehicle utilization.

High cost of transport and local travel for governmental purposes is by no means restricted to our own area. The entire nation is faced with the dual problems of rapid population explosion and the ever increasing demand for greater speed of movement. The upshot of this widely shared problem has been an intense effort to hold costs down and increase efficiency. Based on a voluminous backlog of experience and research, a number of sound cost criteria have been established. Appendix, taken from guidelines formulated by the Federal General Services Administration from its experience in the annual operation of close to one third of a million vehicles, provides a good outline of sound management tools.

LACK OF SOUND MANAGEMENT GUIDELINES

The Study Commission finds that our own local government agencies have often been slow to initiate widely accepted management principles for fleet vehicle operations. At the heart of the problem appears to be the lack of any uniform policy guidelines. Lack of overall control and widely dispersed authority in regard to vehicle purchase, operation, maintenance and disposal have often resulted in increased costs and poor efficiency. Although there are a host of specific local "rules" and laws applicable, they are poorly coordinated with wide gaps and without anyone clearly responsible for their overall enforcement. As demands on the tax dollar have become tighter and government vehicle usage has increased, the shortcomings of "loose" practice have become more evident. As of late, some severe criticism by the mass media and the Grand Jury, has brought about an increased awareness of the problem by the public and local government officials alike. As a result, some tightening of procedures and closer security of enforcement of existing rules and laws have occurred.

The purchase, utilization, operation, maintenance and disposal of motorized equipment is in each instance a function where size of operations involved is directly related to the economy and efficiency obtained. Motor pool operations invariably reduce costs through economies of scale; the more standardized vehicles purchased at one time, the lower the cost; a large area justifies more specialized equipment

(such as construction equipment); heavy mileage usually means lower operating costs per mile; the more vehicles to be maintained, the more specialized a garage can become. Thus it follows that unification of all County and Municipal motorized equipment requirements should inevitably lead to greater economy and efficiency. The Study Commission feels that the establishment of a motor pool operation serving all local government entities in the County would be advisable. Such an arrangement should be financed through per mile or per hour of operation charges to each governmental agency requiring motor pool services.

The Study Commission strongly recommends that a formal set of policy procedures be formulated. Once established, such policy guidelines should be distributed to all governmental agencies with strict adherence to them enforced.

PRIVATE USAGE

Specific guidelines are needed for determining under what circumstances government and private cars should be used. A multitude of agencies now provide car allowances for employees who use their car in varying amounts. An effective motor pool operation should eliminate most private usage. Those employees needing a car only occasionally should be able to rapidly check one out of a motor pool. Those using their cars continuously should be assigned a government-owned vehicle. (Such vehicles should be rotated between low and high mileage users to effect even mileage accumulation for depreciation purposes.) Experience shows that fleet vehicle operation is substantially cheaper than private vehicle usage. Use of government vehicles also greatly simplifies the task of accountability, as a record of actual mileage is always available. Better accountability provides more effective management control. Also, just as it is desirable to have policemen and firemen wear uniforms, uniformity of vehicles on government business creates a better government image and symbolizes public authority. (A few agencies suggested that it was cheaper to provide car allowances than government vehicles—if there are instances where on-duty mileage is so heavy that fixed monthly car allowances do not effectively cover costs sustained by employees, the Study Commission feels this is false economy due to the effects on employee morale. It is therefore a practice that should be discontinued.)

Specific rules of operation of government vehicles should be re-emphasized and uniformly and strictly enforced. Such rules should prohibit any use of government vehicles for private purposes, call for complete adherence to all traffic regulations at all times, prohibit the transport of anyone not on official business, require strict attention to prescribed maintenance standards and spell out accident pro-

cedures. It is suggested that the Federal General Services Administration "Operator's Packet" be used as a guideline for establishing a Rules of Operation Manual. Specialized rules of operation should be formulated for specialized types of operational equipment, such as draglines, garbage trucks and highway equipment.

VEHICLE PURCHASING

Vehicles should be standardized where possible. Purchases should be scheduled so that vehicles are bought in bulk-lots in an advantageous depreciation season.

City government in Jacksonville has been severely criticized for buying and using a wide range of "luxury" vehicles bought singly or in extremely small lots. Even the police car fleet was not bought in quantity until 1965. Mass media's and the Grand Jury's price comparisons indicate the government received little, if any, discount on many vehicle purchases. Acquisition cost affects total cost per mile of operation more than any other single factor, both on specialized vehicles and passenger cars. Resale value and depreciation rates are no more favorable for government vehicles than they are for personally owned cars. Depreciation is usually greater on "luxury" vehicles than on so-called economy vehicles. Maintenance costs on "luxury" cars are higher. Lack of vehicle uniformity makes garage maintenance and repair standardization impossible, thus pushing costs up still further.

Purchase specifications should permit a wide range of bidders. Innovations of improvement in motor vehicles are so rapid that today's "best" vehicle may be tomorrow's "worst." Although it is a natural human instinct to prefer one vehicle over another, if for no other than aesthetic considerations, this impulse must be resisted. Properly drawn specifications can assure maximum quality and still obtain a wide market of competitive bidders. Preferences and performance standards become more marked in higher priced, specialized equipment, such as road equipment, and heavy duty trucks. Even in specialized equipment the competitive market is broad. The government should not sacrifice quality for price, but at the same time it should exercise caution to assure that personal prejudice and factors not absolutely necessary for good job performance are not allowed to influence the writing of bid specifications. By requiring adequate manufacturers' performance records, loss due to purchase of poor quality equipment should be minimized.

Buying locally should be resisted if the local market is not competitive. Warranties of brand name equipment are honored anywhere, and thus follow-up service is a relatively insignificant factor in purchase consideration.

UPKEEP

Maintenance standards should be established and closely followed. Preventive maintenance is of course first. Repair operations should assume minimum "down time," e.g. equipment out of use. Definite standards for disposal of equipment and replacement should be established. It has been repeatedly proven that in the long run, replacing a worn out vehicle is more economical than repairing it. All our local government garages report many vehicles that should have been traded long ago. Garage operations should hire only as many full time employees as can be effectively used at all times. It may prove to be more economical to have certain specialized work done in commercial garages. Work to customize vehicle should be minimized or included in original purchase.

Complete cost records should be carefully developed to be used as management tools for a variety of considerations. Operating costs per mile or per running-hour as the case may apply are a necessity. Each vehicle should have a file showing its entire record from purchase to disposition. More complete records will help expose driver abuse, facilitate maximum equipment utilization, assure minimum depreciation losses, provide meaningful projection for new equipment capital expenditures and reduce operating costs.

Existing garage facilities are reported as inadequate by various garage heads. All complain of shortage of space and outdated buildings (except School Board garage which was constructed in 1959). Generally they feel they have adequate personnel but often have a backlog of work. All feel their working equipment is fair, but would like a little more. Adequate housing and working conditions would clearly increase production efficiency. With over 150 employees in garage work of one type or another, personnel costs are a heavy expenditure and false economy arises when housing conditions impair work efficiency.

The Study Commission recommends that a new central garage be built with adequate room for future expansion. Due to the size of the County, it will be necessary to establish motor pools in different locations. These motor pools should not have major repair facilities but might include preventive maintenance equipment for routine greasing, oiling and gassing, if found economically practical.

For specialized maintenance such as that required for police equipment, a branch garage might be in order, but the Study Commission feels that such a garage should still be a part of the single motor pool department; operation of a garage facility is not a police function. The Study Commission does not feel the Fire Department needs a separate garage. The necessity of keeping this equipment in

operation at all time is evident. A new, better equipped central garage will be able to perform this service even more efficiently than a separate facility.

All functions not directly related to motor vehicles should be removed from garage jurisdiction. The City Garage currently includes among its personnel a variety of building maintenance personnel. The Study Commission feels these men can be better utilized elsewhere.

SUMMARY OF RECOMMENDATIONS

1. Create a county-wide motor pool operation to serve all local government vehicle users, including independent Boards and Authorities.
2. Establish a formal set of policy guidelines for the purchase, use, maintenance and disposal of all rolling equipment.
3. Eliminate employee automobile allowances, where practical.
4. Establish strict set of vehicle operators' rules which will be rigidly enforced.

5. Standardize vehicles where possible and buy in bulk lots.
6. Encourage competitive bidding by writing broad purchase spec's.
7. Buy locally only if price competitive.
8. Establish rigid maintenance standards. Consider a balance between commercial and public garage work on specialized repairs.
9. Keep thorough cost accounting records on each vehicle.
10. Build new central garage facility.
11. Disperse motor pools at convenient locations for user agencies.
12. Eliminate specialized garages except possibly the police garage, which, if retained should be operated as a branch of the Central Garage.
13. Transfer all non-motor vehicle functions associated with existing garages to other administrative units.

APPENDIX

The following excerpts are taken from a booklet entitled

MOTOR VEHICLE ACCOUNTING and REPORTING GUIDELINES

Published by
General Services Administration

ACQUISITIONS

Managers Need Information to Help Them . . .

Select vehicles on basis of known requirements and . . .

Achieve the highest practical degree of standardization by using the Interim Federal Standards issued by GSA in selecting proper vehicles.

Avoid specialized vehicles with limited utility and low trade-in value if standardized equipment will perform satisfactorily.

Avoid buying capacity excess to needs. Costs more to buy and to operate.

Determine operation and utilization requirement and compare with economics of purchase, rental, or use of employee-owned vehicles.

Consider purchase limitations—congressional, budgetary and lead time.

Consider rental or use of employee-owned vehicle, taking into account period required (intermittent vs. full-time), rates of reimbursement (employee-owned vs. rentals and

regular vs. compact cars), and abnormal operating conditions.

Provide for timely purchase to avoid built-in depreciation.

Plan in advance for replacements.

Send requisitions at the earliest to GSA for handling by the "Volume Consolidated Purchase" to assure lowest unit cost and early delivery.

Impact of incorrect decision.

Too many vehicles—low utilization—higher investments and costs.

Too few vehicles—low employee productivity—leading to commercial rentals or use of employee-owned vehicles . . . usually at higher cost.

Wrong vehicle for the job . . . limited utilization often requires use of other equipment to fill gaps.

Higher maintenance costs . . . less resale value.

OPERATION AND UTILIZATION

Management Must be Provided with Reports Designed to . . .

Show miles or hours operated in order to . . .

Identify excess vehicles.

Measure operating efficiency against predetermined standards.

Provide data necessary to reduce maintenance cost by rotating like vehicles with high and low mileage.

Compare capacity utilized with available capacity in tons for cubic yards for trucks and passengers for buses to determine . . .

Right vehicle for job.
Scheduling of most effective routes as to time.

Relate operation and utilization data to cost data to determine

The actual cost of performance . . . the cost per unit transported in cost per ton mile or hour etc.

REPAIR AND MAINTENANCE

Management Must be Furnished Reliable Data to . . .

Develop most effective maintenance program to . . .

Assure reliable service.
Assure safe and efficient service at the lowest cost per mile per hour.

Schedule preventive maintenance work to . . .

Minimize downtime.
Reduce necessary standby vehicles.
Balance vehicle availability for employees requiring transportation.

Management Also Needs

To develop simple motor vehicle jackets and tickler files to

Provide a record of preventive maintenance safety checks and avoid major repairs.
Disclose repetitive repairs.
Evaluate the quality of parts, materials and maintenance work.
Identify lemons that should be scheduled for replacement.
Focus attention on any driver abuses.

To evaluate relative merits of performing maintenance in Government facilities, commercial garages, or a combination of both through . . .

A good accounting system.
Sound and timely reporting in dollars and hours.

Management Should . . .

Determine whether a vehicle should be repaired or replaced . . .

Obtain estimates and evaluate on the basis of economic factors whether to repair, replace, rent, or authorize use of employee's vehicle.

Check the propriety of commercial garage charges by using flat rate standards.

Effective Management of a Maintenance Facility Requires Adequate Data to . . .

Balance manpower in maintenance facility for scheduled and unscheduled repair or maintenance to . . .

Minimize downtime.
Maximize productive shop labor.
Assign excessive unscheduled maintenance to commercial shops or, of recurring and economical, increase labor force.

Reduce cost by using productivity yardstick to control labor . . .

Compare productive direct labor to predetermined standards . . . such as flat rate manuals.
Compare the ratio of indirect labor to direct labor.

Minimize the inventory of parts and materials . . .

Standardize motor vehicles to the extent practicable.
Obtain parts and materials locally . . . as needed.
Eliminate surplus items promptly.

Use proper cost data to evaluate relative merits of Government facilities vs. commercial garages.

Monitor relative maintenance costs and downtime.

ACCIDENT DAMAGES

Management Can . . .

Develop cost trends and statistics for more effective evaluation and improvement of safety programs and . . .

Disclose careless driver habits.
Identify potentially hazardous conditions.

Avoid distortion of costs of ordinary repairs . . .
In order to

Evaluate effectiveness of preventive maintenance program.
Monitor replacement standards.
Adjust depreciation properly.

Determine the economic advantages of repairing vs. replacing vehicle by . . .

Projecting the future cost per mile to be incurred based on estimated current expenditures.

DISPOSALS

Management Needs . . .

Reports showing age and mileage of each vehicle . . .

To aid in scheduling disposals within limits established by law or regulations.

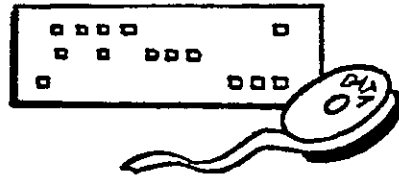
Projected replacement dates . . .

- To defer major repairs on vehicles scheduled for replacement.
- To plan budget requirements.

Statement disclosing sales proceeds by locations and vehicles . . .

- To determine efficiency of sales program.
- Adjust depreciation rates.

DATA PROCESSING CENTER

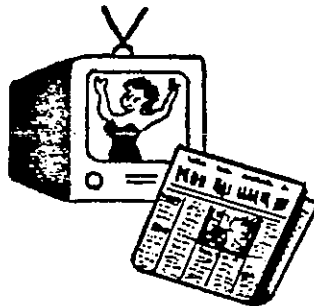


Currently the County, the City of Jacksonville and the School Board all have major computers in operation. The County is considering a second computer. Both the Sheriff's office and the Jacksonville Police Department are considering data processing equipment for their record centers. Clearly, more processing equipment will be used in the future.

Data processing equipment is extremely expensive, and qualified programming personnel is in short supply. For these reasons, new equipment should not be bought at random. Data processing is not a magic panacea for all ailments. If properly

used, computers provide monetary savings. More important considerations in the use of data processing equipment, however, are that they are fast and thus they provide a variety of informational response. Which functions are suited to machine techniques and which are not is often an extremely technical decision. Thus, it follows that operating departments need a professional data processing center they can call upon to meet various needs. By the pooling of resources into a single center, savings should be effected, better personnel utilization should be realized, and a more cohesive professional approach to performing data processing service realized.

ADVERTISING AND PROMOTION



This will be a new agency established to handle public relations for the countywide government. The various governmental entities currently spend a substantial amount of money in what might be described as public relations, some for direct advertising and some in the category of progress reports. Obtaining governmental funds for program ads and the like has become a major political headache for officeholders. Virtually every civic, religious and philanthropic organization calls on the various governmental entities for help of one form or another. Jealousy and resentment surround the dole of public advertising funds. The establishment of a professional administrative division of Advertising and Promotion, which can base decisions on objective criteria and which will have a specified annual budget, will provide the public with far better accountability over expenditures. Such an agency will get more for a dollar spent than we now get. Fur-

thermore, various operating agencies will have a professional source to which they can turn for advice and assistance in meeting their specific needs.

The Advertising and Promotion division will also be responsible for helping our area attract new industry and business. Although this is a major role of the Chamber of Commerce, at some point in virtually all deliberations the various governmental entities play a role in the selling campaign. This type of governmental activity needs to be established on a more organized basis. The new division will accomplish this end.

Another important function of the new agency will be to keep the public informed on governmental activities. An informed public is essential for strong, viable local government. The office will be a place the mass media can turn to for questions and answers about local governmental affairs.

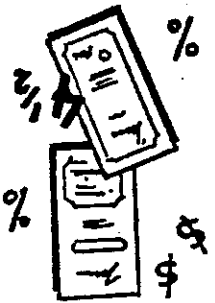
FINANCE DEPARTMENT

The Finance Department will centralize all financial activities, with the exception of auditing, under a single administrative unit. The auditing function is kept separate to add an additional public safeguard. The Auditor will be appointed by the elected Council and will report directly to the Council. The Council Auditor will act as the public's watchdog over the Executive Branch.

Strong emphasis is placed on public accountability and professionalism in organizing the Finance Department. The Department will have five major operating divisions: Assessment, Collection, Fund Custody and Investment, Accounting, and Budget. The first four divisions constitute reorganizations of existing operations. The Budget Division is a new entity and an extremely important one in carrying out the goals of the new government. The Budget Division will, for the first time, put budget-

ing on a solid professional basis in our local government. This Division will work with the Major in preparing the annual budget. The Budget Division will scrutinize all budget requests and prepare and require supporting materials for budget needs. The Budget Division will watch the budget throughout the year, seeing that it is adhered to by operating agencies. The Budget Division will result in better records for decision making purposes than ever before. Better records and closer analysis also means greater public accountability. The Study Commission optimistically expects direct savings and greater efficiency from the more professional budgetary approach that the new Budget Division will be able to provide.

The following two papers deal with finance department activities and recommendations.



The Study Commission finds a strong need for a countywide Department of Finance. This office will be responsible for the collection and custody of all governmental revenues. The Department will be responsible for the assessment and collection of all taxes and the collection and custody of all service charges and fees. The Department will establish as many accounts as are necessary to separate appropriate funds. Such funds will be released only upon receipt of specific expense vouchers. The Department of Finance will be responsible for the custody and investment of all "idle" funds. The Department will seek the highest possible investment return consistent with standard governmental safety precautions. The Study Commission recommends that consideration be given to the possibility of submitting idle funds investment to competitive bidding.

The Office of Director of Finance must be filled by an individual of the highest integrity and competence. His duties will require continuous contact

with the public. Policy decisions of the highest level are inherent in the position. He shall be appointed by the elected Mayor and serve at his pleasure, but minimum qualifications shall be prescribed in the government's Charter for applicants for the position.

The creation of the Department of Finance will abolish the existing offices of County Tax Collector, City Treasurer, City Tax Assessor, County Tax Assessor and City Clerks in the smaller municipalities. These offices each perform part of the total function assigned the new office. The County Tax Collector's chief duties are the collection of County taxes and the issuing of occupational licenses and State license tags. The office does not act as a continuing custodian of funds. As County taxes are collected, they are remitted proportionately to such operating agencies as the School Board, Hospital Authority, County Commission, etc. This dispersion of tax funds leads to an excessive amount of idle funds not being placed in interest-drawing investments. It also burdens a

variety of boards and agencies with complex financial decisions requiring professional financial counseling which these boards do not have available.

LICENSE SALE

The Jacksonville City Treasurer collects all Jacksonville taxes and acts as a continuing custodian of funds until they are actually spent by operating agencies. The Treasurer does not, however, make investment decisions, a duty which currently resides with the City Auditor. Under the new department the Director of Finance will be responsible for investment decisions.

At present Jacksonville has an appointive office of Municipal Inspector which is charged with the responsibility of collecting City occupational license fees. This office reports directly to the City Council. The Study Commission believes this agency should become a part of the countywide Department of Finance. The County Tax Collector also collects occupational license fees; these licenses apply to wholesale service and manufacturing concerns and are collected on behalf of the State. The State itself collects retail license fees (\$10.00 per year). Since state revenue from this source is small the Study Commission recommends that the State delegate this source of revenue to local government and divest itself of administrative duties connected with occupational licenses.

All license collection functions will become a part of the Department of Finance. Covered will be those licenses now collected by the County Judges, except marriage licenses which at times require judicial discretion. Other miscellaneous license collections by the County Judges are a non-judicial function which have long worked a burden on the Judges, who desire to be divested of this duty. The collection of drivers' licenses and hunting and fishing licenses should become a part of the Department of Finance's responsibilities.

MONEY HANDLING

Operating agencies should not directly handle money when avoidable. Agencies that have specific fees should issue a bill to be paid and receipted by the Department of Finance. If such an arrangement is to be feasible, an agent of the Department of Finance must be in near proximity to the affected operating agency. Where this proximity is not possible, operating agencies should continue to collect fees directly, but remit them with full accountability to the Department of Finance within 24 hours.

The Collection Division will also be responsible for utility billing and collection. The new Department will continue to have authority to designate

bonded collection substations for utility bill payments and certain license collections.

PARKING METER DEPARTMENT

The Parking Meter Department of the City of Jacksonville should also become a bureau of the Department of Finance. The existing Parking Meter Department of the city collects large sums of money from meters and parking fines. The need for strict accountability controls, plus facilities for prompt across-the-counter public service, can be readily fulfilled by the Department of Finance.

TAX ASSESSMENT

The Study Commission discussed at considerable length the administration of tax assessing. It was noted that in the past history of the State of Florida, assessment standards varied widely from one area to another. Varying assessment levels were especially notable between counties for county purposes and municipalities for city purposes. Earlier in the century revenue demands for municipalities were often greater than those for county government. In addition, State money distribution formulas often resulted in penalizing those counties with high assessment ratios. As a result, assessment levels (expressed as a percentage of market value) were invariably higher in municipalities than in counties. Thus, it was quite logical to have separate assessors for counties and municipalities. In modern times, with increased pressures for higher taxes at all levels of government, there has been a continuing trend towards standardization of ad valorem assessment levels. The Florida Legislature has set forth a set of seven criteria to be uniformly considered in reaching "just value" assessments.

The Courts have held that "just value" is comparable to "full value." Accordingly, all assessment levels, whether in the city or the county, are required by law to be based on 100% market value. By statute and court definition, all assessors must use the same assessment criteria. Therefore the historical need for separate tax assessors has been removed. The Study Commission finds that duplicating tax assessing efforts brings about unjustified additional expense. Further the Study Commission believes that, in view of the uniform assessment standards required by law, varying assessments on the same property result in confusion and are a disservice to the public.

Tax assessors have often been elective offices in Florida. County tax assessors have State Constitutional status as elective offices. The only exception among Florida's 67 counties is Dade County, which appoints its tax assessor under its Constitutional home-rule authority. City tax assessors have a more

varied elective versus appointive history in Florida. Often the tax assessing function has been only a part of a city clerk's duties, depending upon the size of the city.

Professional literature strongly recommends that positions which require a high degree of technical competence and which are so constituted that discretionary decisions are dependent upon professional training, should be appointive and not elective. Tax assessing is repeatedly cited as an example of such a position. Assessment of property is not supposed to be subject to political pressures. However, one need only review the history of tax assessment in Florida and many other states to see how political pressures have led to inequities in tax assessments. Florida counties all operating under a single state law have had assessment ratios as varied as there were tax assessors. Even today, after continuous legislative and judicial efforts, elected assessors are slow to reach any uniformity of assessment levels. Such practices do the public a disservice and make a mockery of the elective process, e.g. elections are often based on a candidate's willingness to hold assessments down rather than professional ability.

The recent revaluations in our own county and the thousands of complex petitions of appeal submitted to the Equalization Boards both indicate the need for professionalism in tax assessing. The repeated legislative and judicial clarification of assessment criteria is working to reduce the "political" discretion and to increase the importance of "professional" discretion. For these reasons, the Study Commission recommends that the countywide assessing function be a responsibility of the new Department of Finance and that the function of tax assessing be established as an operating division. On a national basis combining the assessing function into departments of finance, or similar entities, is com-

monplace and has worked well. Tax Assessing is a professional skill; by diminishing political pressures there should be less likelihood of inequitable assessments. The safeguards provided to citizens by an equalization board and by the right of ultimate appeal through the courts will of course be continued.

ADDITIONAL DIVISIONS

The Department of Finance shall have a Division of Accounting which shall be responsible for record keeping for the overall government.

The Department shall have a Budget Division, which will be responsible for assisting all agencies in their budget preparation. The Budget Division will produce the "Executive Budget" to be submitted by the Mayor to the Council for approval. This Division will be extremely important in the new unified government. Since in the past there have been no overall coordination and professional preparation of budgets, the Division will be of major assistance to the Mayor in carrying out his overall budgetary responsibility. (See the Finance report for specific budgetary recommendations.)

The Task Force believes a single, countywide Department of Finance will result in better accountability of public funds, in uniformity of assessments, in better service to the public and operating agencies, in increased interest revenues, and in substantial tax savings.

SUMMARY OF RECOMMENDATIONS

The Study Commission recommends the creation of a countywide Department of Finance to be composed of five major divisions: 1) Assessment, 2) Collection, (3), Fund Custody and Investment, 4) Accounting, 5) Budget.

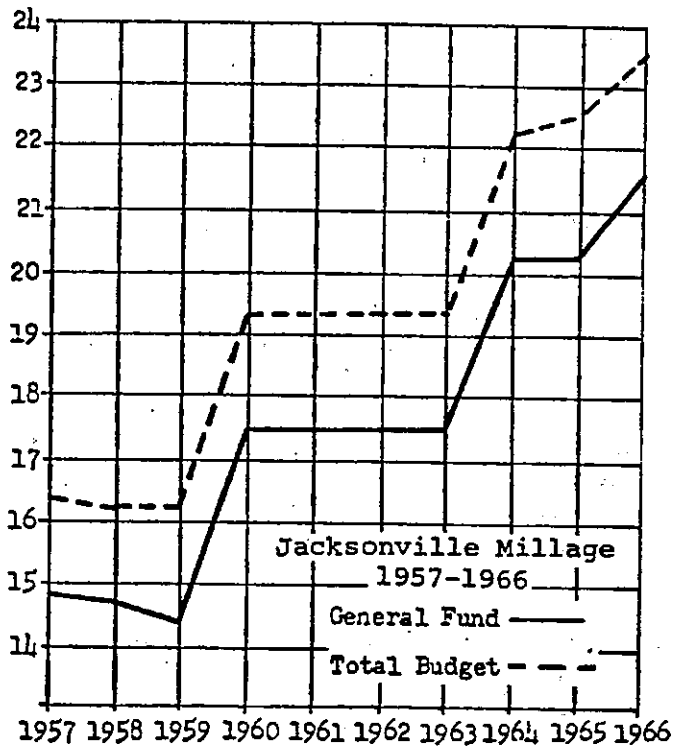
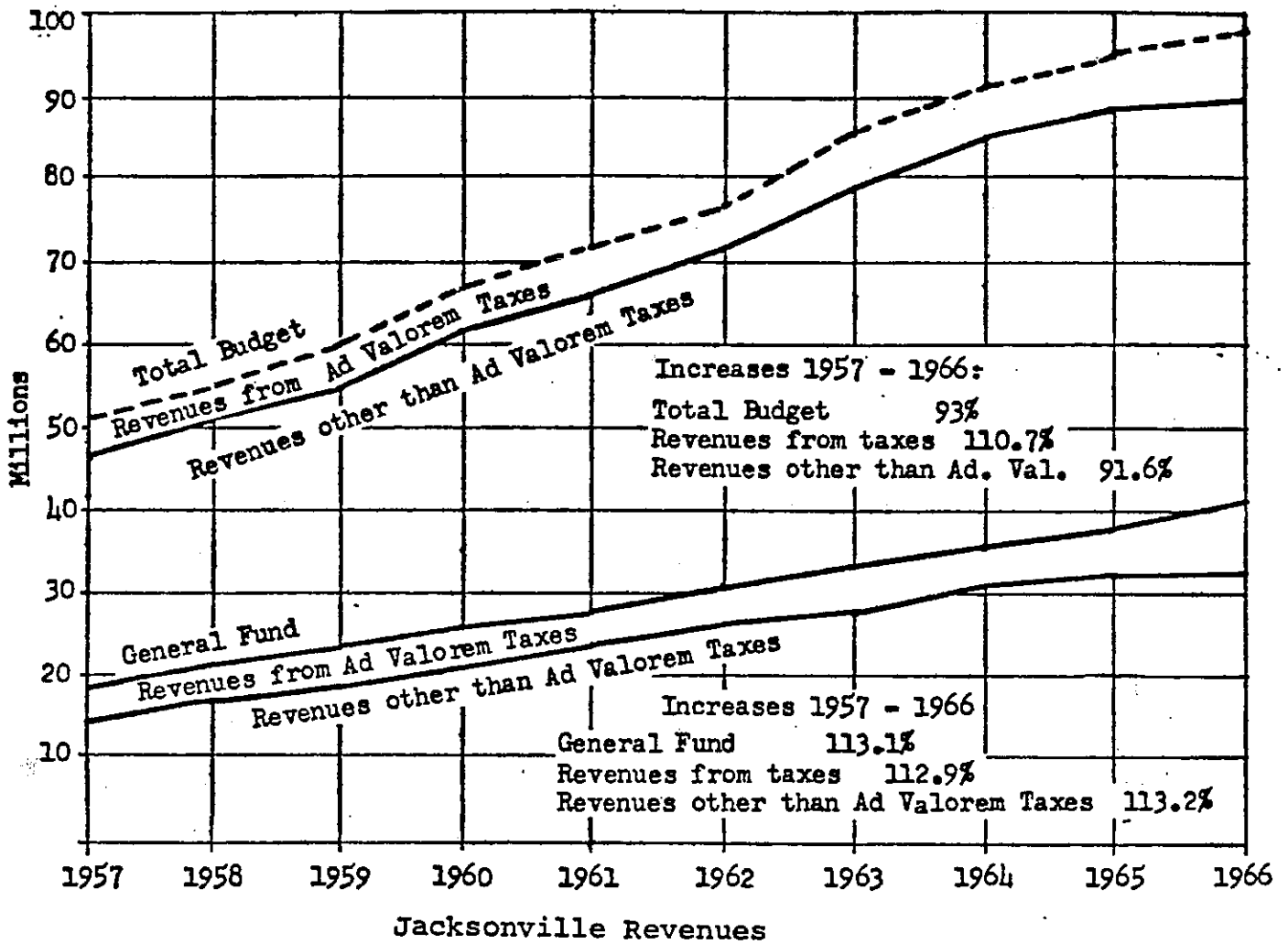
LOCAL GOVERNMENT FINANCIAL AFFAIRS

INTRODUCTION

Throughout the country expenditures for local government are growing at a rapid pace. A single generation ago (1944) expenditures for local government nationally were just over seven billion dollars. Population growth and price inflation are part of the explanation. But even after allowing for these factors there is still a considerable increase in expenditure. In the last ten years the increase, after allowing for population growth and inflation, still amounts to an increase of about four percent a year.

This dramatic rise in local governmental expenditure is in part attributable to increased demand for

more and better government services. Rapidly increasing urbanization of population has increased the need for local government programs. Sparsely populated areas have traditionally utilized less governmental services than densely populated areas. It might be described as a paradox that per capita costs for governmental services often increase with population growth. This does not mean that there are no economies of scale in governmental operations, but rather points to the fact that there is a relationship between population density and need for governmental services, e.g. the more urbanized an area becomes the greater the variety of public programs that must be provided.



The spiraling costs of local government is graphically demonstrated by our own local experience. In the last ten years the annual budget for the City of Jacksonville has jumped 93%. This increase has occurred while the population has slightly declined. The budget for County government in Duval has climbed in excess of 135%. Population growth outside the City Limits has increased about 70% during the same period.

Large cities throughout the country are suffering severe budgeting problems brought about by the pressure of population and age. Although core cities often have not themselves been able to expand their limits, they have still been faced with assuming a heavy share of the burden of increased governmental cost of metropolitan growth around them. This picture is graphically illustrated in our own area where substantially all economic life centers around and evolves from within the corporate limits of Jacksonville. Perhaps a paradox of the Jacksonville story has been the municipal ownership of the electric utilities for the entire area. A past trademark of the Jacksonville Electric Utilities has been the goose that lays the golden egg. The golden egg referring to the "profit" transfer to the General Fund of the City each year. This transfer comprises a major share of the entire General Fund. Last year it amounted to \$15,828,600 — this is equivalent to over 54 mills of ad valorem taxation. (The Tax millage for 1965 was 22.7 mills which raised \$6,710,015). The paradox results from the fact that if it had not been for the electric "profits" the metropolitan area could not have ignored the financial plight of the City government. Quite obviously City taxpayers could not pay a 77 mill ad valorem tax rate and this is what would be required were it not for the electric "profit" transfer. Although electric revenues have enabled us to put off the day of reckoning, it has by no means been a cure-all for our governmental problems.

While electric revenues in part provide stop-gap relief for the City budget, they do nothing towards solving the dilemma of a severely restricted form of County government attempting to meet the needs of a population larger by about half again the Jacksonville city population. County government was designed to serve the needs of the State primarily in providing limited law enforcement and tax collection functions at the local level. To achieve this purpose a number of loosely knit elected offices were created with tightly specified areas of governmental jurisdiction spelled out by state law. This antiquated structure designed in the early 19th century for a predominantly rural-agrarian economy has been carried over into modern times. At no time was this form of government perceived as a substitute for municipal government, yet today we are using this same structure in an attempt to meet the needs of an

industry-business oriented urbanized population of substantial proportions. As would be expected the structure has often fallen short under the stresses it has been faced with. As a result our community governmental problems have multiplied and despite rapidly increasing expenditures — taxes — we have not been able to fulfill our governmental needs in an orderly fashion.

EXISTING PRACTICES AND NEEDS

Planning is often described as the single most important tool for orderly governmental growth. One of the key components of planning is the budgetary process. A properly conceived budgetary process is much more than simply the provision of revenues for expenditure and auditing. It is a device that illuminates the entire sphere of governmental activity. Both the City of Jacksonville and Duval County have failed to keep pace with modern trends in budgeting. There are shortcomings common to both systems, however, there is basic variance in the specifics of the two processes.

"Executive Budget." Both systems lack what can be described as "executive budget execution." An "executive budget" is one where an individual or an agency is charged with the responsibility of budget preparation for the entire government. Once the "executive" prepares the budget it is then submitted to an elected legislative body for approval. On the national level the President is responsible for budget preparation which he carries out through the Bureau of the Budget and then submits it to Congress for approval. In a City Manager form of government such as utilized by Atlantic and Jacksonville Beaches the City Manager is responsible for overall budget preparation (in larger cities this is effected through a Department of Finance under the manager's supervision) which he submits to the elected City Council (or Commission) for approval. Many larger cities have an elected mayor who fulfills this function.

In Jacksonville no single person or agency assumes responsibility for budget preparation. Each department prepares its budget almost as if it were in a vacuum unto itself. This has grown more out of a tradition than actual legal structure. In theory the City Commission is charged with management of the administrative affairs of the City. This of course includes budget surveillance and planning. However, by custom the Commissioners have divided the operating departments among them and through tradition an unwritten rule to the effect, "You don't bother my departments and I won't bother yours" has developed. As a result there are really five major budgets (one for each Commissioner) and a number of smaller ones submitted to the City Council for ar-

bitration. An effective budgetary process calls for the preparation of a balanced budget at the execution level. Failure to do so makes the task of a legislative body impossible as they have neither the staff expertise or information available to make the proper determinations.

In the County we have the same departmentalized isolation in budget preparation. The ultimate legislative body in the County is the Budget Commission. The Budget Commission should not be confused as an "Executive budget" implement. The nearest County budget to an "Executive budget" is that of the School Board. Here the Superintendent of Public Instruction is charged with preparation of the budget which he effects through a Department of Finance and then submits to the elected School Board for approval.

Advance Budgeting. In both the City and the County operating agencies tend to operate under the premise "get what you can and hope for the best" on a year to year basis. The main guideline for budget preparation has been last year's budget—plus. This maxim has often resulted in the compounding of past appropriation errors and steadily increasing expenditures with no overall plan or purpose. Widely utilized tools of budgeting are a long range operating budget which projects operational needs for five or more years in advance, and a long-range capital improvement budget which often projects needs ten or more years in advance. As the demands on the tax dollar increase and revenue sources narrow, careful advance budget planning becomes more and more important.

Program Budgeting. One of the most significant trends in budgetary practice has been the use of "program budgeting." Program budgeting measures expenditures in terms of services to be received. For instance, in the fire fighting field average costs per fire are calculated and a budget estimate will express the proposed expenditure in terms of fires to be fought. As program budgeting becomes more refined comparisons of the number of dollars put into fire prevention versus its effect on fire reduction, etc. can be formulated.

Program budgeting provides policy-making officials with meaningful tools to make their decisions with. Both Jacksonville and Duval utilize the traditional line item budget. Under the line item budget a multitude of expenditure categories are delineated e.g. salaries, janitorial service, office supplies, automobile allowances, etc. A typical budget may have ten to twenty separate accounts (line items). Both the City and County have extremely rigid budget control rules. Operating departments must go through an involved legislative process to obtain ap-

proval to transfer any money between accounts. For instance, a department may lose an employee which they cannot immediately replace, which results in a surplus in the salary account of the departmental budget, but they find they very badly need office supplies (which they probably originally requested, but were cut to make the overall budget balance.) In the City, to spend the surplus salary money for supplies, they must obtain a formal resolution of approval from both the City Commission and City Council. In the County they must obtain a formal resolution of approval from the Budget Commission. Both procedures place the department head in the position of being on trial. Further, the processes are cumbersome and time-consuming.

Line item budgets do not give a meaningful picture of services to be performed. Neither the policy-maker or the general public can relate a series of object expenditures to final results to be achieved. A program budget has the advantage of providing meaningful comparisons with past experience and experience of other areas. For instance, if one area can collect garbage for X dollars a ton and another finds itself spending 2X per ton obviously there is need for a closer look at the reason for the difference. Basically, program budgeting is cost accounting.

Government entities using program budgeting often supplement the performance portion of the budget with some degree of object or line item listing of expenditures. However, to allow more budgetary flexibility they often restrict the number of individual accounts to major expense categories such as Personnel, Supplies and Materials, Contract Services. Ironically, Jacksonville has recently increased its number of account listings still further restricting Operating departments.

Budgetary control and inflexibility are not necessarily synonymous. Severe budgetary restrictions often encourage, rather than discourage, budgetary abuses. When agency budgetary demands are heavily weighted on what they spent in years past, it becomes doubly important for an agency to spend its entire appropriation in order to justify next year's budget request. Further, since virtually all governmental agencies can always use additional funds they are loath, under any circumstances, to let money get away once it has been appropriated. Thus an agency which is severely restricted in regard to transfer of funds within the departmental budget will often spend an appropriation as dictated in the original estimate rather than at a point of subsequently-found greater departmental need. It should be noted that the budgetary span is actually about 18 months or more from the time of original budget preparation.

Auditing. Jacksonville has a Commissioner of Finance, by title, and technically the City Auditor reports to him. However, neither the Commissioner of Finance or the Auditor play any meaningful role in budget preparation or budget planning. The Auditor's duties include enforcement of prescribed fiscal controls, but even here, by custom, a bad practice from the standpoint of sound public policy, has evolved — the Auditor has assumed a host of administrative duties wholly foreign to his primary auditing responsibility. Parking lot operations, printing shop, store-room, building maintenance, utility business office functions, etc. all dilute the effectiveness and time allocated to the auditing function. It is poor public policy to have the auditor auditing himself in many areas of endeavor. The Auditor has been described as a sixth City Commissioner, due to the scope of his duties and responsibilities. The Auditor clearly should be divested of those duties not directly relating to municipal fiscal control.

The auditing function in the County is primarily carried out by the State Auditing office. This office has, over the years, been severely restricted in staff. They are charged with auditing all offices at least once every two years.

In addition to the State Auditor the Board of County Commissioners has an auditor vested in the duties of the elected Clerk of the Circuit Court. Each independent authority, board, etc., has some provision for auditing.

Two types of auditing are necessary to assure and safeguard effective, efficient governmental operations. The first is continuous day-to-day auditing — internal control. (Business enterprises generally vest this function in a Company Comptroller.) In addition to internal control, there is a need for an external audit. An external audit gives the public an added safeguard and further, can be a help to the government itself by providing an impartial insight into operations. An external audit should be made annually of all governmental operations by independent Certified Public Accountants. Such an audit should preferably be an "Opinion Audit." An 'Opinion Audit' is one in which the CPA himself is legally liable for his actions and generally means an audit of greater depth. The audit should include the propriety of governmental actions as well as a physical check of finances.

Idle Fund Investment. The County needs a single agency responsible for fund custody and idle funds investment. The Jacksonville City Treasurer performs these services in the City. In the County the Tax Collector collects revenues and promptly remits them to the specific boards, etc. The boards may then deposit the money, invest it or do

as they see fit until it is needed for budgeted expenditure. This policy results in excessive idle cash balances. Further, it encumbers a variety of agencies with complex financial decisions for which they have neither the expertise or time to properly make.

Both City and County should carefully review their investment policies. Careful study of possible bid proposals should be examined. The combined budgets of the City and County total some \$175,000,000 a year. In addition there are many millions in bond sinking funds and pension funds. Proper management and investment of these monies can result in revenues in the millions each year. Although both City and County have investment programs, they could be strengthened with the addition of more professional staff for this purpose and a centralization of idle cash control.

Another unusual practice is the City Auditor's responsibility for investment decisions. Since the City has a Treasurer and he is charged with accounting for all funds it would seem more logical that the Treasurer make investment decisions and the Auditor confine his duties to accountability. This practice is apparently still another example of custom rather than specific law. The City Treasurer believes his enabling legislation vests him with investment authority and states he would like to exercise it.

Budget Commission. The role of the Budget Commission is a complex one. One of the severest criticisms of the Budget Commission has been in regard to their review of the School Budget. It is ably argued that the electorate specifically elects a School Board and assigns them the responsibility of providing an adequate educational program and this requires control of financial decisions. This argument thus concludes that the Budget Commission, in effect, makes the elected School Board a body charged with responsibility for which it does not have commensurate authority to fulfill. There is some validity to this argument. However, the School Board is technically interested in what is best for education in the County. The Port Authority is concerned with what is best for the Port. The Hospital Authority is concerned with what is best for public health. The elected Tax Collector, Assessor, Sheriff, County Commission, et al. are concerned with what is best for their given departments, ad infinitum. Indeed, it is only proper that they should take pride in their responsibilities and strive with all their efforts to provide the very best service possible in their area of government endeavor. On the other hand, it is a virtual rule of governmental finance that no agency ever has enough money to do a perfect job or all they would like to do. In recent years, governmental expenditures have continually climbed. Sources of revenue to finance governmental

services are becoming more and more pressured. Well over one out of every three dollars earned already goes toward some form of government taxation.

At some point in any government structure there must be a body charged with the responsibility of coordinating governmental service expenditures and making the painful decisions as to which service must receive priority over another at any given time. In a democracy, public opinion is a strong influence in arriving at priorities. Our school crisis—although unfortunately long overdue—demonstrates the power of public opinion in increasing service expenditures.

An area of protracted controversy has been the depth of budget review the Budget Commission should engage in. At times in the past the Budget Commission has gotten into line item reviews which have taken them into administrative details of various departments. Elected officials and departmental administrators have resented this feeling that the part-time Budget Commissioners do not have the staff or knowledge to second-guess them on internal affairs which are their everyday concern. Ideally, the Budget Commission should be concerned with the overview of total expenditures and not internal details of departmental operations.

One of the biggest shortcomings of the Budget Commission has been that the public has not really understood its function. Budget Commission elections have, in the past, generated little interest. Until the school crisis most people had little idea of its function. The Budget Commission's power of budgetary control is one of the major responsibilities of government.

A major weakness of the Budget Commission system is that it adds another layer of elected officials to an already complex governmental structure. Pinpointing of responsibility by the electorate is an important ingredient in a democratic form of government. In Duval County this is almost an impossibility due to overlapping authority which facilitates "buck-passing." Although the Budget Commission shares responsibility for fiscal controls, indeed is the ultimate budget setting authority, it has no powers of administrative, policy-setting; thus invariably their actions are in a negative sense without the authority to take positive actions.

The complexity of modern day government and its financing make the Budget Commission's responsibility an awesome one. They are part time elected officials and have been severely restricted in professional staff to aid them in their work. Effective budget administration today is virtually a full time, year-round job that calls for highly trained personnel.

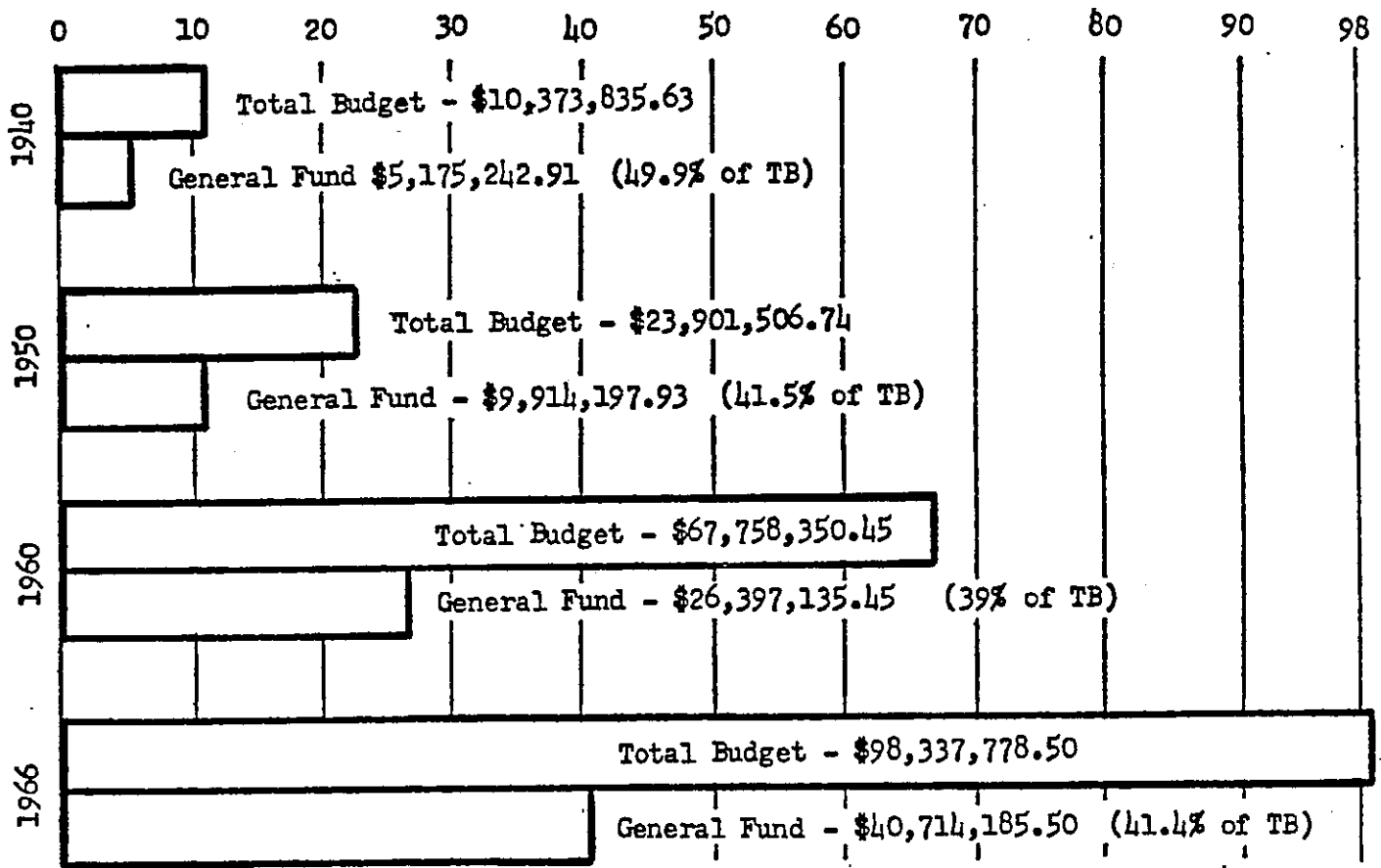
After careful consideration the Study Commission concludes that the Budget Commission, as an independent body, should be abolished. The function of the Budget Commission will be vested in the elected countywide Council of the new government. They will sit in special session as a Budget Commission. The Council will be responsible for review of all budgets. They will have authority to reduce the total amount requested by independent bodies. (School Board, Port and Airport Authority, Planning Board, Electric Authority, Housing Authority, etc.) but will not have the authority to add to the requests or to reduce specific accounts. The independent boards will be responsible for internal apportionment of total appropriations allowed their function. Internal departmental transfers from one account to another for independent bodies will not require approval of the Council sitting as a Budget Commission. Supplemental appropriations will however require Budget Commission approval. The Council, as the supreme legislative body of the County, will have ultimate authority over all expenditures for local government purposes, thus vesting responsibility in a single elected body assuring electorate ability to pinpoint responsibility for overall expenditures and local taxation.

SUMMARY OF RECOMMENDATIONS

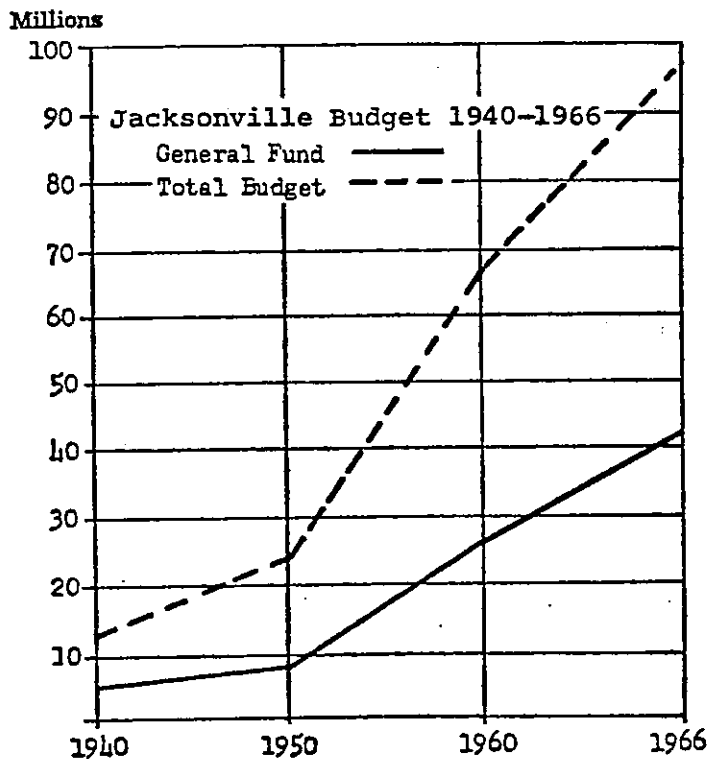
1. Create a countywide Department of Finance to provide for centralization of all financial services, e.g. assessment, collection, fund custody, investments, accounting, budget administration.
2. Create the office of Auditor to provide internal auditing services to all governmental agencies countywide.
 - A. The Auditor should be appointed by the elected countywide Council and be independent of the Executive Branch of government which he will be responsible for auditing.
 - B. Abolish and reconstitute all existing auditing offices in new Audit Office.
 - C. Office should be restricted to audit duties only.
3. The Budget Commission should be abolished and its function vested in the elected Council of the new unified government.
 - A. Budget review of independent Authority and Board Budgets should be restricted to the overall amount and not based on a line by line review.

4. Require a mandatory annual "Opinion Audit" by independent Certified Public Accountants for all local governmental operations.
5. Institution of Program Budgeting and cost accounting principles to governmental operations.
 - A. Institution of a long-range Capital Improvement Budget.

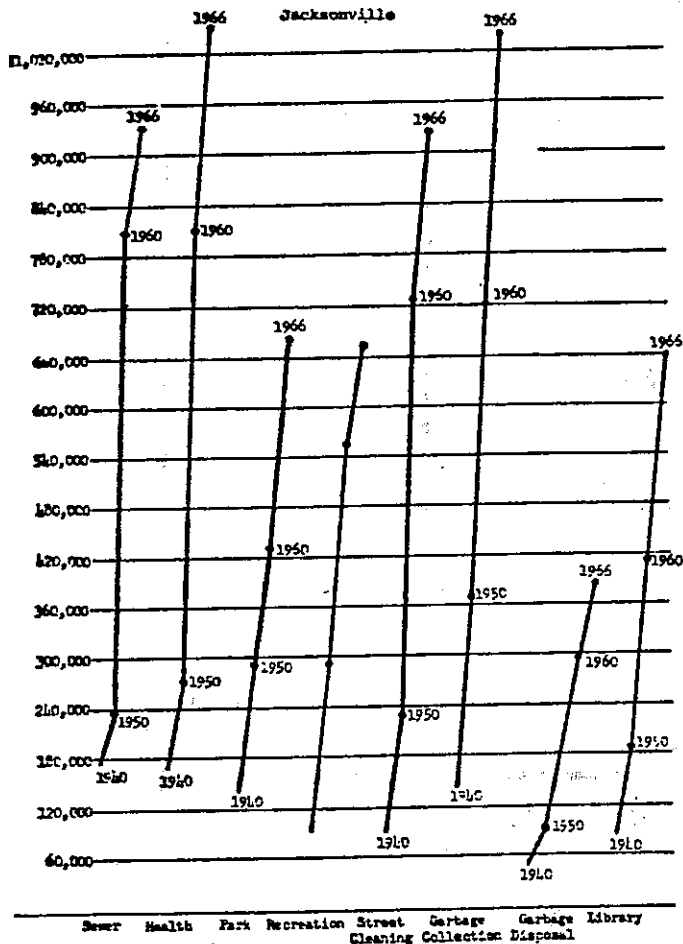
- B. Institution of a long-range projected Operating Costs Budget.
- C. Provide for greater internal budget flexibility in operating departments.
- D. Make printed budget documents and financial reports released for public information more understandable in laymen's terms to better inform the public.



Growth of Jacksonville Budget 1940-1966
(in millions)



Selected Service Expenditures



REFERENCE APPENDIX

Commentary and Figures on City Budget

Lack of capital improvement planning. Lack of capital improvement planning is a serious deficiency in the budget making and planning process. Little priority is given capital improvements. One of the first things the Council does when it receives the proposed budget from the commission is to strike out all capital improvements. They are reinstated only after the budget has been "brought in line" and only so far as revenues allow. What priority is given to capital improvements by the Commissioners is weakened by the fact that they do not act together. Instead, each Commissioner will work individually for his departments. The result is that capital improvements comprise a rather small part of the budget. The potential of even this meager amount is further limited by the lack of any co-ordinated effort and the transfers that are made later in the year from capital improvements for other purposes.

Utility Tax Capital Improvement Fund #1 is used as ineffectively as are Capital Improvement Appropriations in the General Fund Operating Budget. According to informal agreement the Fund #1 is split four ways among the Commissioners

(except the Utilities Commissioner). Occasionally the Council has altered this arrangement by shifting funds from one Commissioner to another. This was done in 1963, 1965 and 1966, but only to a very small degree.

	Tot. Gen. Fund Cap. Impr. Asked	Tot. Gen. Fund C. I. Granted	% Granted	% of Gen. Fund That is Cap. Imp.
1966	\$24,169,440	\$ 885,000	3.7%	2.2%
1965	5,777,964	1,402,665	24.3	3.7
1964	6,890,882	1,989,837	28.9	5.4
1963	7,643,245	1,958,663	25.6	5.9
1962	7,552,441	1,452,636	19.2	4.7

In addition to Capital Improvement Fund #1 and appropriations for Capital Improvements in General Fund Operating Budget, Capital Improvements are included in Electric and Water Department Budgets.

		Capital Improvements	
		Asked	Granted
1966	Elec. Dept	\$1,161,009	\$3,119,881*
	Water Dept.	82,900	82,900
1965	Electric	1,500,000	1,152,924
	Water	157,450	130,900
1964	Electric	3,621,720	1,443,000
	Water	149,650	149,500
1963	Electric	3,459,040	1,925,791
	Water	140,985	140,985
1962	Electric	3,528,087	1,311,689
	Water	106,770	106,770

*—Due to Council juggling accounts necessitating a request for transfers later in the year.

Inadequate fiscal control and budgetary planning.

Effects of this are widespread and can be seen in the following examples:

a) Numerous funds are a recognized bad budgetary practice; b) Large number of transfers result in a fluid and political budget. Council's padding of accounts to be used later in transfers is an acknowledged practice. Transfers themselves show lack of adequate or realistic planning.

	No. of Transfers**	Amount Transferred**	% of General Fund Operating Budget
1965	417	\$3,730,530	9.7%
1964	346	1,762,956	4.8
1963	359	2,244,566	6.7
1962	359	3,521,146	11.3

**—Figures do not include contingent funds of either body, (Council or Commission)

In addition, the necessity of having both the Council and the Commission approve all transfers, even intra-department ones, should be questioned both from a fiscal and a political point of view. It allows no degree of administrative flexibility and has the effect of giving the Council administrative powers.

Budget making process is relatively poor. The

Commission is not required to submit a realistic or balanced budget to the Council. Its estimated budget is always several million dollars too high. Upon receipt of estimated budget, the Council

immediately strikes out capital improvements and new personnel. Some of these items are reinstated after the budget is brought more into line. The Council uses only brief interviews with individual Commissioners in preparing the budget.

<u>General Fund Operating Budget</u>		<u>Total Budget</u>
1966 Estimated	\$44,140,302.50	\$126,483,178.50
Actual	40,714,185.50	98,337,778.50
% Granted	92.2%	77.7%
Excess	3,426,117.00	28,145,400.00
1965 Estimated	\$40,811,855.75	\$102,793,678.75
Actual	38,467,752.75	94,868,766.75
% Granted	94.7%	92.3%
Excess	2,144,103.00	7,924,912.00
1964 Estimated	\$37,210,425.75	\$ 98,562,073.75
Actual	36,590,462.75	91,825,961.75
% Granted	98.3%	93.2%
Excess	619,963.00	6,736,112.00
1963 Estimated	\$34,268,961.00	\$ 93,874,099.00
Actual	33,388,137.00	85,365,530.00
% Granted	97.4%	90.9%
Excess	800,824.00	8,508,569.00
1962 Estimated	\$32,333,699.50	\$ 86,762,504.50
Actual	31,159,654.50	78,036,048.50
% Granted	96.4%	89.9%
Excess	1,174,045.00	8,726,456.00

Purchases without competitive bids e.g. insurance and computer systems, etc. These are purchases with the 'manipulated' competitive bid, such as with automobiles where the specifying of particular brands, etc., closes the bidding to all but one dealer.

Inadequate planning in use of surplus funds. A \$600,000 surplus in 1965 (\$500,000 from Electric surplus and \$100,000 from General Fund surplus) was appropriated in the following manner: \$337,000 to the Utility Commissioner, the remaining \$163,000 going into the General Fund. Each of the other Commissioners received \$40,000 from this sum. Near the end of every budget year a large amount of unbudgeted fund juggling takes place. So-called surpluses are seldom carried over and handled in the ordinary budgetary process.

The best evidence of Jacksonville's inadequate fiscal control and budgetary planning is the following comparison of the cost of services in Jacksonville with those cities similar in size and those of all municipalities.

It should be noted that while the City's population has tended to remain the same, overall governmental operating costs have risen. The 1957 total City Budget was \$50,947,553; in 1966 it was \$98,337,778—an increase of 93.01%. Part of this increase is explained by an inflation rate of some 10-12% and expansion of the Electric Department. There is even less justification for the increase in the General Fund Operating Budget from \$19,106,063 in 1957 to \$40,714,185 in 1966, an increase of 113.1%. (The General Fund does not include the Electric Department.)

PER CAPITA AVERAGES (1963-1964)*

	<u>Cities of 200,000 to 299,999 Pop.</u>	<u>% Jack- sonville to</u>	<u>All Munic- ipalities</u>	<u>% Jackson- ville to</u>	<u>Jacksonville</u>
Sanitation other than Sewage	\$ 7.12	175%	\$ 5.82	214%	\$12.49
Health	2.27		1.63		5.12
Police	18.92	154	13.91	154	21.53
Fire	12.01	125	9.17	164	15.09
Parks and Recreation	9.48	195	6.29	295	18.56
Libraries	2.04	143	2.06	141	2.92
Highways	15.62	104	14.90	109	16.43
Other than Cap. Outlays	7.25	171	7.87	158	12.46
Sewage Other than Cap. Outlays	10.18	77	8.81	90	7.94
Other than Cap. Outlays	3.04	174	2.54	208	5.29
Total Expenditures for personal services	\$70.88	191%	\$73.23	185%	\$135.55
General Public Building	3.28	80%	2.07	127%	2.64
Other than Cap. Outlays	1.09	193	1.39	151	2.11

*—From City Government Finances in 1963-64 (U.S. Department of Commerce, Bureau of the Census, Washington, 1965)

**SELECTED JACKSONVILLE FUNCTIONS
TEN YEAR COMPARISON OF EXPENDITURES***

	<u>1957</u>	<u>1966</u>	<u>Percentage Increase</u>
City Auditor's Department	1,739,384	3,124,596	79.6%
Electric Department	25,004,055	49,290,810	97.1%
Water	1,879,733	2,292,027	21.9%
Radio Station	183,148	323,160	76.5%
Jacksonville, Fire Department	1,804,899	3,353,496	85.8%
Jacksonville Police Department	2,315,216	3,500,334	51.2%
City Garage	407,726	731,817	79.5%
City Treasurer, Office of	98,988	193,628	95.6%
Plumbing Inspection Dept., Jacksonville	46,520	55,429	19.2%
Office of Housing Director	21,013	48,306	129.9%
Civil Service Board, Jacksonville	64,099	154,968	141.8%
Building Department, Jacksonville	94,170	162,125	72.2%
Signal Bureau, Jacksonville	207,880	320,490	54.2%
Parking Meter Department, Jacksonville	54,033	81,510	50.9%
Department of Highways & Sewers	2,061,808	3,542,434	71.8%
Airports Department, Jacksonville	212,206	625,000	194.5%
Coliseum and Civic Auditorium (1961)	240,000	438,187	
Recreation Department, Jacksonville	386,074	672,000	74.1%
Department of Public Health	663,897	1,059,652	59.6%
Curbside Maintenance & Development (1962)	25,000	40,430	
Jacksonville Zoological Park	92,324	278,835	202.0%
City Park Department	363,954	679,226	86.6%
Street Cleaning Department, Jacksonville	1,579,715	2,782,413	76.1%
Municipal Court, Jacksonville	11,680	20,470	75.3%
City Council, Jacksonville (1958)	105,425	173,730	
Purchasing Department, Jacksonville	62,768	73,450	17.0%
City Recorder	46,388	69,463	49.7%
Secretary of the City Commission	38,914	65,686	68.8%
Office of City Attorney			
Department of Law	52,014	92,767	78.4%
Department of Claims	13,646	20,620	51.1%
Delinquent Tax Office	14,385	15,585	8.3%
Jacksonville Public Library System	266,102	666,415	150.4%
Mayor-Commissioner Office	27,820	79,040	184.11%
Tax Assessor, Jacksonville	77,888	202,904	160.5%

*Budget figures taken from questionnaires filled out by applicable departments.

**SELECTED COUNTY FUNCTIONS
TEN YEAR COMPARISON OF EXPENDITURES***

	<u>1957</u>	<u>1966</u>	<u>Percentage Increase</u>
Sheriff's Office	\$ 426,635	\$ 1,073,724	151.7%
Duval County Patrol, Uniformed, Traffic & Patrol Division of Sheriff's Office	554,211	1,498,791	170.4%
Duval County Inspection Dept. (Elec.) (1960)	55,906	71,354	
Jacksonville-Duval Area Planning Board (1962)	7,700	60,000	
Duval County Tax Assessor	218,310	519,695	138.1%
County Purchasing Department and Building Department			
Purchasing	15,855	24,346	53.6%
Building	133,222	569,027	327.1%
Duval County Agricultural Extension Dept.	59,262	91,261	54.0%
Duval County Recreation Department	149,557	272,108	81.9%
Duval County Health Department	150,248	404,715	169.4%
Duval County Hospital Authority	2,598,300	5,018,075	93.1%
Duval County Dog Warden Department (1965)	34,000	47,000	
Duval County Tax Collector	232,734	408,279	75.4%
County Fire Protection	13,755	570,000	
Clerk Circuit Court, Duval County	229,843	475,467	106.9%
State's Attorney, 4th Judicial Circuit	123,760	293,260	
Duval County Plumbing Inspection Dept. (1959)	27,626	43,627	
Duval County Civil Service Board	25,747	52,793	105.1%
Duval County Registration Office Supervisor of Elections	103,188	405,874	293.3%
Public Defender (1964)	82,940	111,265	
Veterans Service Office	25,000	39,408	57.6%
County Engineer's Department	81,839	164,956	101.6%
Judge, Small Claims Court	12,900	84,813	
Clerk Criminal Court, Duval County (1960)	71,393	94,693	
Duval County Public Instruction	17,971,346	49,041,073	172.9%

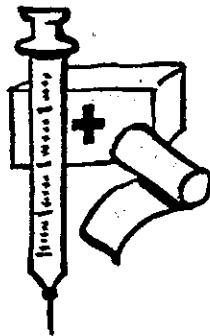
*Budget figures taken from questionnaires filled out by applicable departments.

HEALTH AND WELFARE DEPARTMENT

This department encompasses those activities its name implies. Local government expenditures for public health and health-related fields are substantial. It is very important that all health activities be closely coordinated towards the end that expenditures can be held to an absolute minimum consistent with the provision of adequate service. Sound public health is a must for any area and its assurance is an important local government function. Although we have a number of governmental agencies en-

gaged in public health pursuits, all have been severely pressured to perform the task assigned them with the amount of money allocated. There is no assurance that the new government will mean more money for health services, but closer coordination brought about by the new Health and Welfare Department should make it easier to pinpoint our overall health needs and thus enable us to stretch our tax dollars further and more effectively.

PUBLIC HEALTH SERVICES



Public Health services in Duval County have been a subject of considerable controversy in recent years. Jacksonville has the only major municipal health department in Florida that has not been consolidated into a countywide department. The Duval Medical Society, after considerable research, recommended to the Duval Legislative Delegation, prior to the 1965 legislative session, that the Duval County Health Department and the Jacksonville Health Departments be consolidated. This recommendation sparked a heated controversy which eventually resulted in a compromise permissive bill allowing gradual consolidation if the local elective bodies agreed this was a desirable course of action. So far little or no action has been taken under the permissive statute.

Against this background the Study Commission felt it was necessary to have an impartial professional consultant of national stature review the operation of our public health services. The Study Commission was fortunate in obtaining the services of the eminently qualified Dr. Thomas Hood, Assistant Director of the American Public Health Association (see Exhibit for resumé of Dr. Hood). The Consultant's report is based on what Dr. Hood feels is feasible and best suited to assure a maximum return from tax dollars spent for public health services, consistent with optimum community public health.

The Study Commission substantially endorses the consultant's report and makes the following observations: Dr. Hood noted a number of auxiliary health services which he felt in some instances were not consistent with a professionalized health department, or which were services that are often not performed by health departments. Noting that their inclusion in computing per capita costs might lead to distortions, he accordingly subtracted them before making per capita cost comparisons with other areas.

Weed Control. One of these services was weed cutting with an expenditure of \$141,143 by the City of Jacksonville in 1965. A great deal of this work is performed on private property on a reimbursible basis (Property liens). It appears that the City performs this service so cheaply that it is often more advantageous to let the City perform the service than to hire private enterprise. We recommend that the City immediately cease performance of this service on private property. We recognize the need for controls over vacant property, from the standpoint of health and public safety, but do not believe that the City should physically perform the service. We recommend that enforcement be turned over to the Building Department and bids be obtained from private enterprise on a six-month or annual contract basis. When property owners do not

take corrective action on their own, after warning, the work be performed by the contractor and property liens attached for payment. Either the Maintenance Division of the Park Department or the Highway Department can perform the service of cutting weeds on public lands.

Rodent Control was also listed as an auxiliary service. Expenditure by Jacksonville in 1965 for rodent control was \$79,811. The County and other municipalities also make small expenditures for rodent control. Again we recommend that ordinances be so written that property owners be encouraged to use private enterprise for this service. Enforcement should be vested in the Building Department. When control on public property is necessary we recommend the use of private enterprise by contract.

Animal Wardens. The Dog Pound is another auxiliary type of health service. Jacksonville has a relatively modern animal pound which cost the City \$54,149 for its enforcement of animal ordinances and general operation in 1965. The County also has a Dog Warden Department which had a budget of \$47,000 for 1966. The County Dog Warden was, until two years ago, a part of the County Health Department, but now reports directly to the County Commission. He services all the remaining municipalities in the County with the exception of Jacksonville Beach, which has a contractual arrangement with the Humane Society.

Administrative locations of dog pound operations are extremely varied throughout the country. They are commonly associated with Health Departments due to the medical implications of rabies control. For want of a better administrative location, the Study Commission recommends that the County and City Animal Warden operations be consolidated and made an operating division of the unified Department of Health. It is noted by the Study Commission that animal control is frequently contracted out to charitable agencies such as the Humane Society or their community counterpart. We believe this alternative should be thoroughly explored in the future and all other factors weighed between public and private operation of animal warden functions.

The Study Commission also notes that with more stringent enforcement of license tag requirements the animal warden function could be made substantially self-sustaining. We recommend, therefore, that animal domestic pet licensing requirements be stringently enforced.

Mosquito Control. This is a vital public health function, but due to the scope of the necessary operations it is sometimes not a part of public health departments. In our county, due to our climate and

extensive land-bound water, mosquitoes are a problem of particular intensity. The Florida Legislature has recognized the problem of mosquito control as a statewide concern and has established enabling legislation providing limited matching state funds to local government entities for mosquito abatement programs. To encourage local government expenditures for mosquito control, the state-enabling legislation provides for the creation of special mosquito control taxing districts. A district is established by a petition resulting in a referendum vote in the proposed district. Once a district is approved, it has considerable authority provided by State enabling legislation. A Mosquito Control District Board may levy up to ten mills taxation on property in the district; homestead exemption is not applicable for mosquito control millage. The District also has the power of eminent domain (e.g. it may condemn private property for public purpose).

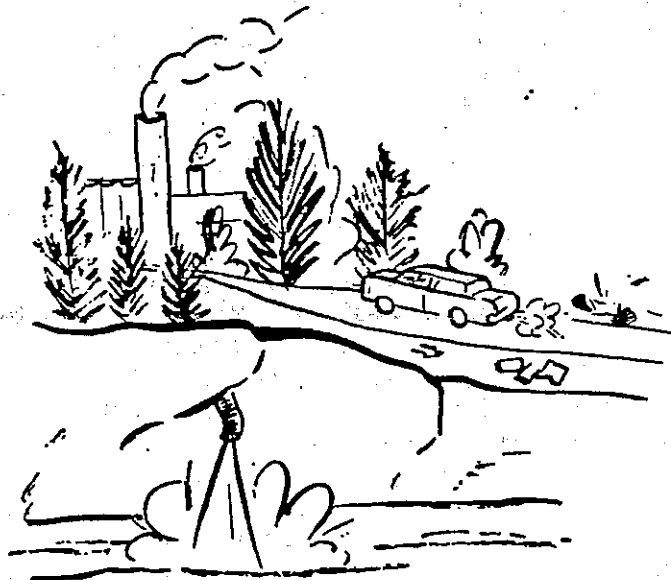
Two such districts exist in Duval County: The East Duval County Mosquito Control District and the Northeast Duval County Mosquito Control District. The East District is primarily the Beaches (75 square miles); The Northeast District comprises most of the land north of the St. Johns River to the Nassau County line (approximately 125 square miles). In addition to the two districts, which respectively spent \$118,402 and \$136,219 in 1965, the City of Jacksonville (39 square miles) operates its own mosquito control program which cost \$95,603 in 1965. Despite an expenditure in excess of a third of a million dollars annually, Duval County lacks countywide mosquito control. Most Florida counties have made the entire county a single mosquito control district. Further, it should be noted that virtually all funds for mosquito control come from local sources. When the state-enabling legislation was first passed it provided for matching State funds up to 75 cents on the dollar. However, as the number of districts and local expenditures have increased, state appropriations have not; thus state matching funds have diminished to only 17 cents on the dollar and apparently will continue to drop.

The Study Commission recommends that mosquito abatement be fought on a countywide basis—it must be to achieve maximum effectiveness. Mosquitoes recognize no arbitrary district lines. Although state matching funds are small, we believe that the county should avail itself of any financial assistance it can. The state-enabling statute providing for mosquito control districts provides an alternative in the County Commissioners acting as the Board and allows them to delegate the responsibility to the County Health Department. If these provisions are followed a county is still eligible for state mosquito control matching funds. (Note that Jacksonville does not receive any state funds for its mosquito control program.)

We recommend inclusion of the two existing mosquito control districts as a special operation Division of Mosquito Abatement in the unified Department of Health. Because of the grave public health implications involved in mosquito control, we do not believe it is a service that should be regarded as an option luxury (which the districting system implies). (Note that "fogging," which most laymen associate with mosquito control, is a relative luxury as it is expensive and effects are of very short duration; however, both District Directors discourage this activity and it is a relatively small portion of their total expenditures.) Further, with the heavy demands on local tax dollars we feel that authority to levy up to ten mills without homestead exemption does not provide sufficient expenditure safeguards. Election of mosquito control boards unduly lengthens the ballot with no effective way of achieving an informed electorate. Finally, we recommend that the State renew its commitment of state support for mosquito control and bring appropriations for matching local contributions up to a realistic level sufficient to provide a measure of local ad valorem tax relief.

Air Pollution. The health consultant's report recommends the Air Improvement Authority become a part of the unified Health Department. The Study Commission concurs in this recommendation. The Air Improvement Authority was born out of necessity due to the need for countywide control, which at the time of its establishment could not be effected through either the City or County Health Departments. The unified Health Department eliminates the previously existing fragmented areas of jurisdiction and thus eliminates the need for a separate authority. It is also sometimes stated that due to the high costs of pending air pollution controls, it is a necessity that a structure be created that will be free from political pressures and, further, that a separate authority achieves this purpose. The Study Commission cannot in conscience subscribe to this argument. The main argument for local government is its responsiveness to the people it serves. Secondly, an independent authority structure ignores the interdependence of governmental services. An independent authority pushes for and can usually justify increased expenditures for the particular service it administers without regard to the fact that all governmental services feel the need for increased appropriations. The supply of taxpayer dollars invariably lags behind the demand for public services. Thus at some point in the appropriating process decisions must be weighted as to the relative importance and need of one desired service against another. A separate authority in effect takes a service off the weighing scales. Recent enabling legislation provides a maximum appropriation to the Air Improvement Authority of \$110,000 a year.

The Study Commission fully endorses the need for air pollution control and regards it as an area of public health that needs continuing and special attention. The Study Commission concurs in the consultant's recommendation that it be made an operating division of the Consolidated Health Department. It should be noted that measures to effect air improvement may well be beyond the capabilities of local government. The federal government is currently considering legislation in this area. We feel that the State will in the long run be the best suited level of government to abate air pollution. Florida, through the State Board of Health, has already established standards for air pollution control. We strongly recommend that the State, in order to effectively administer air pollution regulation, consider pre-empting the entire field of air improvement or establish a matching fund formula for state revenues to assist local governments in their fight against air pollution. This recommendation should not be regarded as an abdication of local responsibility, but rather as a recognition of the limits of local enforcement authority and diminishing revenue sources to apply to new public services.



Water Pollution. Pollution of the St. Johns and its tributaries is perhaps our most talked about problem in Duval County and undoubtedly our most expensive to solve. The problem demonstrates our lack of foresight in the past and acts as a constant reminder of our need for more planning. We have intentionally been haphazard in pouring the bulk of our raw sewage and industrial wastes into the St. Johns River. Due to the rapid currents in the St. Johns, its capacity to assimilate a high amount of pollutants is considerable, but any body of water has its limits in this respect. What might have been acceptable a few years ago is no longer possible due

to our rapid population and industrial growth. Pollution poured daily into the St. Johns has no parallel in the state.

Dr. Hood points up the "confusion about responsibilities for water pollution control within Duval County . . ." The City, the County and the State all have a share in assessing the problem. None of the three has a really effective enforcement program. The State, through its Board of Health, has some pretty strong rules, but unfortunately, its enforcement powers have not kept pace with its recognition of the problem. Florida, like many another state, has put off the day of reckoning. As a result of state and local governmental neglect nationwide, the federal government is now entering the field of water pollution in a strong way. Congress is beginning to put more and more regulations on the books to control and abate water pollution.

In the battle against pollution the Federal government is also putting up substantial sums of money. Jacksonville has a bid in now for \$672,000 of Federal funds to be used to relieve one of the worst of the City's tributaries (McCoy's Creek). Although Florida has not yet put up state money for local government water pollution control, many states have. Without excuse for past transgressions we can genuinely say that we need help for the future. The Study Commission strongly recommends that the State effectively enter the field of water pollution with financial assistance. Stringent enforcement of existing antipollution laws is necessary to prevent an even greater worsening of the problem.

Dr. Hood states:

"It is recommended that the responsibility for pollution be transferred, delegated and assigned to the proposed unified Health Department and that it be required to develop and administer a comprehensive plan for abatement of pollution in the entire County."

The Study Commission concurs with this recommendation. There is a special need for emphasis on cooperation and coordination with the State, Federal Government, local sewer departments and future construction activities. The Jacksonville-Duval Area Planning Board will be an important ally in this connection. The fight against pollution is going to be a long, costly uphill battle that is going to require the resources of the entire County and its benefactors (State and Federal).

Estimated Budget. The consultant was asked to provide a sample, broad spectrum budget figure, taking into account other locales and services performed. The Study Commission neither recommends nor rejects the figures as published in the consultant's report.

We consider them as a sampling and they are oriented toward acquisition of available State and Federal funds for local health departments. The Study Commission strongly urges that we take advantage of Federal and State funds available for public health programs at the local level.

Creation of Board of Health. The Health Consultant's report recommends a policy-making board be created to oversee the unified health department. The Study Commission makes the following observations about this recommendation.

We feel that the controlling criteria should be based on the eventual total form of government or governments recommended for the County. If we were to remain with County and Municipal governments we would endorse the Policy Board recommendation. However, since the Commission's ultimate recommendation is a consolidated form of government we feel that the Board of Health should be advisory only rather than policy-making. Where there is a structure of government which permits a direct line of administrative execution, independent policy making boards diffuse the pinpointing of responsibility.

Pinellas County is the only Florida County with a policy-making board over its health department. This board was created prior to the establishment of an office of County Manager; since the creation of the County Manager's office the need for the Board has lessened. There are two advisory boards in Florida, Hillsborough and Dade Counties. Both health officers in the counties with advisory boards state they have worked well.

EXHIBIT

THOMAS R. HOOD, M.D., M.P.H.

(Curriculum Vitae)

Native Kansan. Educated in the public schools of Lawrence, Kansas, the University of Kansas. A.B. in Bacteriology, 1935, M.D. 1939. Graduate study at Johns Hopkins School of Public Health and Harvard School of Public Health, with a Master of Public Health degree in 1949. Intern and resident training in Akron, Ohio and Richmond, Virginia. Private practice in Lawrence, Kansas, 1941-1942. Major, Army of the United States Medical Corps, 1942-1946. Health Officer in Cowley County, Kansas, 1946-48. Health Officer in Topeka and Shawnee Counties, Kansas, 1949-1951. State Health Officer for Kansas, 1951-1958. 1958 to date, as Deputy Executive Director, American Public Health Association, responsible for the professional program of the Association. Diplomate, American Board of Preventive Medicine Fellow, American College of Preventive Medicine Fellow, American Public Health Association Member of American Medical Association Member of Medical Committee, Planned Parenthood-World Population Council Member of the National Society for the Prevention of Blindness, Inc.

(The rest of the report may be seen upon request in the Local Government Study Commission Office)

SUMMARY OF PRINCIPAL RECOMMENDATIONS AND FINDINGS

I. The Health Department of Jacksonville and Duval County Should Be Unified

There is an interlacing pattern of services in the two jurisdictions and these are mentioned within the body of the report as well as in a topical listing on pages 8 and 9. These listings illustrate the fact that negotiations and discussion between the two departments have been necessary over a long period of time to determine the jurisdiction, functions and relationships of the two departments. Each department has been remarkably adaptive in making adjustments for the sake of effective programs. Much time is required to develop and maintain such relationships. Duplicate efforts must be made by the two departments in maintaining working relationships with a number of other community agencies. Essential coordination should be made less time consuming and expensive by departmental unification. The content of the report will show that health services are fragmented to the extent that individual citizens will require much guidance from health personnel in discovering where to get services which they and their families require.

Unification of the two departments would provide an opportunity for better use of specialized professional time purchased by the community. It could provide a department with staff more comprehensive in scope than that which currently exists (See Recommendation No. 7). It would provide thorough justification for the use of administrative assistants and development of an administrative section which would relieve the medical and sanitary engineering personnel from many of the administrative duties which they now perform. A larger and unified department would provide better career opportunities and superior staff development programs than are presently available to the two separate departments. Finally, some financial gain could be realized through participation of federal funds used in connection with services in the entire area. It is impossible to predict accurately the extent of financial gain, since methods of allocation are changing, although ways of estimating this are shown in the report. (p. 14)

The unification of the two departments will require new legislation embracing the concepts included in this report since the unification proposed here is more basic than the administrative adjustment possible under present legislation. The new

legislation should enable the establishment of an Advisory Board of Health⁽¹⁾ and creation of a Jacksonville-Duval County Health Department. The personnel rights of all present employees of the two departments should be preserved in a variety of ways. (The feasibility of doing this is reflected in a letter from Dr. Sowder received in response to specific inquiry—Appendix I) The present ceiling of one-half mill would have to be altered to permit more equitable financing.

It is proposed elsewhere in the report that certain functions presently performed under the jurisdiction of the City Health Department be discontinued or transferred to other city departments, to special districts or to the state. In each instance where such a recommendation is implemented the personnel now involved in these functions should be transferred with the function with full protection of their individual rights, tenure and personnel system benefits. There is some doubt that health departments in Florida may legally engage in utility (health auxiliary) functions, and this consideration in some measure corroborates the recommended shifts in functions. (Appendix II—Attorney General's Opinion) The removal of health auxiliary functions is desirable in order to maintain a wholly professional department free of functions and types of personnel of a really top-notch department free from citizens' suspicions of just being a part of the political machinery of the county. Specific recommendations are made later regarding transfer or discontinuance of all or part of the following as local health department functions: sanitary patrol, barber and beauty shop inspections, weed control, mosquito abatement, rodent control, and food laboratory.

There are, of course, alternates to such unification and these include, for instance, a continuance of the present parallel, often overlapping departments and programs. A second alternate is formalization of relationships between the two departments through agreements or contracts involving the purchase of all or part of the services currently performed by one of the departments. Neither of these alternates is recommended for reasons set forth above and because they necessarily involve a great deal of time spent in administrative adjustments and negotiations. These time consuming efforts do not produce new insights into the health problems of the community nor do they provide additional services in the most efficient possible manner.

A third alternative is a combination with the Duval Hospital Authority, with a common board and a common administrator. This alternate might be considered for the future in terms of creation of a

(1) The Local Health Department: Services and Responsibilities AJPH, Vol. 54, No. 1, January 1964: pp. 131-139

Department of Health and Hospitals for Duval County; however, it is not recommended at this time since it is believed that the Duval Medical Center has before it complex and continuing problems of sufficient scope to fully occupy its board and executives. All hospitals will be caught in sweeping changes during the next few years as Medicare and related Public Acts are implemented. In addition, unification of the two health departments should be resolved before any new and highly complex consolidation of health and hospital functions is attempted. To be sure, the programs of the Hospital Authority and of the Health Department require thoughtful coordination and this is suggested through another mechanism, in Recommendation No. 3.

2. It is recommended that a Board of Health be established for Jacksonville and Duval County.

The primary purpose of this Board is to assist and facilitate an orderly transition from two departments to one and to be responsible for policy making, program review and planning. The Board should appoint the Health Officer but all other appointments should be made by the Health Officer. It is recommended that this Board of Health be representative of the principal health professions and of the general public and that to insure broad representation no single group constitute a majority of the Board. The Board should be responsible for stimulating studies and receiving and approving reports regarding health needs and programs. It should approve reports regarding health needs and programs. It should approve of program objectives. It should help publicize these throughout the community. (See Recommendation No. 4) Members of the Board should be appointed by the City Commission, the Medical Society, Dental Society, and the Florida State Nurses Association (District 2). Experience indicates that a total of 9 to 10 members works best. The Board may reach outside its own membership to appoint advisory committees to consider special problems as the need arises.

3. It is recommended that an Interdepartmental Health Council be established.

Each of the present health officers serves on many community committees, but there is no committee or council specifically designated to provide an opportunity for chief executives of health agencies and their staff to meet together and engage in joint exploration of health needs and in joint planning of health action programs and the like. It is suggested that the Health Council be made up primarily of the Health Officer of the new unified Duval Health Department, the Executive Director of the Duval Medical Center and his Director of

Out-Patient Services, Director of the Duval Nursing Service, Director of Health Facilities Planning Council, and directors of principal voluntary health agencies. Other executives of agencies listed on page ten might be included.

4. It is recommended that the aforementioned Board and Interdepartmental Health Council, in concert with the unified Health Department, engage in deliberate continuing assessment of health needs and evaluation of programs and program planning.

The most effective health service can be mounted for the benefit of the individuals in the community only when there is such continuous activity. There should be an assessment of needs, not only for the population at large but of specific segments of population, for improvement in health status in the community demands painstaking measurement of problems followed by definitive program activities for their alleviation or improvement. Very obvious needs have been recognized and met in some measure within the area, but experience in other health jurisdictions demonstrates that new and often surprising information is obtained when deliberate comprehensive study of needs is done. It is the Surveyor's impression that specific knowledge of health needs have been gained in the area through general impressions, through demands for services, and through a number of piecemeal studies such as those relating to air pollution, the study of environmental health conditions in Duval County. And the dental survey performed in connection with the project Head Start. Meaningful planning and effective programming demand more than this; optimal use of funds and personnel requires it.

5. It is recommended that the Health Department engage in program budgeting as a part of its process of program planning and evaluation.

The present budgetary systems used in the two departments are characterized by rigidity and use of line items which only rarely indicate in their titles any direct relationships to the program intent of the item. In contrast a program budget shows items arranged in groupings corresponding to programs and program objectives of the department. Such a budget is accompanied by a brief narrative showing the program plan and the needs which will be met by the program and by a budget narrative describing the purpose of each item listed in the budget. This device not only mandates thoughtful preparation of a budget, but also transmits to the appropriate authorities a real sense of the purposes of the department and its programs. It provides a better opportunity to be selective regarding the health services which are financed than can possibly be

afforded through the present rigid line item budget. Such a budget is a means of knowing accurately what services are being purchased, what they cost, what they accomplish—as a basis for decisions based on queries such as the following: Are they worth what they cost? Would the same amount of money better be spent elsewhere? Do we wish to make the purchase at this time?

6. Improved housing should be provided for the unified department.

At present housing for the administrative offices and the various functions performed under the auspices of the two departments is grossly inadequate and scattered. Consideration should be given to a joint housing of the administrative offices of the Health Department with the Visiting Nurses Association and additional health and welfare agencies, both official and voluntary. Such joint housing is a step which facilitates joint program planning between agencies. Pending such geographical unification it is recommended that functional relationships be developed and implemented by the Interdepartmental Council. It is recommended that unification not await provision of fully adequate housing since to do so would interminably delay such unification. However, a plan for housing of the unified department within present quarters should be thought through in detail by the proposed Board of Health and Interdepartmental Health Council prior to unification. It is suggested that this adjustment involve the use of the present County Health Department offices as the administrative offices for the unified departments and to house significant components of the staff (environmental health personnel, nursing personnel, nursing division and others) in buildings currently used by the City Health Department location since it affords the best accessibility for persons using the service. Federal funds are available to pay a sizable proportion of the cost of health departments and health centers. It is recommended that when building plans can be completed the administrative offices be housed adjacent to the Duval Medical Center and that the Health Department, jointly with the Duval Medical Center, give serious consideration to establishing combined Health Department and Duval Medical Center clinics at a more accessible location. If such relocation is not deemed to be feasible, then it is urged that careful attention be given to providing public transportation to Duval Medical Center.

7. It is recommended that the administrative and staffing pattern of the unified department be designed to afford to the citizens comprehensive public health services.

Specifically, it is suggested that a Health Officer be appointed in charge of the department and that

additional M.D.s be added to the staff,—specialists in and devoted to Maternal and Child health Services, to Chronic Diseases, as well as a deputy devoting his time to modern epidemiology studies and control of communicable diseases.

In a department of this size the Health Officer will need to devote his personal attention to assessment of health needs, appropriateness of health programs and the planning, rather than establishing, of a special staff for this purpose.

If it is impossible to unify public health services for physical and mental problems of the populace then it is recommended that the Director of the Mental Health Services for the county have a high level staff appointment to the Health Department for the purpose of coordinated program planning and activities.

A Director of Dental Services should be added in the person of an individual qualified in public health dentistry and responsible for planning and operating programs for comprehensive dental health activities in the community.

Environmental Health Services should be headed by a public health engineer with one or more additional engineers on his staff and responsible for planning and administration of all environmental programs in the county, including those relating to air pollution, water pollution, and other aspects of the environment. This engineering staff should be supported by a staff of sanitarians responsible for carrying out a whole variety of sanitation programs.

A Division of Public Health Nursing Services directed by a qualified public health nurse would be provided with several nursing supervisors, each responsible for supervision of the activities of not more than eight to ten staff nurses.

Staff services should be created as a convenient administrative device for health education services, social work services, nutrition services, and other similar services relating to all programs of the department.

Desirable qualifications and functions for personnel of various types are shown in American Public Health Association's statements designed for this purpose and available from the Association.

The pattern permissively authorized by the legislature of a similar administrative health officer for the city or county under the principal health officer is not recommended since it seems redundant to staff with individuals of very comparable capacity, thereby limiting the amount of money available for more specialized program directors who can enrich the department's capabilities and services. Such specialized staff would materially assist in financing the department by generating program proposals

susceptible of financing by project grants from foundations and from federal sources.

8. It is recommended that the unified Department and Board of Health negotiate with the State Health Department a means for local determination of salary scales.

Such determination is seen as a desirable means of permitting adjustment to scales competitive with other employment opportunities in Jacksonville and Duval County. Local determination has been used in other states without impairing operation of the civil service system and without jeopardizing the use of federal funds.

9. It is recommended that the unified department be equitably financed by funds appropriated by the county, the city, the schools, and by use of federal formula and project grants as is done in other Florida counties.

Comparative data can be obtained from the State Board of Health. An increase in the ceiling for the county health levy will require legislative action. It is suggested that the city and county agree to the appointment of an ad hoc committee to develop an equitable formula for sharing costs based on fiscal capability, population, health needs, desire to propose special services and like considerations.

HOSPITALS



Duval County Hospital Authority. The Hospital Authority was created in 1963. Prior to that time the Duval Medical Center facilities operated under a Hospital Board. The Authority is now undertaking an extended rebuilding and expansion program. In 1965 the Authority was given approval, by voter referendum, to issue up to \$20,000,000 in General Obligation Bonds. Under this authorization, the Authority has sold \$13,000,000 in bonds. The Authority's enabling legislation permits a millage of up to 1½ mills annually (\$1.50 per \$1,000 non-exempt assessed valuation) towards bonded indebtedness repayment.

The Study Commission feels that the rebuilding and expansion program is badly needed and should continue as planned for the immediate future. Long range plans for Duval Medical Center are ambitious and appear to be desirable, but the feasibility and practicality of such plans, from the standpoint of tax dollars, can only be decided in the long run by the taxpayers.

For operating purposes the Authority is allowed to submit a budget amounting to taxation raised from a maximum of eight (8) mills annually. The 1965-66 budget required 2.5556 mills to raise \$4,215,655 from ad valorem taxation. The County Budget Commission has final authority over the Hospital Authority budget and often makes operating budget reductions.

It goes without saying that the financing of any type of hospital program is extremely expensive. Furthermore, hospital costs are continuously increasing. Such high costs have made medical care for indigents a major drain on local government ad valorem taxes. The budget for the 1965-66 budget year for the Hospital Authority, including debt service, is \$6,734,079. Only just over a million dollars is taken in by the Authority in revenues; the remaining \$5,692,240 must come directly from ad valorem taxation. The advent of Medicare, however, may well change this 5/1 ratio of local tax dollars to other revenue sources. To help meet the need for reduced

property taxes and increased local revenues the Study Commission believes that as federal revenues to the Hospital Authority increase, local tax funds should be reduced. This recommendation in no way implies that the Hospital Authority is, or might waste funds. In fact the Hospital Authority has (like many other agencies) suffered from lack of an adequate budget to effect the program they feel necessary. The hard fact is that we simply don't have adequate local tax sources to support all the public services we would like at their optimum level. The Study Commission sincerely believes that one of the major concerns of the local electorate is increasing taxation, especially in property and valorem taxes. We must capitalize, wherever possible, on new revenue sources, and Medicare is one of these.

Beaches Hospital. The Study Commission recommends that the Beaches Hospital be integrated with Duval Medical Center and be financed on a countywide basis. The Beaches Hospital is now financed through a special Hospital Taxing District (composed of the Beaches area east of the Intercoastal Canal). Due to its limited size and distance from other medical facilities, plus a shortage of available medical staff, the Hospital has received only limited public use. To make the Hospital more enticing to medical personnel the size is being enlarged from 28 to 74 beds. However, the hospital will still be hard-pressed to afford the extremely expensive support facilities needed in larger hospitals, such as labs and specialized equipment. By operating as a satellite facility of the major Duval Medical Complex, the hospital can provide these services at a high level. By making the Beaches Hospital a countywide facility we should be able to obtain maximum utilization at a minimum cost. Further the Medical Center should be able to provide the professional medical staff needed at the Beach Hospital. From the outset, attracting adequate medical practitioners has been a problem for the Beach Hospital.

County Medical Examiner Department. The office of Medical Examiner is a county agency, primarily engaged in an extension of law enforcement services. The office works very closely with the State's Attorney. This Department operates the County Morgue and performs autopsies in cases of inexplicable deaths or those lacking legal evidence. The agency is not under the Hospital Authority's jurisdiction, but is housed in the basement of the DMC hospital. Housing conditions, although somewhat improved in recent years, are very poor. The Medical Examiner's office is extremely cramped for space. There are no interview or interrogation rooms, often needed by police personnel, nor adequate and appropriate surroundings for body identification by

bereaved families. Furthermore, there is an inadequate amount of refrigeration space for body storage.

In addition to housing space the Medical Examiner's office is tied to Duval Medical Center through the use of X-ray services of DMC, and even more importantly, sharing of pathologists with the Hospital Authority. The regular pathologists of DMC are utilized as Assistant Medical Examiners; pathologists are in very short supply nationally and the competitive market is intense. Were it not for the DMC pathologists it is questionable whether the Medical Examiner's office could obtain pathologists at a reasonable cost to perform its autopsies. Some idea of the autopsy workload in the Medical Examiner's Office can be seen through the fact that the office performs almost twice as many autopsies as the Duval Medical Center Hospital. DMC, which now has a separate pathology lab upstairs in the same building, at one time used the same morgue facilities as the Medical Examiner. The DMC pathology laboratory is considerably more up-to-date than the Medical Examiner's facilities.

Although the same pathologists do the work for both DMC and the Medical Examiner, the two types of autopsy vary in method and purpose. The Hospital Authority is somewhat wary of mixing the police functions of the Medical Examiner with the purely curative purposes of the Hospital. Also, the Hospital Authority is concerned that the Medical Examiner's Department has hidden budgetary costs that inflate the Hospital Authority costs. The building space and use of X-ray equipment are all paid by the Hospital Authority and not out of the separately stated Examiner's budget. The 1966 budget for the Medical Examiner's office was \$63,161.

The Study Commission feels that, despite the partially valid objections of the Hospital Authority, the pathology morgue facilities of the Hospital and Medical Examiner should be combined. The maintenance of two wholly separate morgues and refrigeration space, for example, is an unwarranted burden on the taxpayers in a time of diminishing tax revenue sources. For a variety of practical reasons the Medical Examiner's Department must be located in the DMC facilities. Under no circumstances can the Examiner's office afford its own X-ray equipment and, as noted above, it is the DMC pathologists, who in all probability could not be replaced, who do the work of the office.

The Medical Examiner's Department must in the future have more adequate housing facilities. A cost estimate proposal prepared by consulting architect-engineers in June 1965 set the approximate cost of new facilities at \$125,000. (\$185,000 was requested for this purpose by the County Commission for the 1967 budget, but was deleted by the Budget Commission.)

The DMC morgue is a clean, modern facility. With the addition of increased refrigeration space it could serve both DMC and the Medical Examiner. Office space and interrogation rooms for the Medical Examiner could be placed elsewhere in the building if space is not available on the upstairs lab floor. In 1969 the Hospital Authority is supposed to complete its new hospital facility and at that time the old building will be converted to an intensive care nursing home type facility. However, the pathology lab and morgue is scheduled to remain in the old building in its present location. The moving of the main hospital facility will make space available in the old building to provide more adequate housing for the Medical Examiner's Department.

Problem Areas. Some comment should be made about the extreme difficulties the Hospital Authority has had in regard to hiring and retaining personnel because of low salaries. Salary levels of DMC employees have consistently been considerably lower than even comparable work for other county governmental agencies. Clerical help at DMC is generally paid less (roughly 20%) than their counterparts in the Courthouse. Nurses salaries have become an acute problem. Duval Medical Center is allowed to pay only \$815 a month, compared to a market rate of \$350 in all other hospitals in town, a figure which is scheduled to jump even further to \$375 in January of 1967. Maintenance personnel is constantly being raided not only by private businesses, but by other governmental agencies. DMC recently lost a number of maintenance employees to the School Board due to higher salaries. The Study Commission strongly feels these salary inequities should be alleviated. It has been repeatedly demonstrated that low salaries are false economy. We recommend that DMC salary schedules be brought up to competitive levels and maintained equal with other governmental agencies and private enterprise, where the work is clearly comparable.

The Hospital Authority does its own purchasing. They have a purchasing agent and secretary for this purpose. The Study Commission feels the Hospitals could offer better services and economize more by using a countywide purchasing office. We recommend that in the future all purchasing needs of the Hospitals be handled through the County Purchasing Agent. (Note: In the past there has not been a countywide purchasing office, this will be a newly created office.)

The Hospital Authority has its own building and equipment maintenance department. A host of County agencies have similar crews. The Study Commission recommends creation of a single countywide maintenance department. Economies of scale, increased specialized personnel, optimum personnel utilization and increased planning will all be better

effected by a single department handling all maintenance needs rather than by a series of small forces attached to each department. There are a number of similar "housekeeping" functions which can be more economically and professionally provided by unified countywide service departments specializing in single functions, e. g. motor pool, legal services, personnel, data processing, fund custody and investment, etc.

Authority Structure. Under our present local government organizational structure we believe the creation of the Hospital Authority was a practical expedient to meet the indigent medical care needs of the County. However, the recommended countywide Mayor-Council structure of government will be more responsive to public needs and should alleviate the previously existing governmental structure problems. Provision of medical care for indigents and other allied medical functions plus county welfare, are very much a part of the mainstream of local government, and we do not believe that they should be totally insulated against the reciprocity of the regular governmental processes. The current Authority Board is appointed by the Governor and cannot truly be said to be locally controlled.

The single biggest complaint of the Hospital Authority is budgetary pressures. They would like to have internal control of their budget, and in many ways this is a valid desire, as for instance, in their efforts to meet salary competition, in nursing and technician areas. Many of the Hospital Authority's pleas and criticisms are valid, but at the same time the budgetary demands of the Authority must be tied into overall local government spending capabilities. No local government agency ever reaches a point of complete budgetary freedom; there simply aren't enough tax dollars to go around. As painful as the give and take of "politics" is, a more successful way to govern has never been found. It is the essence of a free society. We believe that a properly structured and managed government will provide overall budgetary control but with increased spending flexibility. (It might be noted that the Hospital Authority has perhaps been more critical of the lack of budgetary flexibility than they have of the total amounts appropriated to them.)

It is recommended that the Hospital Authority be abolished and reconstituted as an advisory board in the new government. The hospitals and welfare activities will become regular operating departments under the main administrative structure of the local government. They will be separate divisions of the Department of Health and Welfare.

SUMMARY OF RECOMMENDATIONS

1. Abolish Hospital Authority and make Hospitals and Welfare Department operating divi-

- sions in the new government's Health and Welfare Department.
2. Abolish Beaches Hospital District and make Beaches Hospital a branch facility of Duval Medical Center.
 3. Combine the morgue facilities of Duval Medical Center and the County Medical Examiners Office.

4. Have "housekeeping" functions (personnel, motor pool, legal service, building maintenance, purchasing, data processing, etc.) needed by the hospitals and welfare department performed by the Central Services Department, specialty divisions.
5. Provide a competitive salary scale for hospital and welfare workers.

CHILD WELFARE SERVICES



Basic Child Welfare Services Needed in a Community: Experts in the field of child welfare (the welfare of dependent, neglected and delinquent children) agree that the primary objectives of child welfare are to strengthen family life and, when possible, preserve the child's own home; and, if the child must be cared for away from home, to provide substitute care, preferably with its relatives, but if that is not possible, then in a foster home or in an institution, depending on the child's needs.

Services and facilities that should be available for children in their own homes are:

1. **Financial aid to families with dependent children.** A public program to help families who have been deprived of their principal wage earner. The aim of such a program is to keep children in their own homes.
2. **Housekeeper and homemaker services** for families where the mother or both parents have to be away temporarily; services also to teach parents how to manage and maintain a satisfactory home that will provide a wholesome environment for growing children.
3. **Protective services.** Caseworkers to help prevent neglect or abuse of children in their homes, and to initiate appropriate legal action to remove child from its home if necessary. (Only the Juvenile Judge has authority to remove a child from its home.)

4. **Day Care for children** whose parents have to work. Such care can be provided in day care centers or in supervised boarding homes depending on needs of the individual child.

5. **School social services.** Psychologists and caseworkers in the school system to diagnose and treat problems of children having difficulty learning or staying in school.

6. **Family counseling.** Caseworkers to diagnose and treat problems leading to family breakdown and to provide counsel for strengthened family life.

Services and facilities that should be available for care of children away from home:

1. **Foster home care.** Substitute family with caseworker working with the child and his parents to return the child to its own home as soon as possible.
2. **Institutional care.** Substitute group care for children who are too disturbed, retarded or otherwise handicapped to live in foster homes, with caseworker working with the child to return him to his own home or foster home, as soon as possible.
3. **Shelter Care.** Temporary group care for children who are lost or have to be removed

from their families immediately, until their problems can be diagnosed and plans made for them.

4. **Adoption.** Services for children who have to be removed permanently from their parents.

Services and facilities that should be available for children in conflict with the law.

1. **Casework services** to diagnose and treat problems leading to delinquency. This program overlaps a sound program for dependent children. Untreated dependent problems frequently become delinquency problems.

2. **Juvenile Court.** Individualized justice for children; determination of their rights and the rights and obligations of parents and the issuance of appropriate orders to carry out the court decisions, depends on adequate casework to make a social study of children, diagnose their problems to enable the Judge to make a sound decision and to work with the children on parole, probation or in detention, and their families to treat their problems.

3. **Detention facilities.** Temporary group care pending adjudication, and institutions for children with varying degrees of behavior problems where they can be treated and returned to their families.

Basic to success of all these facilities are adequate staffs of properly trained child welfare caseworkers and counselors.

Professional child welfare people are agreed that any child who can accept family life should not grow up in an institution. Children need the comfort, care and love of parents. The shock of being separated from his family may be so great that a child may not be able to benefit by being placed in an institution.

Duval County has been negligent in not having a necessary range of services for children, in not providing adequate family counseling and in not providing adequate and sufficient foster homes. All agencies are so underfinanced that they are unable to hire sufficient, competent staff. A lack of overall planning of services has led to duplication, to large gaps in services available—in short, to a generally unbalanced, inefficient, ineffective program. Norman says, "Duval County's social services have grown without central planning. Public and private funds have been so confused in public and private agencies that no one knows who should bear the major responsibility. Private boards are asked to run public institutions. When public funds are insufficient, private gifts are bestowed on agencies or individuals considered 'deserving' by private benefactors. Responsibility for education and social services become

diffused, children who carry no vote suffer and the community loses in the long run."

Services being provided in Duval County:

1. For dependent children: Duval County is the only county in Florida where the Juvenile Court provides services for dependent children. The Duval County Juvenile Court provides a Juvenile Shelter, but it has a very limited number of trained personnel on its staff. The Court has a foster home program for both dependent and delinquent children. At the time of the Study Commission interview it had about eighty children in twenty eight homes. There is only one caseworker assigned to work with dependent children, and she is not professionally trained. (A Counselor or Caseworker properly supervised can make ten social studies a month, if he does nothing else, or he can supervise fifty children in foster homes or institutions working to bring them back into rehabilitated homes.) It seems obvious that the Court is not providing adequate study of and treatment for dependent children which come to its attention.

The Juvenile Shelter is administered by a Board of Visitors appointed by the Juvenile Judge. Whether or not children are released from the Shelter into foster homes depends on how much money is available. If there is more money in the shelter account than in foster home account, children stay in the shelter.

There are three Parental Homes, one for white girls, one for colored girls and one for colored boys. They are administered by a Board of Managers appointed by the Juvenile Judge. The Judge is responsible for who is admitted to and released from the institutions. Only dependents are sent to the white girls home; both dependents and delinquents are sent to the colored homes. There are no professionally trained people on these staffs. The Juvenile Court, the Shelter and the Parental Homes are all financed with County funds.

Duval County comprises District Six, State Department of Public Welfare. District Six provides financial aid to families with dependent children, financed entirely by the State. The amount of money allotted to each child is unrealistically low. The State also provides caseworkers and foster home care. At the time of our interview, it had 8 caseworkers and 113 children in 38 foster homes. The District's program is financed by federal, state and local funds. Federal funds come through the State. Florida is low in comparison with other states in its contribution to child welfare programs. It contributes, on an average, 17% of the cost of child welfare programs, while several states support these programs 100%. The State pays for the salaries of caseworkers and the administration of the program and part of the cost

of foster home care. Counties help finance the cost of foster homes. Duval is low compared with other counties in its support of foster homes. It gives District Six \$10,000 a year while Hillsborough contributes \$246,556, Pinellas contributes \$300,775 and Dade contributes \$383,000 to their programs. In 1965 District Six had 97 children in foster homes while Pinellas was able to take care of 379, Hillsborough, 521 and Dade, 650. District Six's program is limited by lack of funds for foster homes. Many children are left in unsatisfactory homes for lack of foster homes.

There are five child care associations operated with United Fund and other private funds, all of which have well trained, properly supervised caseworkers, foster homes and a group care facility.

Family Consultation Service provides counseling for married couples and for families with child-parent problems. This part of its program is financed partly by United Fund and partly by fees based on ability to pay. The agency has 100 families on the waiting list or at approximately three to a family, 300 people. It also has a homemaker service. The Junior League underwrites a program that provides three homemakers trained to go into homes where the mother or both parents are temporarily away from home to keep the children from having to be removed from their homes. Homemakers also help families improve housekeeping skills and home management. Fees based on ability to pay are charged for this service. Greater Jacksonville Economic Opportunity, Inc. has funds to enable F.C.S. to expand this service to 20 more housekeepers for families unable to pay.

Limited day care programs have been operated by several agencies on ability to pay basis. These programs are being expanded to those unable to pay by federal money through G.J.E.O.

The Child Guidance Clinic is an out-patient psychiatric clinic for diagnosing and treating emotionally disturbed children under 18. It works with the child and his parents. It has a tremendous waiting list and could easily use four times the therapy staff it has. Patients must wait six months to a year to be seen unless their situation is an emergency, suicidal tendencies for example. Fifty percent of its funds come from the State Division of Mental Health and fifty per cent from the City, County and United Fund. Duval puts much less into its Child Guidance program than other counties. The State contributes according to the effort by the County, so if Duval County contributed more, the State would contribute more.

Adoption services are offered by District Six, Juvenile Court and Children's Home Society.

2. Delinquent Children: The Jacksonville Police Department has an understaffed Juvenile

Department. The Sheriff's Department has one officer assigned to juvenile duty. The Judge says if they had more personnel assigned to juvenile duty, more delinquents would be brought to the attention of the Court. Authorities, on the other hand, say that with personnel properly trained in juvenile work, police departments could prevent many juveniles from having to go to Court.

The Juvenile Court has a delinquency staff of only 13 to handle intake, make social studies, prepare cases for the Judges and work with children on parole and probation. None of its staff has an M.A. in social work. Norman figured in 1960 that the Court needed 39 trained people at a minimum. He said the staff has neither the time nor the training to work with youngsters and their families to help them become useful citizens. Commitment is based on where there is space rather than on what is best for the child. Little work is done with children on probation.

Temporary detention facilities in the Juvenile Shelter are operated by a Board of Visitors. Norman says, "Low salaries paid to workers in the Children's Shelter have made it impossible to secure personnel with adequate training and background experience. This practice is poor economy from the taxpayers' point of view since trained staff in adequate numbers could begin to rechannel lives of children from crime to productive citizenship."

Some delinquents are housed in Negro Parental Homes operated by a Board of Managers. There are no professionally trained people on these staffs.

The Child Guidance Clinic gives the Court one-half day a week for children in detention.

Deficiencies in Services Being Rendered

All authorities agree that great emphasis should be placed on prevention of delinquency and dependency. Duval County has practically no facilities for prevention. District Six and Family Consultation Service are attempting to provide this kind of help. Neither has money to hire sufficient professional staff to do an adequate job. The public schools should have a staff of social workers and psychologists to diagnose and treat children with school problems. They have no such staff. Many truants end up in Parental Homes with no attempt made to find out why they don't go to school. The Child Guidance Clinic provides some diagnosis and treatment for emotionally disturbed children, but its facilities are much too limited to supply the need.

An adequate program of child care is admittedly expensive, but authorities agree that the least expensive and most effective service is that provided by trained caseworkers, with good supervision and proper caseloads. Their work can frequently prevent or correct juvenile behavior problems, at times mak-

ing unnecessary the less desirable and more expensive foster home or institutional care.

Looking after children in institutions properly requires a large, well trained staff. The national average cost per child per year is \$2,760. We are getting by here in Duval with a lower expense (an actual cost figure was impossible to obtain) because the staff of our public institutions is inadequate in number, training and education. Foster home care in Duval costs about \$750 per child per year. The national average cost of casework per child per year is \$200 to \$250.

Institutional care of children was the accepted practice at the beginning of the 20th century. After some years specialists in behavioral sciences learned that children need more than food and shelter to develop healthily. They need a suitable home-life. Local welfare people say that Duval County leaders have never progressed this far in their understanding about the care of children, instead we rely too much on old-fashioned institutional methods. Experts believe that a ratio of one child in institutional care to four in foster home care is about right. Duval County has two or three times as many children in institutions as in foster homes.

Some children need institutional care, but no child should remain in an institution more than a year or two, and no child under six should ever be in an institution.

Housekeeper and homemaker services are totally inadequate and need to be expanded.

Day care facilities have not been adequate. It remains to be seen whether or not the program of G.J.E.O. will fill this need. The more that is done in the community for underprivileged children (such as the anti-poverty programs), the more demands there will be for health and welfare services because more troubled children will be discovered. It appears that Duval County lacks the incentive to provide adequate professional services to all agencies attempting to help children, and in doing so it may be dissipating what money it is spending in ineffective programs which fail to help our children. No study has been made to determine what becomes of children who have been dependents or delinquents. Welfare people are fearful that with lack of caseworkers to help children overcome their problems and become useful citizens, they may continue to be wards of community either as welfare recipients or as occupants of jails.

Finally, there is no overall planning and coordination of the limited services that are available to children.

RECOMMENDATIONS

1. The community has two excellent reports which make almost identical recommendations for im-

proving services to children. Few of the recommendations have been implemented. We recommend that the recommendations of Services for Children Away From Home in Duval County by the Planning Division of the United Fund and The Prevention and Control of Delinquency in Duval County by the National Council on Crime and Delinquency be implemented as soon as possible.

2. Authorities say that most courts have ceased trying to provide case work and custodial care for dependents; they prefer to leave these administrative functions to welfare agencies. Florida laws give both Juvenile Court and State Department of Public Welfare authority to provide care and protection for dependent children. In other Florida counties welfare services for children are administered by Department of Public Welfare. The Welfare Department and Juvenile Court cooperate in the division of responsibility.

Duval County is providing funds to both the Juvenile Court and to District Six, Department of Public Welfare for foster home care. District Six gets funds from state and federal governments for caseworkers. Court caseworkers salaries and administrative salaries are paid from County funds. It would seem logical, more efficient, and economical that all county funds for foster home care be given to District Six which could then assume the entire public responsibility for study, protection and care of dependent children. We recommend to the Duval Legislative Delegation that it introduce legislation to limit the authority of the Juvenile Courts to those services which are judicial in nature.

3. Authorities recommend that Juvenile Courts be made a division of the court of highest trial jurisdiction since the Court determines issues which have lasting effect upon the lives of children and families. We recommend that the Juvenile Judges become Circuit Court Judges. The Juvenile Judges will constitute a Division of the Circuit Court.

4. An adequate child care program is expensive, probably too expensive to be financed by the County's limited financial resources. We therefore recommend that the Duval delegation support legislation authorizing state and federal governments to increase their support of child welfare programs.

5. Norman, in commenting on the Board of Visitors which, by law, administers the Juvenile Shelter, says "The principle of citizens assuming responsibility for advising the Court on the conduct of its services is sound. Giving lay people responsibility for the actual operation of a detention home used by the Court and considered one of its functions is open to question." He and Sheridan both recommend employment of a

Director of Court Services to be in charge of both detention and probation (court) services.

We recommend that the law be changed to allow detention facilities of the Court to be administered by a Director of Child Care Services rather than by a Board of Visitors and that a Director be hired and put in charge of detention facilities and the Court staff. Both professional and administrative qualifications for the position should be of the highest. Applicants should be sought nation-wide. The appointment of such a person would undoubtedly lead to building a better qualified court staff which, in turn, would relieve the Judges of much administrative detail and give them more time for judicial duties. A Division of Child Care should be established in the new Department of Health and Welfare.

6. Institutional care of children is out of date.

Authorities are agreed that, except for very special situations, institutional care is undesirable, and even if done properly, is the most expensive. We, therefore, recommend that the Parental Homes be phased out and that no new institutions be built unless they are designed for special purposes such as to provide temporary care for children returning from state training schools, or for retarded or emotionally disturbed children who might react better in group care.

We deplore the housing of dependent and delinquent children together and recommend that they be separated at once.

So long as the Parental Homes are used, the same objection which applies to the Board of Visitors applies to their operation by a lay board. We recommend that those homes used for delinquents be administered by the Director of Child Care Services. If any are used for dependents, they could be operated by the County Welfare Department.

7. We recommend to the Duval delegation that they support state appropriations and plans for caring for children returned from state training schools.

8. Both Family Consultation Service and Child Guidance Clinic are making tremendous contributions toward helping troubled children and their par-

ents, but both are only scratching the surface and have long waiting lists. These two agencies need increased financial support to expand their valuable services. We think they should be supported by public funds. In the future consideration might be given to making the Child Guidance Clinic a division of the Health Department and the Family Consultation Service a division of the County Welfare Department.

9. Most of all there needs to be an organization to take stock of resources and then to plan and coordinate services and facilities, both public and private, for child care. Duval is unique in that planning is a division of the Community Chest-United Fund. Most large communities have a Planning Council which is strong enough to plan for and coordinate efforts of both private and public welfare and of health and recreational facilities. We recommend that a strong Planning Council be organized to plan for and coordinate health, welfare and active recreational services and that local government be authorized to contribute to its support.

10. It is recommended that the Board of Visitors and Parental Home Board be reconstituted as a Juvenile Shelter Advisory Board. It is suggested that the Board have seven members appointed by the Mayor and confirmed by the Council. Terms of office should be staggered two year terms with no member to serve more than three consecutive terms.

Sources of Information

The Prevention and Control of Delinquency in Duval County, Florida. A survey made in 1960 by the National Council on Crime and Delinquency. The field work was done and the report written by Sherwood Norman, Director of Detention Services of N.C.C.D. and is referred to as "The Norman Report."

A digest of the above report made in 1962 by Frederick Ward, Jr., S.E. Representative of the N.C.C.D.

A study of Services for Children Away from Home in Duval County made in 1960 by the Planning Division of the Community Chest-United Fund of Jacksonville, Fla. Referred to as Planning Division Report.

Standards for Juvenile and Family Courts by William H. Sheridan, Asst. Director, Division of Juvenile Delinquency Service, U. S. Children's Bureau, 1966. Referred to as Sheridan.

PUBLIC SAFETY DEPARTMENT

This department centralizes all law enforcement and public safety agencies in one department. The department will have the following operating divisions: Civil Process, Police, Prison Farm and Jails, Traffic Engineer, Fire Protection, Building Inspection, Weights and Measures, and Civil Defense. The Director of Public Safety will be one and the same as the Sheriff. The Florida Constitution provides for County Sheriffs and specifies the duties they are to perform in the State's behalf. Because of these constitutional provisions, the 1934 Constitutional Amendment allowing Duval County to create a countywide government calls for retention of the office of Sheriff, but allows the office to be appointive, with increased duties over those called for by the Florida Constitution. The Study Commission felt it clearly preferable to give the Sheriff meaningful duties as the Director of Public Safety and make the position appointive, rather than leave the position elective with duties limited to court service. It is imperative that police power belong to the elected Mayor. Elected police chiefs are a rarity in

American government; no city over 250,000 population has an elected police chief. There are few jobs that call for more professionalism and prior training than the position of police chief. The person selected to head the Department of Public Safety must be highly qualified and must be responsible to the elected Mayor. To proliferate this responsibility between the elective Mayor and an elective Sheriff would undermine the major premise of the new government—the ability of the electorate to pinpoint responsibility. Authority must be commensurate with responsibility; it would not be so if the Mayor did not have ultimate responsibility for police power.

Following are reports on each of the Division functions. Civil Defense is not specifically reported on in detail. It will continue much as it has in the past. Most of its appropriation is federal money; however, local government does make some contribution. For remarks on Traffic Engineering, see the Streets and Highways report on page 125.

LAW ENFORCEMENT



Police departments of the five municipalities, the Sheriff's Department, Constables and the two prison farms spend well in excess of \$7,000,000 annually. These agencies are backed up by a considerable court and legal structure, plus a multitude of "civilian" enforcement agencies, Building Inspection, Weights & Measures, Parking Department, etc. All are financed and budgeted from local tax dollars. Our tax dollars also sustain a host of state agencies (State Highway Patrol, Beverage Department, Fish and Wildlife, etc.) plus an array of Federal offices (Federal Bureau of Investigation, Secret Service, Customs, Military Police, etc.), all of which play some role in our total local law enforcement program. Law enforcement is important public business which requires enormous tax dollar expenditures.

EXISTING CIRCUMSTANCES

The largest policing agency in the County is the Jacksonville Police Department. It has approximately 400 uniformed officers and 83 civilian employees with an annual payroll in excess of \$3,000,000. Next in size is the Sheriff's Department with about 300 employees. Jacksonville Beach has a force of 28. The other municipalities and constables have varying smaller staffs. Combined, they utilize over 900 employees, of which well over 80% are uniformed officers. The national average of uniformed officers is 1.8 per 1,000 population. Using this national ratio as a standard, the most notably understaffed agency is the Sheriff's Department which has a ratio of less than one officer per 1,000 population. Just to achieve a ratio of 1 per 1,000 popu-

lation, the Sheriff's Department would require 45 additional officers. The City of Jacksonville has a ratio of 2.13 officers per 1,000 population (see exhibit). Among cities of comparable population, Jacksonville has a very favorable ratio of uniformed police officers per 1,000 population. Salaries and wages generally comprise well in excess of 80% of police department budgets (86.6% in Jacksonville); thus a high personnel ratio to population may be directly translated into high average per capita expenditures for police protection. Per capita costs in Jacksonville are, in most instances, significantly higher than those for cities of comparable size. (The national average for cities from 200,000/299,999 in 1963-64 was a per capita cost of \$13.92.)

The beaches law enforcement need is distorted because of their expanded summer population. Although a city of only 15,000, Jacksonville Beach frequently is confronted with good-weather crowds approaching 100,000 people; "tourist-oriented" areas must provide a larger police force than other cities their size.

HISTORY

The original design for police protection in Florida was a Sheriff (provided for in the Florida Constitution) who would act as an enforcement arm of the State at the County level. Generally, he presided over a large rural territory where he served process papers of the Courts and acted as court bailiff. He also provided a jail. He provided only minimal patrol or beat protection. This limited protection was not sufficient for densely populated areas, thus, municipalities provided additional police protection for which their residents were separately taxed. Because of the need for greater regulation as population becomes congested, municipalities pass law enforcement ordinances more stringent than those necessary for sparsely populated areas. City police departments enforce these additional regulations and existing state laws. The Sheriff's role in relation to municipalities varies from county to county. Generally Sheriffs limit their activities inside municipalities. However, the Sheriff is responsible to State officials for assuring that all state laws are enforced both inside and outside municipalities.

SHERIFF'S DEPARTMENT IMPEDIMENTS

With the advent of new technology and rapid population growth, pressures have arisen which have outdated this 19th century law enforcement design. In urban areas, inflexible annexation laws and the arrival of the automobile have transformed the traditional role of the Sheriff into the counterpart of a big city police chief. Although the Sheriff often finds himself faced with many of the same problems and responsibilities as a city police chief, he lacks

three important tools with which to do the job. First, the County level of government has no ordinance-making power; this means all laws must emanate from the State Legislature. The State Legislature however is not normally concerned with the day to day problems of law enforcement in urban areas, since in theory such areas are incorporated into municipalities which supposedly pass such law enforcement ordinances as suit their needs. Thus, the Sheriff often finds himself faced with questions of enforcement covered by no specific laws. Secondly, the Sheriff's enforcement tools are cumbersome. Incorporated cities have municipal courts which often meet daily and dispense justice in rather short order. The County has no counterpart to a Municipal Court. County laws (e.g. State laws) are enforced through the State Courts whose formal operational procedures are both slow and costly. The State Courts were not designed to handle a large volume of misdemeanor-type violations.

The third and perhaps the most serious shortcoming facing the Sheriff is that the office has an inadequate base of financial support. The Sheriff's Department is primarily supported from countywide ad valorem taxes. Increased pressure on County expenditures, especially for education, has made it very difficult for the Sheriff's Department to receive an adequate appropriation. Further, since the people living in municipalities already pay taxes for added police protection in their community, they are not inclined to pay for extra protection for people living outside the city limits. Once the Sheriff goes beyond traditional duties, he is in effect providing "municipal" type police protection. Thus, a tax imbalance results to the disadvantage of city dwellers, who then naturally oppose increased expenditures for the Sheriff's Department.

CITY POLICE IMPEDIMENTS

Municipal police departments have been severely restricted in carrying out their functions. Crime is not bounded by city limits lines. The amount of needed law enforcement is often determined by influences totally beyond a city's control. Jacksonville is the hub of our metropolitan area. Unfortunately, not only does the economic life of the metropolitan area center in Jacksonville, but so also does crime. Thus, although Jacksonville contains less than 40% of the County's population, some 55-65% of the County's crime occurs within the city limits. In addition there is the tremendous burden of traffic control within the city. Tens of thousands of vehicles pour back and forth across the city limits every day. Suburban dwellers contribute their share of crime and traffic control problems to the "core" city, but they make no direct financial contribution towards abating them.

Even if the problem of financial support were solved, city police departments are still handicapped in their functions by artificial barriers resulting from arbitrary city boundaries. There is evident need for a single area-wide communications center, central record storage and uniform enforcement procedures.

RECOMMENDATIONS

The inescapable conclusion is that as a metropolitan area we are not providing optimum law enforcement in the most efficient and economical way possible under our current system. We strongly recommend that law enforcement be provided by a single department for the entire County. We do not anticipate an actual cutback in overall expenditures for police protection in the County, but we are convinced that, under such a unification, the taxpayer will receive far more for his money, since such a unification will save a substantial amount in future expenditures otherwise necessary under the present system. Further, no precise monetary value can be placed on the value of increased protection to life and property. A unified Countywide department will provide:

1. Uniform Law enforcement, countywide
2. Increased crime prevention and traffic control
3. Provision for an adequate financial support base with the elimination of tax inequities
4. Better utilization of manpower and facilities
5. Elimination of competitive jealousies between departments (salaries, working conditions, etc.,) which affect officer morale
6. Cohesive planning to meet current and future law enforcement needs

SPECIFIC PROBLEM AREAS

The Commission notes the following circumstances and makes the following additional recommendations:

A. Police Dept. Housing—The Jacksonville City Police Department severely needs a new headquarters building. An appropriate building will cost in the millions. The County Courthouse, where the Sheriff's Department is housed, is extremely cramped for space. It seems logical that these two law enforcement agencies be located within a single new building. The space the Sheriff occupies in the Courthouse could be used for other agency use. The

County Jail (located adjacent to the Courthouse) is a well designed, modern facility, however, it has already been outgrown. This facility should remain in operation, but a need will still exist for additional jail facilities.

B. Prison Farms—Prison Farm operations are closely related to the police protection function of overall law enforcement. Essentially, the prison farms are local government jails. Their direct relationship to the police department is borne out by the high number of repeat violators. (In the City Prison Farm well over half of the inmates are habitual repeaters.) Thus, police officers, concerned with crime prevention, have a particular interest in prison-farm inmates. For this reason, the Study Commission recommends that prison farms be under the jurisdiction of the unified police department. At present the City Prison Farm is in no way administratively associated with the Police Department. It is not even under the same City Commissioner. Instead, the City Prison Farm is under a Superintendent who reports to the "Finance Commissioner."

The County Prison Farm has a superintendent who reports directly to the County Commission. The Sheriff's Department has no direct administrative power over the County Prison Farm. Ironically, the County Prison Farm is now located within the city limits, while the City Prison Farm is outside the City Limits. The City farm is a relatively new installation (1960) and has adequate land (640 acres) and facilities for expansion. The County farm is outdated. The Commission recommends that the existing County Prison Farm be abolished and that the City Prison Farm be expanded to handle the functions of the County Farm.

Both prison farm facilities have lacked any form of rehabilitation program. It is recommended that the combined prison farm include facilities for alcoholic rehabilitation and that more effort be made to place prisoners in jobs upon their release. A more professional approach to parole and probation procedures for prison farm inmates is badly needed.

C. Records—A unified police department will provide a single record center, open 24 hours a day. One of the most important elements of efficient crime prevention is a sound records system. Presently we have major record centers in both the Jacksonville Police Department and the Sheriff's Department, plus more limited facilities in the Beaches departments. This division causes a good deal of overlap, plus the time-consuming inconvenience of having to check different local record centers for information. Further, primarily due to personnel shortage, the Sheriff's Department center

is open only 16 hours a day. The Jacksonville center is open around the clock. It is desirable to have the record center continuously available. The departments are now interested in the further mechanization of their records through the use of data processing equipment. Since this equipment is extremely expensive, a single record center is further advisable.

D. Communications—The unified department will be more accessible to the public through a single communications center. The various departments now receive calls of other agencies. In emergencies they of course directly transfer them. All confusion will be completely eliminated in a unified department. A single communications center will also provide more rapid police response throughout the metropolitan area and require less dispatch personnel.

E. Morale—A unified department will eliminate morale problems which have occurred in the different police departments. A single department will provide a uniform salary structure. Because current salary scales are varied, there is sometimes jealousy between departments. Fringe benefits differences, although often small on the surface, are extremely important to the personnel of the varying departments both for monetary and status reasons.

F. Sign Shop—The Jacksonville Police Department operates a regulatory sign shop. This function should be removed from the Police Department and assigned to the Highway Department.

G. Vehicle Costs—A unified department should realize savings in its motorized fleet operations, as fleet size and mileage rise, acquisition costs and operating costs per mile come down.

H. Manpower Shortage—The Sheriff's Department is inadequately staffed to meet its full responsibilities. The Department is responsible for law enforcement in an area of about 800 square miles, containing some 300,000 people outside municipalities. Approximately 200,000 of this population live in urban, high-density population areas. A graphic illustration of the Department's understaffing is the night-time shortage of patrol cars. There are only 12 for the entire 800 mile area, each car with two men is thus responsible for an area twice the size of the present city of Jacksonville. Because of personnel shortage, the Sheriff's Department is unable to follow up over 40% of the major crimes committed in their area (once the initial report is made, they do not have the staff to carry out a thorough follow-up.) A unified department will provide better utilization of total police manpower.

Although the initial unification of departments may cause some personal anguish, we believe the new department will provide better working tools, more promotional opportunity, better pay and better working conditions for its personnel than did the old system of divided departments.

I. Constables—The Study Commission recommends that the office of Constable be eliminated. These law officers are elected in nine separate districts of the County. The offices have operations of varying ranges; District 4 has a fee income of \$90,000 annually while District 3 collects only \$11,000 in fees annually. The Constable officers act primarily as warrant servers and officers of the Justice of the Peace Courts. In most districts they do very little law enforcement. The offices are a carryover from the old fee system. Their services will better be provided by the new unified department. Currently, budgetary control is not as tight or efficient as it would be under a single department. The Constable and his deputies (if he has any) are not subject to any formal job requirements, nor are they under a formal Civil Service system. Election of the office lengthens the ballot; it is difficult for citizens to judge candidate qualifications.

J. Juvenile Delinquency—The new department should establish a division of Juvenile responsibility and adequately staff it. Experience shows that the best way to combat juvenile delinquency is to prevent it. Police specialists in juvenile work often significantly reduce juvenile delinquency. An effective division directly pays for itself in reducing staff needs of the Juvenile Court, not to mention the intangible benefits derived from a "healthy" child population.

NEED FOR COOPERATIVE SPIRIT

Unification of police functions on a countywide basis presents a number of significant procedural problems. It will call for the unqualified support and cooperation of the actual personnel involved. To achieve harmony, the consolidation must not be approached as a take-over by any of the now existing departments. The new department should be viewed as the creation of a completely new entity that will provide more effective, efficient and economical countywide law enforcement.

The new, unified countywide police department will be part of the Department of Public Safety under the elected Mayor of the new government. Since the office of Sheriff is a constitutional office, it must be retained. However, by a special Constitutional Amendment (passed in 1934) permitting a countywide government for Duval County, the County may realign the duties of the office of Sheriff

and may change the position from elective to appointive. Even though the office of Sheriff is an elected office, a "Mayor-Council" form of government must vest final authority for law enforcement in the elected Mayor. The police power is one of the most vital of all local government responsibilities. It touches every phase of local government. It is therefore recommended that the office of Sheriff be made appointive by the Mayor and that the Sheriff head the Department of Public Safety which will be responsible for Police, Fire, Weights & Measures, Building Code enforcement, Civil Defense, Traffic Engineering and Civil Process and Court duties. This makes the office of Sheriff one of substantial importance. To leave the office of Sheriff elective and yet allow police power to belong to the Mayor, the Sheriff's office would have to be diminished in scope and made only an officer of the Courts. Appointment under the Mayor, with a corresponding strengthening of responsibilities, is clearly preferable. [It might be noted that elected police chiefs are a rarity in government, there are none in cities over 250,000 population.]

Amalgamation of the ranks must take place. Civil Service requirements of both County and City will need to be amended to allow flexibility in this realignment. We strongly recommend that no one receive a cut in salary, although of necessity there will

be some shifting of rank. In realigning ranks, maximum caution must be exercised to avoid discrimination. We believe an objective source should be retained (such as the International Association of Police Chiefs) to evaluate seniority in rank, previous experience and importance of previous position.

EXHIBIT
COMPARATIVE DATA ON MUNICIPAL
POLICE DEPARTMENTS
(Municipal Year Book, 1965, published by International
City Managers Association)

	Popula- tion	Police Dept *	1964 Budget 000's Omitted	% of Budget Salaries and Wages	Police per 1,000 Pop.	Per Capita Costs
JACKSONVILLE	198,000	422/ 80	\$3,512	88.6	2.13	\$17.74
Miami	325,000	651/247	5,720	85.5	2.03	17.60
Providence	195,000	454/ 72	3,420	89.2	2.38	17.54
Yonkers	206,000	377/ 31	3,073	92.5	1.83	14.82
Worcester	180,000	358/ 51	2,489	98.8	1.99	13.83
Richmond	223,000	422/ 33	3,024	85.3	1.89	13.56
Flint	202,000	253/ 47	2,652	90.7	1.25	13.18
Nashville	251,000	540/ 91	3,182	81.4	2.07	12.12
Tucson	245,000	275/ 77	2,896	86.6	1.12	11.82
Arlington	173,000	205/ 24	1,942	85.8	1.18	11.23
Gary	179,000	241/ 39	2,008	91.4	1.35	11.22
Charlotte	230,000	343/ 43	2,500	89.2	1.49	10.87
Spokane	184,000	234/ 36	1,905	88.8	1.27	10.35
Tampa	305,000	451/154	3,138	87.4	1.48	10.29
Norfolk	322,000	317/119	3,276	85.6	.984	10.17
St. Petersburg	200,000	258/ 67	1,890	82.2	1.29	9.95
Grand Rapids	203,000	231/ 38	1,933	85.0	1.14	9.52
Atlanta	535,000	718/118	5,066	85.0	1.34	9.47
Knoxville	181,000	242/ 49	1,667	73.4	1.34	9.21
Fort Wayne	172,000	252/ 8	1,543	92.1	1.47	8.97
Birmingham	345,000	472/ 62	3,088	92.5	1.37	8.95
Austin	220,000	261/ 84	1,950	83.5	1.17	8.86
Mobile	222,000	310/ 8	1,861	82.6	1.40	8.38
Des Moines	216,000	233/ 25	1,798	85.7	1.08	8.32
Corpus Christi	195,000	206/ 20	1,357	84.6	1.06	6.96

*—First figure represents police personnel
Second figure represents civilian personnel

EXHIBIT
INFORMATION CHART DUVAL LAW ENFORCEMENT AGENCIES

	Year	Expenditures	Entrance Salaries Patrolmen	Revenues Raised 1965	Uniforms	Clothing Allowance
Jacksonville	1956	\$2,124,758.86	\$5,343.06	\$624,247.26	1 Furnished per year	\$100 a year plain clothesmen
	1965	3,481,618.71 (63.9)*				
Duval Co.	1956	864,093.38	5,289.38	284,814.32	Furnished	\$300 a year all officers
	1965	2,444,616.62 (182.9)*				
Jacksonville Beach	1956	121,691.20	5,102.50	64,652.35	3 complete sets some- times less.	\$25. Mo. for uniformed officers 50. Mo. plainclothes patrolmen and investigators
	1965	223,837.00 (83.9)*				
Neptune	1956	14,600.00	4,950.00	10,400.00	Supplied as Needed	None
	1965	43,400.00 (197.3)*				
Atlantic Beach	1956	19,118.47	4,350.00	13,955.00	2 a year	None
	1965	26,976.62 (41.1)*				
Constables	1956	61,462.38**		86,462.16		
	1965	237,747.03 (286.8)*		358,104.87		
	1965	(+\$94,784.26—Salaries of Constables)				

Jacksonville makes limited pay provision for court appearances. None of the others do.

*—% of Increase
**—Salaries not known

FIRE PROTECTION



EXPENDITURES

Fire protection is one of the more expensive public services in terms of directly appropriated tax dollars. At the same time, it is a service that almost directly pays for itself in reduced fire insurance premiums. The 1966 operating budgets for the various fire departments in the county were as follows:

Jacksonville	\$3,280,964
Jacksonville	72,532—capital improvements
Duval County	570,451
Jacksonville	
Beach	197,944
Atlantic Beach	47,940
Neptune Beach	15,250
Baldwin	2,179
Total	<u>\$4,187,260</u>

Thus, the total expenditure for fire protection in Duval County is well in excess of four million dollars annually.

FIRE INSURANCE RATINGS

Jacksonville has a favorably rated, effective fire department. Jacksonville property owners reap the benefits in lower insurance rates. On a one-to-ten rating scale (one being the best possible) most of Jacksonville property is in a three (3) rating class as compared with a nine (9) class for most of the unincorporated county property and six (6) and seven (7) for the Beaches property. A low rate class makes a substantial difference in fire insurance costs. Rating determinations include a host of factors, among which one of the most important is the quality of the fire department. Other important factors are the amount of water supply and pressure available. (See exhibit page 107 for fire insurance rates)

COST COMPARISON

The table on page 108 compares Jacksonville to nineteen other cities in the country close to it in population size, plus six larger well-known southern cities, on a basis of the number of firemen per 1,000

population and their per capita costs. This chart indicates that cost of fire protection in Jacksonville is quite high compared with other cities. The principle reason is that Jacksonville has a high number of firemen per 1,000 population. Firemen employed per thousand population and per capita costs are both about 50% higher in Jacksonville than in cities of comparable population.

JACKSONVILLE FACILITIES

The Jacksonville Fire Department operates out of sixteen separate fire stations with seventeen engines and six hook and ladder rigs. The department also operates three fire boats housed at two locations. The number of full time employees is 495.

COUNTY HISTORY AND FACILITIES

County fire protection was almost completely dependent on volunteer fire departments until recent years. The City of Jacksonville's fire department used to make frequent runs outside the city limits. As the population continued to expand outside corporate limits, it became increasingly clear



that more adequate fire protection was needed. Thus, in the early 1960's, the County began to move towards a coordinated and more professionalized fire fighting system. Although the County still operates through volunteer fire departments, such departments are now more closely tied together for budgeting and dispatch and operating procedures. There are eighteen volunteer fire departments operating out of nineteen stations. The County now owns most of the major equipment and five of the stations, with the rest on a lease basis. The County fire system has only 40 full time employees, or only one full time man in each station around the clock. It depends on 391 non-paid volunteers and 70 partially paid employees to back up the fulltime nucleus.

The County is faced with some 800 square miles of territory and 300,000 people who need and demand fire protection. What is actually taking place in the County is a conversion from an inadequate, outdated, completely volunteer system to a professionalized fire department. As recently as 1960 the County budgeted only \$160,238 for fire protection and had only one full time county employee. Volunteer companies had to depend heavily on private contribution and fund raising to obtain equipment and meet operational costs. Since 1960 the fire protection budget for the county has jumped 250%. For the 1967 budget year the department requested a budget of \$990,108, almost double the budget of the previous year. A substantial portion of this cost increase was to put a second full time employee in each station per work shift. (However, the Budget Commission turned down this request)

The gradual improvement of fire protection in the County has resulted in a slightly lower fire insurance rating; the County rating dropped from the lowest rating level of ten (10) to nine (9). This drop, according to the County Fire Coordinator's estimate, has resulted in a direct saving in fire insurance costs of \$1,200,000 per year for county citizens living in unincorporated areas. Even so, a nine rating is still poor for densely populated areas.

WORKSHIFTS

The Jacksonville Fire Department has a long tradition of providing fire protection for an urban population. Since 1960 the City Fire Department has utilized a three-shift system. Among the 79 cities in Jacksonville's population range (100-250,000), 37 use longer work weeks. When shift variations are considered, none have shorter work weeks. Jacksonville's basic work week of 56 hours, based on 24-hrs on and 48-hrs off, is a favorable work week compared to competing municipal entities. The Jacksonville Fire Department's salary scale also compares favorably with that of other cities, especially in the south. A large number of fire departments still use

a two-shift system, which of course increases the length of the work week. Jacksonville's shifts, or platoons, have an accompaniment of approximately 154 men each.

The permanent employees in the County Fire Department work a two-shift basis with a 24 hours on and 24 hours off duty schedule.

Over 90% of Jacksonville City Firemen hold some kind of second job. i.e. "moonlighting." This is an extremely high percentage. Firemen are required to clear "moonlighting" activities with the Fire Department. All City Firemen are subject to call around the clock in case of emergency.

The Study Commission feels it is poor policy indeed to skimp on appropriations for adequate fire protection, especially when such money "saved" is then paid for increased fire insurance rates. That such a policy means increased dangers to life and property need not be emphasized.

RECOMMENDATIONS

The Study Commission feels that it is absolutely essential to extend professional fire-fighting to the entire County. However, costs must be held to their absolute minimum, consistent with quality fire protection. The Study Commission recommends that a completely reorganized fire department, unifying the existing Jacksonville, Jacksonville Beach, Neptune, Atlantic Beach and the County Fire Departments be established. In order to hold costs down it is recommended that the reorganized department consider using a basic two-shift work system. Such an arrangement would result in a return to a longer work week for Jacksonville firemen. To compensate the Jacksonville firemen for the increased work week, any increase in hours should be met by a commensurate increase in salary. The increased salary level should make the reorganized fire department salary schedule one of the most favorable in the country and hence should eliminate the need for the high degree of "moonlighting" now taking place. The new work week would still be a shorter work week for all the other fire department employees in the County, and the salary schedule would be substantially higher than they are now receiving.

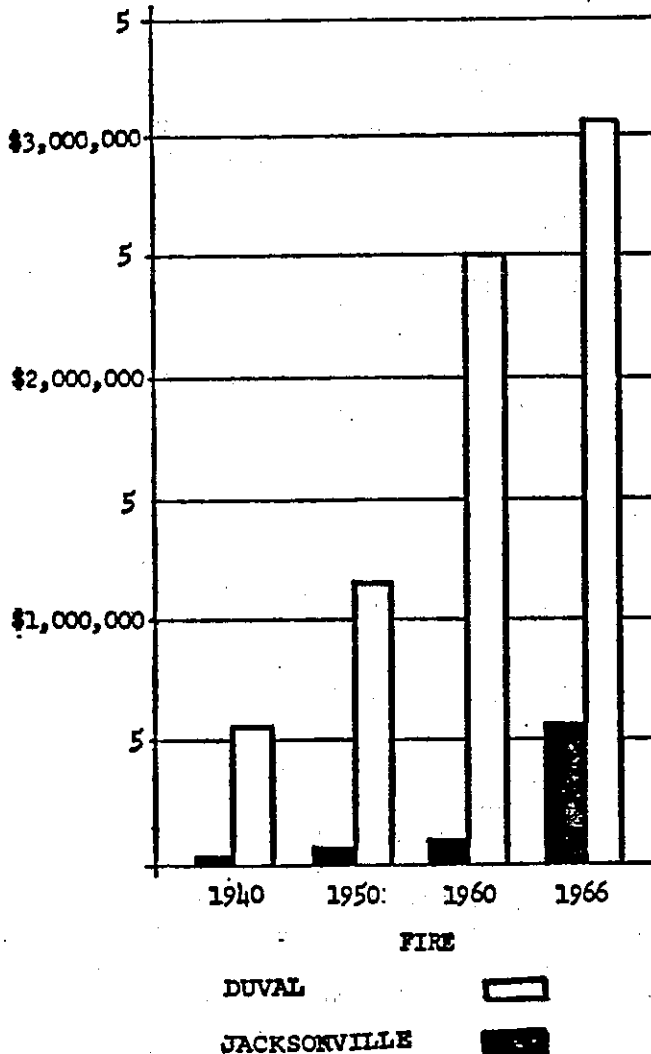
All existing fire department employees in the five affected departments should be fully protected in their job rights in the new department. Such a new department should provide not only increased salary and promotional opportunities for all employees, but also high quality fire protection on a countywide basis. The new department will make maximum use of tax dollars spent for fire protection. If the two shift system is found favorable, thus reducing the need for heavily increased personnel by redistribution of existing personnel, increased expenditures

should be more than offset by reduced fire insurance rates throughout the County.

To help man fire departments in sparsely populated rural areas, we recommend that consideration be given to continuance of the volunteer and part-time firemen system. With a professional personnel base, we believe high quality fire protection can be provided, even in rural areas, through a combination of professional employees and volunteers.

The unified department will have the obvious advantages of countywide dispatching, of maximum utilization of specialized equipment and personnel, of central equipment maintenance, and of increased level of fire protection services. These advantages when combined will mean increased security for life and property and reduced rates for fire insurance.

EXPENDITURES FOR
FIRE PROTECTION



EXHIBIT

FIRE INSURANCE RATES (Per \$100 of Insurance)
ON OWNER-OCCUPIED 1-FAMILY DWELLINGS,
THROUGHOUT DUVAL COUNTY

Area	Fire Protection Class	Rate per \$100
Jacksonville	3	0.10
Suburban Jacksonville	7	0.155
Unincorporated area	9	0.238
	10	0.28
Jacksonville Beach	6	0.134
Atlantic Beach	7	0.155
Neptune Beach	7	0.155

The minimum basic fire premium is now \$25 (recently revised from \$15).* At Fire Protection Class 3 rate applicable to residences within the Jacksonville city limits, this \$25 (if an annual premium) will purchase \$40,000 coverage. To this premium has been added \$15 annual additional premium to eliminate the standard \$50 Deductible Clause. The total premium of \$40 for \$40,000 coverage is equal to 0.10 per \$100 coverage. This amount of coverage, \$40,000, is the basis (for the purposes of rate comparison) used throughout the various area Fire Protection Class premiums; this of course means a higher premium on the same amount of coverage in Fire Protection classes 6, 7, 9 and 10 than in 3.

Premium rates used (Florida Association of Insurance Agents Rapid-Rater, August 1, 1965) are those pertaining to masonry veneer residences, which rates are median between concrete block (lower rates) and frame (higher). Mercantile or other business property is classified by individual buildings and all the fire hazard factors relevant.

Class 10—(Unprotected)—Over 3 Miles from a volunteer fire department and over 1000' from an approved hydrant

Class 9—Within 3 miles of a volunteer fire department, but over 1000' from an approved hydrant.

Class 7—Outside city limits (Jacksonville, Neptune or Atlantic Beach) within 3 miles of a volunteer fire department and within 1000' of an approved hydrant.

Class 6—Within Jacksonville Beach City Limits

Class 3—Within Jacksonville City Limits

*—It should be noted that a 3-year fire insurance policy would exceed the \$25 minimum premium.

COMPARATIVE DATA ON MUNICIPAL FIRE DEPARTMENTS
(Municipal Year Book, 1965, published by International City Managers Association)

	Popu- lation	Full Time Paid Emp's	Rating (*)	(\$) 1965 Fire Budget	Salaries % to Total Budget	Firemen per 1000 Pop.	Per Capita Cost	Salary Range	Work Week (**)
Worcester	180,000	483	3B	\$3,105	95.3	2.68	\$17.25	\$4758-5885	48/10
Providence	195,000	526	2A	3,211	90.9	2.70	16.47	4853-5237	56/10
Jacksonville	198,000	495	3(64)2	3,170	88.6	2.50	16.01	5444-7566	56/24
Miami	325,000	703	3(62)1	4,781	89.7	2.16	14.71	4680-5964	56/24
Richmond	223,000	410	3(52)3	2,927	83.3	1.84	13.13	4472-5720	67/24
Knoxville	181,000	378	3(48)3	2,121	77.6	2.09	11.72	3786-4764	78/24
Yonkers	206,000	314	3(56)3	2,371	96.5	1.52	11.51	5880-7440	46/10
Nashville	261,000	552	3(56)4	2,892	84.8	2.11	11.08	4680-5832	60/10
Tampa	305,000	599	3(63)3	3,311	93.1	1.86	10.86	4348-5059	56/24
Flint	202,000	289	4(50)4	2,184	92.5	1.43	10.86	5405-6650	56/24
Spokane	184,000	287	3(59)3	1,952	95.9	1.61	10.61	5112-5892	56/24
Grand Rapids	203,000	277	3(62)3	2,136	82.0	1.36	10.52	5005-5616	63/24
Des Moines	216,000	348	3(62)4	2,260	93.6	1.61	10.46	4973-5954	56/24
Charlotte	230,000	409	3(61)3	2,330	95.0	1.78	10.13	4260-5280	60/10
Gary	179,000	257	4(62)4	1,770	93.3	1.44	9.89	6180-6180	56/24
Arlington	173,000	203	4(59)3	1,605	90.2	1.17	9.28	5400-6830	56/10
Atlanta	535,000	794	3(64)3	4,829	91.1	1.48	9.03	4641-5720	60/10
Fort Wayne	172,000	244	4(63)4	1,476	92.3	1.42	8.58	5643-5708	63/24
St. Petersburg	200,000	286	4(63)4	1,693	89.6	1.43	8.47	4420-5252	56/24
Norfolk	322,000	419	3(54)3	2,675	93.7	1.30	8.31	4680-5616	72/24
Tucson	245,000	257	4(64)3	2,010	88.8	1.05	8.20	5663-6700	61/24
Birmingham	345,000	457	3(59)4	2,714	92.2	1.32	7.87	4716-5724	56/24
Corpus Christi	195,000	239	4(57)4	1,406	91.2	1.23	7.21	4476-4932	60/24
Austin	220,000	277	4(50)4	1,575	92.9	1.26	7.16	4320-4440	56/24
Mobile	222,000	331	5(60)5	1,397	86.4	1.49	6.29	4116-5124	56/24

(*) 1st fig. is rating given to City
2nd fig. is year in which rated
3rd fig. is rating given to Dept. (Ex. in 1964 Jacksonville was rated 3 and the dept. rated 2.

(§) 000's omitted

(**) 1st fig.—hours per week
2nd fig.—hours per shift

BUILDING INSPECTION



The need for a countywide building code is self-evident. A heavy proportion of Duval County is urbanized. Although only about 225,000 of the 525,000 population live within municipalities, at least 200,000 of the population not living in municipalities are situated in high population density urban neighborhoods. However, where the municipalities have strict building codes, the County does not. The County has launched an effort to establish a building code, but has met continuing resistance from one group or another.

A land-use plan has also been lacking in the County. The Jacksonville-Duval Area Planning Board is currently working on a countywide land-use plan

with completion expected during 1968. A land-use plan helps assure orderly growth and maximum utilization of available natural resources and provides a basis for establishing a sound zoning code. A building code compliments a land-use plan by assuring uniformity of construction and increasing safety and esthetic values. A properly administered building code protects the property owner, the community and the contractor. In urbanized areas building codes have been proven an indispensable part of government.

An equally important inspectional service in urbanized areas is the enforcement of minimum housing standards for existing structures. The older

and more crowded neighborhoods become, the more important slum prevention methods become. The City of Jacksonville has needed a Minimum Housing Standards Code for many years. However, because of a variety of legal complications and strong opposition from special interest groups, it did not establish one until August, 1966. Enforcement of the new code, on a city-wide scale, will take up to seven years under current plans. Enforcement is being effected by the Jacksonville Building Department which was recently strengthened by the amalgamation of the previously separate Housing Department. It is apparent that a large amount of Jacksonville developed property has deteriorated into slum or near slum conditions. The 1960 census shows that 59% of the property around "Downtown Jacksonville" is "substandard." This deterioration in property value might have been prevented had we inaugurated a Minimum Housing Standards Code earlier. However, the lesson learned from this can be put to use in the County where most construction is post World War II and still, generally, in a savable condition. The Study Commission strongly recommends adoption of both a countywide building code and a countywide minimum housing standards code.

Jacksonville has not been eligible to participate in federal urban renewal programs due to a lack of legal authority in the City Charter. It would require an act of the Florida Legislature amending the City Charter for Jacksonville to be able to take advantage of matching fund programs offered by the federal government for slum clearance and urban renewal. These programs provide up to two-thirds of total cost from the federal government. However, even if Jacksonville were legally eligible to participate, the City would have to demonstrate that its Minimum Housing Standards Code was fully in effect and that the City had a comprehensive Community Development Plan.

Although the County does not have a building code, it does have electrical and plumbing inspection departments. The City of Jacksonville has, for many years, maintained separate electrical and plumbing inspection departments, in addition to its Building Department, which enforces the building code, zoning, and a minimum housing standards bill. Under a recent reorganization the Electric and Plumbing Inspection Departments have been made a part of the Building Department. The three beach communities all have building codes and provide inspectional services on a limited scale.

With a few exceptions the building, plumbing and electrical codes of all the municipalities are similar; from time to time a particular governmental entity will add some special requirement. In this respect Duval is more fortunate than many other metropolitan areas. Throughout the country metropolitan

areas have often found themselves with a multitude of completely different codes in their various governmental entities. Obviously, lack of uniformity in construction codes in a single economic area results in confusion, wasted effort, and increased construction costs.

In Duval County inspectional services vary in their effectiveness, depending primarily on the budget available for hiring inspectors. The small Beach communities have a limited workload and thus must combine inspectional services in a single individual. They do not have the resources for specialization in inspectional services: however, they are still apt to have some very complex construction at times. As pointed out above, inspectional services in the unincorporated areas of the County are limited to electrical and plumbing work. These two departments support themselves almost wholly from fees. Both departments feel they are short on personnel. It should be noted that a large percentage of new construction is taking place in the unincorporated areas of the County, where availability of land and lower costs, plus lower ad valorem taxes and less stringent zoning regulations encourage development.

Jacksonville construction-inspection departments are by far the largest in size and have a long history. Unlike the County inspectional departments, the Jacksonville Departments have relatively low fee structures and are supported primarily from tax sources. (See appendix for budgets and receipts.)

Although inspectional services are not duplicated (each inspectional agency operates in a defined geographic area), licensing boards are. Both County and City have separate licensing boards. Frequently, an individual who is able to pass the exam of one board cannot pass the exam of the other board. From a practical standpoint, this duplication of effort is unwarranted in terms of service to the community and the hardship it works on individual craftsmen.

Construction inspectional services and craftsmen licensing boards are areas of endeavor where unification on a countywide basis should clearly lead to better service to the public in a more economical and efficient manner. The Study Commission recommends that a single countywide Department of Building be created. The unified Department of Building will be responsible for issuance of all building permits, inspection and approval of construction plans, and inspection and approval of construction work upon its completion (structural, plumbing, electrical, mechanical). The Department, by the use of licensing boards, will be responsible for examining and licensing of skilled craftsmen in the construction field wherever such licensing is required. The Department will be responsible for maintaining an archive of building plans (including structural, mechanical, plumbing and electrical drawings). The De-

partment will have a division of Minimum Housing Standards Enforcement and a Zoning Enforcement Division.

It is recommended that a fee structure be designed to make the Department self-sustaining, except that portion of the budget attributable to enforcement of Minimum Housing Standards.

It is recommended that a Board of Rules and Appeals be established with responsibility for interpreting existing code provisions, for approval of new construction methods and materials, and for recommendation of changes and updating of codes as needed. In disputes between inspectors and contractors the Board will be the final arbiter, although appeal to the Courts will of course still be possible. The Board of Rules and Appeals will also be the appeals board for Minimum Housing Standards petitions. Such a board might be composed of a mechanical engineer, a general contractor, a fire underwriter, a master electrician, a master plumber, a heating and air conditioning contractor, a structural engineer, an architect and the head of the Building Department. Nominees can be submitted by the various professional associations with the elected Mayor of the new government being the appointing authority, subject to Council confirmation. Terms should be staggered with two year appointments, no member serving more than three consecutive terms.

The Board of Appeals shall also sit as a Board of Adjustment for zoning matters. The Board shall rule on interpretation disputes of the Zoning Ordinance. The Board will hear requests for zoning variances based on hardship cases. The Board will not have the authority to grant special zoning exceptions—only the elected Council will have this authority through its ordinance-making power. The Board of Appeals' decisions in zoning ordinance interpretations and requests for hardship variances will be final, except on appeal to the Courts.

Examining Boards will also be appointed by the elected Mayor to certify electrical, plumbing and mechanical skilled craftsmen.

SUMMARY OF RECOMMENDATIONS

1. Create a countywide Building Inspection Department which will enforce all building codes

including electric, plumbing, mechanical, building and Minimum Housing Standards Code.

2. The Building Inspection Department shall be self-sustaining from fees, except that portion of the budget attributable to enforcement of the Minimum Housing Standards Code.
3. The Department shall maintain an archives of all construction plans.
4. A nine (9) member Board of Appeals shall be established to interpret building code provisions when disputes arise or opinions are requested, to approve new construction materials and techniques, to recommend updating of the codes as needed and to permit variances in cases where an applicable building code might result in unnecessary hardship on a property owner. The Board of Appeals shall also act as a Board of Adjustment in zoning matters; they shall interpret the zoning ordinance and hear variance petitions based on unnecessary hardship.

COMPARATIVE CITY AND COUNTY ELECTRIC AND PLUMBING INSPECTION DEPARTMENTS EXPENDITURES 1940-1966

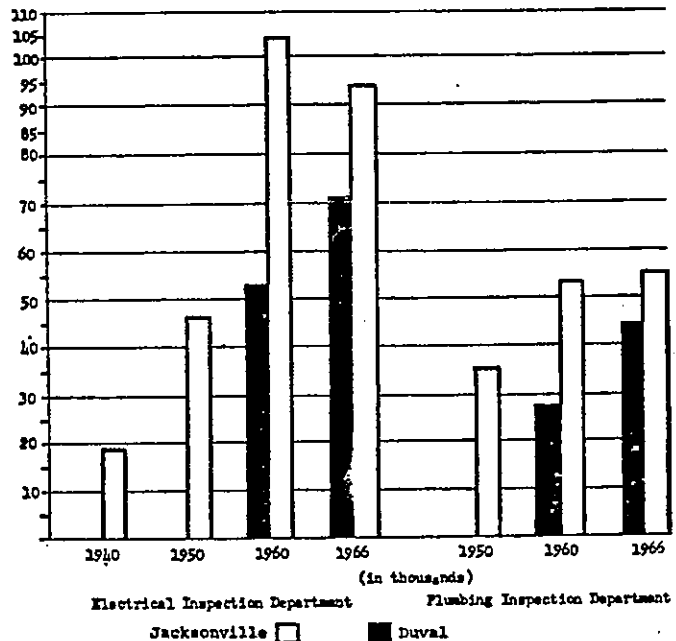


EXHIBIT
REVENUES AND EXPENDITURES
ASSOCIATED WITH BUILDING PERMITS
AND INSPECTION FEES
DUVAL COUNTY AND MUNICIPALITIES

	<u>1961</u>	<u>1962</u>	<u>1963</u>	<u>1964</u>	<u>1965</u>
ATLANTIC BEACH*					
Revenues	\$				
Building Permits					
Elec & Plumbing Inspection fees	10,787	\$ 2,949	\$ 2,086	\$ 3,058	\$ 4,362
Expenditures	2,300	2,300	2,300	2,300	2,300
BALDWIN*					
Revenues	\$	\$	\$	\$	\$
Building Permits	206	352	247	265	315
Elec & Plumbing Inspection fees				36	36
	\$ 206	\$ 352	\$ 247	\$ 301	\$ 351
Expenditures				123	126
JACKSONVILLE					
Building Permits	\$ 78,438	\$ 57,558	\$ 49,399	\$ 63,532	\$134,492
Plumbing Permits	20,944	17,663	15,793	14,785	14,022
Electric Permits	20,853	18,679	18,670	20,883	20,883
	\$120,235	\$ 93,900	\$ 83,862	\$ 99,200	\$169,397
Expenditures					
Building Dept	\$115,479	\$126,246	\$134,720	\$134,607	\$144,383
Plumbing Insp.	46,298	50,138	51,142	51,023	52,380
Electric Insp.	86,321	71,434	84,077	84,975	83,433
Office of Hs'g Dir.	32,996	28,936	31,366	29,915	35,926
	\$281,094	\$276,754	\$301,305	\$300,520	\$316,122
JACKSONVILLE BEACH					
Revenues					
Building Permits	\$ 6,382	\$ 5,338	\$ 3,633	\$ 3,415	\$ 3,117
Plumb. Insp. Fees	1,629	1,523	1,002	690	859
Elec. Insp. Fees	1,653	1,657	1,176	989	998
	\$ 9,664	\$ 8,528	\$ 5,811	\$ 5,094	\$ 4,974
Expenditures					
Bldg and Elec Inspections*	\$ 4,855	\$ 4,893	\$ 4,953	\$ 5,046	\$ 5,260
Plumb. Insp.*	1,286	1,196	1,029	559	651
	\$ 6,141	\$ 6,089	\$ 5,982	\$ 5,605	\$ 5,911
NEPTUNE BEACH*					
Revenues					
Building Permits	\$ 1,808	\$ 4,414	\$ 3,645	\$ 2,127	\$ 1,729
Elec. & Plumb. Insp. fees	1,120	1,399	2,024	879	656
	\$ 2,928	\$ 5,813	\$ 5,669	\$ 3,006	\$ 2,385
Expenditures	\$ 1,400	\$ 2,900	\$ 5,000	\$ 1,400	\$ 900
DUVAL COUNTY					
Revenues					
Building Permits	\$ 78,030	\$ 81,217	\$ 65,661	\$ 81,151	\$ 70,978
Plumb. In. Fees	56,546	60,334	46,797	47,417	43,274
Elec. Insp. Fees	71,021	71,620	60,363	65,625	72,808
	\$205,597	\$213,171	\$172,821	\$194,193	\$187,060
Expenditures					
Zoning Dept.	\$ 60,117	\$ 71,312	\$ 72,363	\$ 69,801	\$ 68,639
Plumbing Dept.	35,505	39,383	38,999	39,772	39,115
Electric Dept.	53,478	57,088	55,294	55,826	62,393
	\$149,100	\$167,783	\$166,656	\$165,399	\$170,147

*All inspection work handled by one man, impossible to prorate revenues or costs per category, without going through actual individual permits and records for five years. Cost figures represent City's estimates.

*No inspections prior to 1964, according to current City Clerk.

*Both categories handled by one man.

*This type inspection made by a different inspector.

*Their inspector handles water, sewage, garbage supervisory functions, besides making electrical and plumbing inspections. City officials were able to prorate portion of these costs arising from inspections.

Note: Zoning expenditures very nominal in all communities except Jacksonville and Duval County.

EXHIBIT
SUMMARY OF
REVENUES AND EXPENDITURES
ASSOCIATED WITH BUILDING PERMITS AND
INSPECTION FEES
DUVAL COUNTY AND MUNICIPALITIES

	<u>1961</u>	<u>1962</u>	<u>1963</u>	<u>1964</u>	<u>1965</u>
ATLANTIC BEACH					
Combined Revenues	\$ 10,787	\$ 2,949	\$ 2,086	\$ 3,058	\$ 4,362
Combined Expenses (Est'd)	2,300	2,300	2,300	2,300	2,300
	<u>\$ 8,487</u>	<u>\$ 649</u>	<u>\$ (214)</u>	<u>\$ 758</u>	<u>\$ 2,062</u>
BALDWIN					
Combined Revenues	\$ 206	\$ 352	\$ 247	\$ 301	\$ 351
Combined Expenses	—	—	—	36	36
	<u>\$ 206</u>	<u>\$ 352</u>	<u>\$ 247</u>	<u>\$ 265</u>	<u>\$ 315</u>
JACKSONVILLE					
Combined Revenues	\$120,235	\$ 93,900	\$ 83,862	\$ 99,200	\$169,397
Combined Expenses	281,094	276,754	301,305	300,520	316,122
	<u>(\$160,859)</u>	<u>(\$182,854)</u>	<u>(\$217,443)</u>	<u>(\$201,320)</u>	<u>(\$146,725)</u>
JACKSONVILLE BEACH					
Combined Revenues	\$ 9,664	\$ 8,528	\$ 5,811	\$ 5,094	\$ 4,974
Combined Expenses	8,141	6,089	5,982	5,605	5,911
	<u>\$ 3,523</u>	<u>\$ 2,439</u>	<u>(\$ 171)</u>	<u>(\$ 511)</u>	<u>(\$ 937)</u>
NEPTUNE BEACH					
Combined Revenues	\$ 2,928	\$ 5,813	\$ 5,669	\$ 3,008	\$ 2,385
Combined Expenses	1,400	2,900	5,000	1,400	900
	<u>\$ 1,528</u>	<u>\$ 2,913</u>	<u>\$ 669</u>	<u>\$ 1,606</u>	<u>\$ 1,485</u>
DUVAL COUNTY					
Combined Revenues	\$205,597	\$213,171	\$172,821	\$194,193	\$187,060
Combined Expenses	149,100	167,783	166,656	165,399	170,147
	<u>\$ 56,497</u>	<u>\$ 45,388</u>	<u>\$ 6,165</u>	<u>\$ 28,794</u>	<u>\$ 16,913</u>

Source: — City (Town) Clerk(s), City Manager of Beach Communities and Baldwin, Jacksonville and Duval County figures obtained from public records.

WEIGHTS AND MEASURES



The Study Commission finds that inspection of weighing and measuring devices is a desirable local governmental function. The protection and savings that accrue to the taxpayer from an effective weights and measures enforcement program far exceed its cost. Although the State of Florida provides some degree of weight and measure standards enforcement, the Study Commission finds it desirable to supplement this enforcement with local effort.

Nationwide experience has indicated a need for

local governmental weights and measures protection in urban areas. The Study Commission feels that extra enforcement is needed throughout the County as well as within the city limits of Jacksonville. It is therefore recommended that the services of the Jacksonville Department of Weights and Measures be extended countywide.

There is a clear need to hold down the expanding costs of governmental services. With this in mind the Study Commission investigated procedures of

local governmental weights and measures departments in other areas. Although practices varied widely from one locale to another, it was generally found that most weights and measures departments were required to make only one inspection per year per weighing device; Jacksonville's ordinance calls for two inspections annually. Further it was found that the charging of service fees for weights and measures inspection was commonplace; the Jacksonville department is financed solely from taxes and charges no fees.

Based on this research, combined with the above finding of a need for a broader area of service, the Study Commission recommends that only one inspection be required annually by law, and that a schedule of fees should be adopted by the department. The department will, within its enforcement discretion, make additional inspections as needed. The first inspection service fees should be well below commercial establishment charges; subsequent discretionary in-

spections should be offered at a higher rate to encourage the use of licensed commercial firms.

The Jacksonville Department of Weights and Measures is organized as an independent agency reporting directly to the City Council. This administrative relationship to the City Council is an unusual administrative procedure. Although departments of weights and measures elsewhere are located in a variety of organizational locations, they are invariably found to be an operating division of a larger agency.

It is recommended that the Department of Weights and Measures become an operating division of the Public Safety Department. The weights and measures inspection function should be reasonably self-sustaining from service fees with the exception of capital expenditures. Any portion of the budget not covered by service fee revenues should be financed on a countywide basis consistent with the area of service.

RECREATION AND LIBRARIES DEPARTMENT

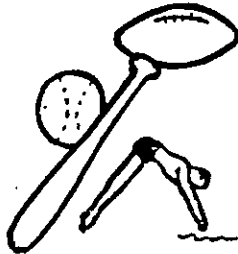
This is the smallest department in terms of operating divisions although both Recreation and Libraries are substantial operations. The Agricultural Agent is primarily an informational agency and is thus more akin to libraries than other administrative locations in the local government.

Due to the smallness of the Recreation and Libraries Department, it is recommended as an economy measure that the head of the Recreation and Parks Division also coordinate the activities of the other operating divisions of the Department, and report directly to the Mayor as one of the six major departmental heads. Two agencies that currently exist, but which are not specifically listed since the

Study Commission has recommended their eventual abolition, are Radio Station WJAX and the County Veterans Service Office. It is recommended that the radio station be sold and the Veterans Office be phased out. However, both agencies obviously will not disappear overnight, and in the intervening period they logically belong as operating divisions of the Department of Recreation and Libraries. The radio station is a recreation information activity and the Veterans office is also an informational service agency much as the County Agricultural Agent is.

Following are reports on each division's function.

RECREATION AND PARKS



Recreation simply defined is the utilization of leisure time. The ever increasing availability of leisure time has multiplied many fold the demand for recreational facilities. The provision of recreational facilities and programs is now a widely recognized function of local government. Although there is an interrelationship of private, commercial and public recreation, the protection and maximum utilization of our natural resources are peculiarly adapted to the public sphere. In addition, the responsibility of community-wide planning and programming clearly falls within the public realm.

Advantages to a community of a good public recreation program can be directly measured in the attraction of new industry and residents, the curtailment of crime and juvenile delinquency, and an increase in the physical and mental well being of the citizens.

The demand for public recreation facilities is primarily a 20th century phenomenon. With each passing decade the demand has become greater. Thus,

public expenditures, especially on the local government level, have understandably shown rapid increases. Although demands on the public tax dollar are becoming greater, there can be no doubt that, with increasing population and increasing leisure time the pressure for still additional tax dollar expenditures for recreation will continue unabated.

Future recreational needs must be planned now. Good planning requires an effective, efficient administrative structure. Effective means of cooperative planning with area, state and federal recreational bodies is essential.

Communal use of recreational facilities by residents of both city and county is common. The Coliseum, Auditorium, Gator Bowl, Wolfson Park and Zoo are all examples of city-owned facilities heavily used by county residents. The public beaches are used on a countywide basis, but the beach communities assume the responsibility for them. Boat slips and specialized parks are operated by the county and often used by city residents.

The administrative structures that maintain and operate our public recreational facilities are complex, cumbersome and poorly suited to overall coordination and planning. They often lead to inequitable financing and tax imbalance between the providers and the actual beneficiaries.

Brief Description of Existing Operations

The recreation function in the City of Jacksonville is administered by five different departments. These departments operate under the divided authority of two City Commissioners and an independent Recreation Board. The County has recently established a single Recreation-Park Department; however, its financing is complex and confusing to the public.

The basic recreation program of the City is vested in a five-member, non-salaried Recreation Board appointed for one-year terms by the City Commission, subject to City Council confirmation. This independent board is charged with the responsibility of setting policy and overseeing the operations of the City Recreation Department. The Board has a basic annual appropriation provided by law of the money raised from a tax of 1½ mills (equal to \$522,690 in 1966) plus additional funds the City Council appropriates from the General Fund of the City. The Board is not required to, and does not, utilize the City Purchasing Agent. The Board does its own purchasing but is required by law to bid any item over \$300 (lowered from \$1,500 by 1965 Legislature). It is not subject to regular City audit procedures; however, there is an independent audit each year. Funds may be carried over from one year to another, and any revenues collected by the Department are spent for recreational purposes by the Board. Employees, including the Superintendent, are under City Civil Service. (Department currently has 87 full time employees.)

Until January 1, 1966 the operation of the Gator Bowl and baseball parks (Wolfson and Durkee Field) plus the adjoining parking facilities were under the operation of the Recreation Board. The 1965 session of the Florida Legislature divested the Recreation Board of these duties and directed that they be placed under the jurisdiction of the City Commission. A new department was created and placed under the authority of the Commissioner of Health and Sanitation. (By custom, departments are divided among the five City Commissioners for administrative supervision.) These operations are still paying for bonded indebtedness, in addition to their annual operating costs. Although these facilities are revenue producing, they are not self-sustaining and thus must be supplemented from additional city revenues. This separate department now has 18 employees all subject to City Civil Service. The Gator Bowl strug-

gles financially due to a lack of major crowd-drawing attractions. In the past, most of its revenue has come from four football games and the Fair. High school contests, although numerous, are barely self-sustaining, as have been the local professional games. Revenues are based on a percentage of the gate. Concessions bring in \$15-20,000 a year based on a bid lease arrangement of a percentage of the gross with a minimum guarantee of \$15,000 per year. Wolfson Field is under an annual lease based on a percentage of the gate. The adjoining parking facilities are revenue producing but virtually on an actual cost basis.

The Coliseum and Auditorium are operated by another separate department under a manager responsible to the City Commission, who also reports to the Commissioner of Health & Sanitation. These operations are again revenue producing, but including the cost of debt retirement, interest, operating costs, insurance and pension fund matching requirements, are not self-sustaining. In 1965 the City spent \$818,315 in total expenditures on the Auditorium and Coliseum Fund. Only \$496,661 was offset by revenues raised by the facilities themselves. Concessions in the Coliseum and Auditorium are operated by the City itself and netted \$57,827 in 1965.

The City Zoo is still another wholly separate operation. Until 1955 the Zoo was administered under the Park Department. At that time a new department was established. The Zoo director now reports to the Commissioner of Finance. The City Zoo is a rapidly expanding operation. Ten years ago expenditures for the Zoo were just over \$90,000. In 1965 this sum had increased 258% to an expenditure of \$326,961. The Zoo operates its own food concessions and leases the ride concession on a 30% of the tickets sold basis. The Zoo realizes approximately \$40,000 a year "profit" from these concessions which goes into a special fund set aside for capital improvements and purchase of additional animals. The Zoo is physically located outside the city limits. The Department employs 37 full time employees and depends on prison labor from the City Prison Farm for a substantial portion of its cleanup work.

The City Park Department, which has a separate department head, is also under the Commissioner of Finance. This department employs 122 regular employees and in 1965 spent \$787,764. The Park Department has no revenue producing activities except an occasional sale of a handful of plants from the City Nursery. The Park Department maintains approximately 400 acres of park land within the City. This Department has in the past been called upon to do some large initial landscaping jobs for new buildings. It did the landscaping for the City Hall, the Dallas Thomas Park, and the Auditorium. The Department received an additional appropriation for

material costs above its regular operations budget for these "new construction" jobs.

The first formal recognition of need for recreation facilities outside the city limits was in 1951. Since that time County Recreation operations have grown substantially. The 1963 session of the Florida Legislature passed a Special Tax District Bill to apply only to unincorporated areas of Duval County and set forth a list of functions that were to be paid for from this source of revenue: "parks, playgrounds and recreational centers" were called for. This year's budget calls for an appropriation of \$269,107, a figure which does not include a substantial amount of work performed for the County Recreation Department by the County Road Department and financed out of the "Road and Bridge Fund." No record is kept of the dollar value of this work. However, the Superintendent of the Recreation Department estimates the total expenditure for the Department as approaching a half million a year.

Until 1965 the County Recreation Department was divided into four divisions, each reporting separately to the County Commission. In 1965 a Superintendent was named and a single department created. Park and recreational functions are in the same department under separate operating divisions. The County has 140 recreational areas including boat landings, playgrounds, parks and community centers. A major portion of its program centers around recreational facilities on school sites which the Department leases from the School Board for \$1.00 a year. There are some 43 of these recreational units. (The City Recreation Department does this on a much smaller scale, utilizing only four school ground recreational centers.) The County program depends heavily on volunteer workers and their full time employment is only 48 employees for all County park and recreation functions. The City for a smaller area and population has 87 employees in the Recreation Department and 122 in the Park Department. (The City however has a higher population density and low income neighborhoods which call for increased professional help.)

The three beach communities all have recreation programs in different degrees of development. Neptune Beach has one multi-purpose park but hires no specific park or recreation personnel except for a summer beach patrol.

Atlantic Beach has several recreational sites but, again, hires no specific personnel except for summer life guards.

Jacksonville Beach has a substantial recreational operation and spends in excess of a quarter million dollars a year for park and recreational purposes. Jacksonville Beach employs 31 full time park and recreational personnel with additional part-time help (such as 18 Beach Patrol employees for three to

seven months a year). Jacksonville Beach employs a City Manager and department heads all report to the Manager. Recreation and Parks are separate departments, and the Beach Patrol is administratively included in the Department of Public Safety. Jacksonville Beach currently has the only publicly-owned and operated golf course in the County. This facility is self-sustaining and returns a small "profit" to the City.

Baldwin has no formal recreational program.

Problem Areas

Our community clearly needs park and recreational planning on both short and long range levels. Although some liaison between the various city and county departments does exist, it is on an informal basis. There is no effective overall planning for land acquisition, management and development and co-ordination of programs for park and recreational purposes. Effective planning requires area-wide programming and long term objectives.

This inability to provide adequate planning has resulted in rapidly increasing costs and a failure to obtain maximum utilization of resources. Burgeoning population and rising land costs make it imperative that we carefully plan for our future needs. Many areas have realized too late that they have not provided room for parks or planned recreational programs now badly needed in densely populated urban areas. Those communities that have planned and made provision have never regretted their decision. Advance planning can result in the saving of millions of dollars in future expenditures.

Proper planning should be directed to the solution of the following specific problems:

1. Lack of coordination in school site planning with Recreation Departments must be remedied. Nationwide, school sites are being utilized for neighborhood recreational purposes to keep the children off the streets in a healthy atmosphere. Use of school sites saves the need of expensive land costs and provides for maximum utilization of schoolground facilities (used during school hours for physical education). In the past, due to a sharply curtailed school budget, the County Commission has attempted to provide basic physical education facilities on school sites (track, basketball courts, etc.) It is the belief of the Study Commission that in the future these facilities should be financed as a regular part of the new school construction cost out of the applicable school funds. This step will relieve the strain placed on the already inadequate County Road Department operating budget. Close co-ordination at the earliest planning stages should be established between the School Board and the

affected Recreation Department on new school site planning. The Jacksonville-Duval Area Planning Board should have an important role in this planning and coordination. Provision for operation of school ground facilities after school hours should be an integral part of the Community's neighborhood recreational program.

2. Our public beach has been taken too much for granted.

The beach is without question our greatest natural recreational resource. Until two years ago our 2.8 miles of county beaches (that portion not inside municipalities) were virtually ignored by our County Government. Limited parking ramps have now been installed. However, recent outbreaks of hooliganism along the county-controlled stretch of beach cast doubts on its use as a family center under present conditions. The rest of the beach area is within the confines of the incorporated beach communities. For a number of years these communities have served as a countywide summer playground. This has proved to be a heavy burden, especially for Jacksonville Beach, since the influx of people meant added men for law enforcement, for cleanup and for traffic control. These services meant extra expenditures. This cost, plus that connected with severe beach erosion in recent years, has almost proved to be more than the citizens of that area can manage. The Study Commission believes the entire county should assume responsibility for the protection and safeguarding of the beach recreational facilities. Long-range plans must insure that there will be large areas of open beach in the years to come. Plans should be made for beach-side parks.

Needs that call for community-wide recognition and careful future planning are: lack of any recreational program for senior citizens; lack of public golf courses; lack of outdoor camping sites; lack of any large multi-purpose recreational sites involving 100 or more acres; lack of appropriate facilities for high school football games, etc.

Structural Recommendations

The Study Commission believes that to obtain the maximum return from recreational expenditures there must be an administrative structure that pinpoints over-all responsibility and provides a vehicle for unified planning and coordination. To achieve this end, the Study Commission recommends a single Department of Recreation and Parks be created to serve the entire metropolitan area. The Department should have five operating divisions:

1. A Division of Parks charged with all maintenance functions of the unified depart-

ment. It would operate a plant nursery and provide groundskeepers for "active" recreational sites as well as exclusively "park" areas. Under the current arrangement in the City of Jacksonville, the Recreation Department has an entirely separate grounds maintenance crew for those portions of parks designated as playgrounds. The Study Commission believes ground maintenance functions are sufficiently similar that more effective administrative control, planning and economy should result from all maintenance functions being vested in a single administrative unit. Still another example is turf maintenance in the Gator Bowl and Baseball Parks, which is also under a totally separate staff. Despite the fact these facilities operate on a seasonal basis, the staff is carried year-round. Unification of all maintenance personnel should result in more efficient personnel utilization. It should also result in the availability of a wider range of personnel skills for all departments combined than they could provide under separate operating budgets and the encumbent financial restrictions.

2. A Division of Zoo Operations. The Zoo Division would operate the Zoological Gardens. Groundskeeping functions of the Zoo would be handled by the Park Division. Animal care and actual zoo operations would be the responsibility of the Zoo Division.

The Study Commission recommends that consideration be given to the Zoo being made self-supporting. It is unusual for a city the size of Jacksonville to have a public zoo. The Study Commission believes the Zoo to be an important asset to the community. However, with constantly rising demands on the public tax dollar, the Study Commission believes those services which are not an absolute necessity should be partially or completely self-sustaining. Admission fees for zoos are quite common nationwide. Current estimates of visitors to the Jacksonville Zoo place the figure at over a million people per year. Thus, a small admission fee would cover the cost of the Zoo operating budget. Free days and special group rates can be provided for economically underprivileged, schools, etc. The Study Commission believes a self-sustaining operation would actually strengthen the zoo operations by insuring orderly planning for future growth and capital improvements.

3. A Division of Spectator Revenue-Producing Facilities.

This division would include the Gator Bowl, Baseball Parks, Coliseum and Auditorium and parking facilities. The principal purpose of this new Division would be to promote public recrea-

tional events in Jacksonville. All of these operations are closely tied to the tourist and convention business of the City. There is a similarity in administration of the facilities. The four facilities stand out as examples of countywide use and benefit. These facilities are currently heavily subsidized from the General Fund of Jacksonville. Although revenue producing, they are not self-sustaining. The Study Commission feels a much clearer statement of policy on revenue must be formulated. A thriving metropolitan area needs such facilities, and partial tax subsidization is justified in terms of hidden revenues and advantages brought into the community through tourist and convention business. However, there should be a clearly stated policy, and the exact costs should be readily available to the general public. Clearly, any subsidization from tax revenue should be spread consistent with the benefit received. The cost of these facilities should be spread countywide.

4. **A Division of Recreation.** This Division will be responsible for all "Active" recreation programming. It would include all playground activity and active recreational programs such as skating in the Coliseum, etc.

5. **A Division of Administration.** This Division will be responsible for internal operation of the unified Department: office staff, personnel coordination, budget preparation and control and most important of all, unified program planning will be its principal concern. The five Division Heads and the Department Head will comprise the policy-making staff and they should meet regularly, as a group, to discuss their needs, plans and problems.

The success of the unified Recreation-Park Department depends heavily on its administrative personnel. The Study Commission believes the head of the Department should be a highly qualified individual with professional training. Due to the policy-making nature of the position, it should not be under Civil Service. A substantial salary commensurate with the qualifications and demands of the position is necessary. Minimum professional job requirements should be strengthened at all levels in the new department.

The history of the recreation movement growth shows a prominent role played by spirited citizens' boards. The Study Commission believes an Advisory Board of interested citizens would be beneficial to the Department. The Board should number no more than nine. Members should serve without pay for staggered two-year terms with no member to serve more than three consecutive terms. Such a Board would be advisory only. The Study Commission does

not believe that the present appointed independent city board and earmarked millage are a desirable arrangement. Independent boards dilute the pinpointing of responsibility and tend to ignore the interrelationships of governmental services. The Department Head should report directly to an elected official or body charged with the responsibility of coordinating all governmental programs. The centralizing of budgeting, accounting, auditing, purchasing, personnel, etc. is necessary if maximum economy and a high degree of professionalism are to be achieved. Independent policy-making boards defeat this purpose.

The Study Commission believes all revenues received by the new Recreation-Park Department should be returned to the General Fund and the Department financed from the General Fund on the basis of need and availability of resources for all governmental services.

SUMMARY

Local metropolitan expenditures for park and recreational activities exceed the three and three-quarter million dollar level annually. Less than a million is directly returned from recreation revenues. Expenditures for recreation functions have more than doubled in the last ten years alone. Despite this rapid growth the pressures for more service continue unabated.

The need for an efficient and economical administration as can be devised is evident. The need for careful short and long-range planning is mandatory. Close coordination with the Area Planning Board will help, but only if we have a streamlined administrative structure to carry out the plans effectively once they have been made.

The Study Commission believes a unified, countywide Department of Recreation and Parks will meet this need.

EXHIBIT RECREATION AND PARK REVENUES (TEN YEAR COMPARISON)

Jacksonville	1955	1965
Recreation Revenue Fund (basic fees)	\$ 17,822	\$ 14,408
Recreation Project Fund	48,930	113,431
Stadium Revenue Fund (Gator Bowl)	66,067	91,893
Zoo Concessions "profit"		40,912
Coliseum-Auditorium		496,661
Jacksonville Golf Courses	67,103	
Park Department Sales	5,045	136
Dallas Thomas Park		7,982
Jacksonville Beach		
Cemetery Lot Sales	\$ 2,380	\$ 24,572
Recreation Department Service Charges	2,088	3,473
Golf Course Revenue		140,031
Neptune Beach		
Atlantic Beach		
Baldwin		
TOTAL	\$ 209,435	\$ 933,499

EXHIBIT

RECREATION AND PARK EXPENDITURES (TEN YEAR COMPARISON)

JACKSONVILLE	1955	1965
Swimming Pool Construction	\$ 171,266	\$
Municipal Parks		
(Includes Zoo in 1955)	346,145	787,764
Cultural Recreation	7,150	12,000
Golf Courses	139,719	
Recreational Facilities Land	42,658	
Coliseum & Auditorium		603,205
USO Contribution		10,000
Zoo and amusements		326,961
Organized Recreation	377,840	1,013,678
Stadium Operation	31,213	47,837
Stadium Debt Service	42,647	47,881
Baseball Park Debt Service	34,450	27,540
Coliseum & Auditorium Debt Service		215,115
Subtotal	\$1,193,088	\$3,091,981

DUVAL COUNTY		
Red Cross Life Saving Corps. Contr'b	\$ 3,000	\$ 4,000
Duval County Recreation Dept.	146,655*	254,000*
Jacksonville Art Museum	11,732	13,000
Jacksonville Children's Museum	5,000	10,000
USO at Jacksonville Beach		15,000
Subtotal	\$ 166,387	\$ 296,000

JACKSONVILLE BEACH		
Director Parks & Recreation	\$	\$ 11,372
Recreation Division	59,245	63,710
Parks Division		49,337
Beach Patrol	15,350	20,162

Cemetery	2,449	12,433
Golf Course		102,214
Street Cleaning, Parks & Beautification	74,760**	
Subtotal	\$ 77,044	\$ 259,228

NEPTUNE BEACH		
Beach Patrol	\$ 1,763	\$ 6,678
Red Cross Life Saving Corps	500	1,000
Parks	834	2,823
Subtotal	\$ 3,097	\$ 10,501

BALDWIN ATLANTIC BEACH		
Parks & Recreation	\$	\$ 9,583
Streets, Parks & Drainage	9,155**	
Beach Patrol & Roping of Beach	1,300	2,345
Red Cross Life Saving Corps, Contrib.	100	100
Subtotal	\$ 1,400	\$ 12,028

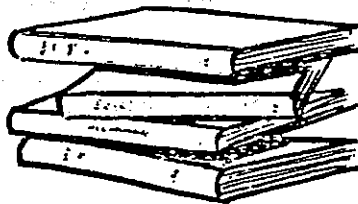
TOTAL	\$1,441,016***	\$3,669,733***
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*—Direct budgeted expenditure only—does not include work performed for department by County Road Department.

**—City Clerk could not break out park expenditures—NOT included in totals.

***—Note this figure does not include matching pension fund contributions, Workmen's Compensation, insurance and city legal services, etc. etc. In 1965 this figure would exceed an additional \$150,000.

LIBRARIES



HISTORY

The degree of support provided for public library service is often sighted as a barometer of a community's cultural dedication. Interestingly, Jacksonville provided the first tax-supported public library in Florida. After the great fire in 1901 Andrew Carnegie donated the money for a library building, with the provision that the City provide public support once the building was completed. A public referendum on acceptance of the gift and a proposed tax levy was passed 640 votes in favor to 625 against.

Sixty years later the same Carnegie building was still the main library. But in 1962 an overdue referendum on building a new main library was held and passed by a vote of better than a two to one margin

(6,650 to 2,982). Over the years seven branches and a bookmobile have been added and the book collection has grown from just over 8,000 in 1905 to about 500,000 today.

SERVICE CHARGES

Until 1965 adult county residents, outside the Jacksonville city limits, could use the library system for a \$2 annual card fee with children free. City residents paid no fee. But, because the library system is almost entirely supported from municipal ad valorem taxes, in 1965 the City imposed an annual fee on all non-Jacksonville residents (\$15 family, \$10 adult, \$5 children).

Prior to the fee schedule County residents outside the city limits accounted for 25% of total book circulation, 40% of reference questions and 40% of juvenile cardholders. Adult cardholders were only 15% of the total, but it should be noted that even prior to the new fee schedule there was a \$2 charge for adults. The effect of the fee schedule was that non-city resident cardholders dropped from over 18,000 to less than 1,000. Negotiations for County financial support and removal of the fees were immediately started. Tentative arrangements were made for the County to contribute 15% of the library budget the first year, 20% the second year, 30% the third year. However, in the meantime the County school crisis peaked and the schools received priority on available County funds.

Because of the "school crisis" and the tentative budget support commitment from the County Commission, the City rescinded its fee schedule for school children as a showing of good will. This has brought non-city resident cardholders back up to over 10,000. However, less than 1,000 of these are fee subscribers, the rest being school-age children using the services.

Jacksonville Beach has a small, tax-supported public library which houses about 11,000 books. The remaining municipalities make no provision for library service.

RECOMMENDATIONS

It is apparent that library service is a facility best provided on an area-wide basis. Recognition of this is written into federal and state library aid programs as a prerequisite for eligibility. The cost of books is constantly rising; furthermore, the difficulty of obtaining many library materials makes it almost imperative that library services be financed and utilized by a large population. Through the use of branch libraries and bookmobiles good library service can be extended far beyond the capabilities of any segmented portion of the county population acting on its own.

The Study Commission strongly recommends that library service be financed and provided for on a countywide basis. The Commission does not believe that the proposed contractual arrangement between Jacksonville and Duval County is a wholly satisfactory means of achieving this end. For one thing, the proposed contractual arrangement, eventually culminating in the County contributing 30% of the library budget, makes no provision for extension of service into the County by the building of additional branches and use of bookmobiles. Further, although the County contribution would be a significant amount in dollars (in excess of \$140,000 annually), the library system still would not meet the definition of a countywide system, which is a prerequisite to be eligible for federal and state assistance funds. The

exact dollar amount we might be eligible to receive from these sources would depend on the specific program. However, state aid funds, federal improvement funds and building assistance funds could add up to as much as \$100,000 a year for the library system. All aid funds have their origin in tax sources, some part of which undoubtedly emanate locally. Once program eligibility is established the only strings attached are procedural rules designed to assure quality library service for as many people as possible.

It is important to note that currently the library is substantially financed by an earmarked 1½ mills collected from Jacksonville ad valorem taxes. Revaluation will probably result in reduction of this millage requirement. The Study Commission is generally opposed to earmarking of millage, but it believes that once the basis of property valuation is equalized countywide, the level of support should be the same for residents of Jacksonville and the rest of the county. Of course, such a supposition presupposes comparable library service to all areas. The Study Commission notes that the provision of library facilities as a governmental service argues well for a consolidated form of local government.

The need for a strong public library system is so closely tied to the educational, cultural and recreational life of the community that the Study Commission feels it needs no selling elaboration. At the same time the Study Commission maintains a keen awareness of the competitive demands on the tax dollar. In the year 1963-64 the average per capita expenditure for library service for cities between the size of 200,000 and 300,000 was \$2.04. The budgeted per capita expenditure in 1966 for Jacksonville is in excess of \$3.30. Additional costs of operation of the new central library raised per capita costs about \$1.00. However, with the building of the Haydon Burns Library the system now has a sound nucleus upon which to build a high quality countywide system. A countywide system will equitably disperse the financial cost of the service, effectively reducing per capita costs, and at the same time make available increased resources to add to the overall quality of our public library system.

Under the proposed plan of consolidated countywide government, based on a Mayor-Council structure, the foundation is laid on the predicate that the electorate must be able to pinpoint responsibility. Independent boards defeat this purpose. They fractionalize and disintegrate lines of authority and often provide stumbling blocks to maximum total governmental coordination and cooperation. It is therefore recommended that the Libraries Board of Trustees, which is now an independent policy-making body, be changed to an advisory body with the libraries placed as an operating department under the main government, the elected Mayor having ultimate responsi-

bility. Over the years well-qualified, interested citizens have served on the Library Board of Trustees; they should continue to serve a vital function as an advisory board.

SUMMARY OF RECOMMENDATIONS

1. Provide public library service countywide.
2. Spread financial support countywide.

3. Qualify and take advantage of federal and state library aid funds.
4. Change Board of Trustees to an advisory body, placing the libraries as an operating department of the new government.
5. Discontinue earmarked millage.

EXHIBIT — Comparative Data Library Service Levels In Florida*

	State	DADE	Miami	DUVAL	Jack- sonville	Jack'y Beach	Hills- borough	Tampa	Orange	Orlando	Pinellas	St. Petersburg
Pop. 1960	4,951,560	835,047	291,688	455,411	201,030	12,049	379,788	374,970	263,540	88,135	374,665	181,298
No. of Vols. Total	4,193,767	784,032	429,269	482,967	459,782	10,592	264,365	237,782	250,329	301,946	347,227	199,500
Added Cur- rent year	496,343	772,122	32,800	45,632	36,628	7,920	26,316		34,626	23,685	30,315	17,077
Circulation	15,015,875	2,394,040	1,284,619	662,995	583,665	47,737	1,274,798	1,132,510	1,157,729	919,167	1,579,873	1,058,160
Hrs. Open Wk.			68		69	48		77		78		68½
Operating Ex.												
Salaries	\$4,012,972	\$1,287,809	\$ 874,983	\$420,290	\$411,242*	9,048	\$ 257,951	\$ 233,963	\$ 289,278	\$251,275	\$ 100,039	\$ 225,248
Books	1,477,293	316,196	137,000	66,580	75,000*	10,600	123,553	111,076	135,584	124,350	87,603	72,152
Other	1,580,154	477,461	351,218	68,499	66,150*	235	112,582	105,283	123,156	115,249	96,406	75,179
Public Funds												
Local	\$6,876,824	\$2,040,822	\$1,322,879	\$573,297	\$552,392	19,883	\$ 483,535	\$ 435,166	\$ 467,785	\$414,320	\$ 519,696	\$ 398,579
State	85,509						8,770	8,770	8,770	8,770		
Federal	459,408	4,800	4,800	1,200	1,200		14,605	14,605	71,311	71,311	1,321	1,321
Total	\$7,421,741	\$2,044,822	\$1,327,679	\$574,479	\$553,592	19,883	506,910	485,541	547,866	494,401	521,017	399,900
Per Capita	\$1.50	\$2.19	\$4.55	\$1.26	\$2.75*	\$1.65	\$1.33	\$1.67	\$2.07	\$1.88	\$1.39	\$2.20

*(Budgeted for 1966)
\$483,060
75,000
118,353
\$3.31

*—Florida Library Directory
and Public Library Statistics—1964-1965.

AGRICULTURAL AGENT



The Agricultural Agent and his services grew up as a result of the need to extend agricultural services of land grant colleges to the rural areas of the state.

RURAL TO URBAN

An interesting phenomenon is that although the County Agricultural Department was established for the purpose of providing services to rural areas, its work load has now shifted so that two thirds of its services go to urban residents. This shift in itself is not particularly bad; however, the Commission believes that with the tightening pressures on the tax

dollar, budgets such as that for the Agricultural Department, where the original basis of need has diminished, should be limited to minimum expenditure. In 1966 the County budgeted \$91,260 for operation of the Agricultural Department. In addition to this amount the agency receives \$32,690 in salary supplements from the state and federal governments.

SALARIES

The Commission observes that the agency is apparently well run. No specific recommendations are made in regard to its overall operation. It might be

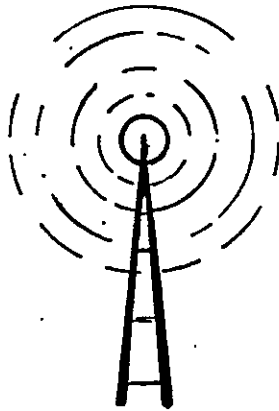
noted that county salary supplements have been a little low compared to those paid by other counties in the state which has resulted in the Duval agency being subject to personnel raiding by competitive counties. Salaries should be kept competitive.

SCHOOL SYSTEM RELATIONSHIP

We also believe that it might be helpful for the

Agricultural Department to have a more formalized role in the public school system's agricultural-vocational program. The Department helps as requested, in the vocational program, but has no prescribed responsibility. The Agriculture Department under the auspices of the County Agent is primarily an informational agency and thus is well suited to play a major role in the school system's agricultural vocational training program.

RADIO STATION WJAX



The Study Commission gave very careful consideration to the propriety of WJAX as a governmental function. The Commission reached the inescapable conclusion that the station does compete with free enterprise. In this respect the station is afforded a competitive advantage by its tax-free status and the supporting governmental services it receives which are not directly budgeted. In this category are accounting services by the City Auditor, pension fund matching requirements and occasional legal services.

HISTORY

The station has a long tradition of being one of the first municipally owned stations in the country, its establishment dating back to 1926. In the 20's and 30's public ownership of radio stations was common. In recent years such ownership of radio stations has become an unusual function of local government, and many of the cities which originally owned radio stations have since disposed of them. During its history the radio station has always returned a profit to the City, and with the exception of three years in the mid 50's the bulk of this profit has been transferred to the General Fund for other governmental purposes. In the mid 50's when television was coming into its own, many radio stations suffered financially; WJAX was one of these. Because of the low profit margin during the 50's serious discussion ensued over whether or not the station should be sold

to private enterprise. Authorization to do so was obtained from the 1957 session of the Florida Legislature and is still included in the City Charter. However, shortly after the authorization for sale of the station was obtained, revenue began to increase again and since that time has slowly crept upward. The station made a net profit in 1965 of \$102,284 of which \$62,898 was transferred to the General Fund of Jacksonville.

The Study Commission recognizes that the station is a leader in adult entertainment in the community. The station carries a relatively high proportion of public affairs programs (e.g. non-revenue raising—in the public interest) in comparison to purely commercial stations. Despite these plusses and despite the lack of severe criticism of the city's method of operating the station, the Study Commission recommends that Jacksonville sell the station by public bidding. To assure a fair return, we recommend a professional appraisal be obtained and bids rejected unless they approximate a fair value; a bid base minimum might be considered.

RECOMMENDATIONS

The Study Commission feels that because of the pressures on government for purely governmental services, local government should avoid fields of endeavor which encroach on free enterprise without

clearly showing a marked return to the public. Although WJAX returns a "profit" to the City it is a minor revenue source in terms of the total budget. In addition, the operation of the station provides very little, if any, service to the City which could not be obtained from a private owner at low cost, i.e., public announcements on city job opportunities, and other public programs are often carried free as a public service by private stations. The operation of business appendages by governmental entities not only results in severe criticism from competing private enterprise; it also adds to the complexity of the local government. The electorate has very little outlet for expressing its wishes in regard to operation of the radio station. Although abuses have not occurred, the electorate would have little check if they did.

Although the proceeds of the station returned to the General Fund each year is an asset to the city budget, not all of this amount is profit, as such indirect expenses as matching pension funds and Workmen's Compensation, are paid from the General Fund and not charged directly to the radio station's operating revenue.

The Study Commission recommends that, while the station is retained all costs, direct and indirect, be charged to the operating revenue of the station. These costs include a pro-ration for accounting services performed by municipal departments, occasional legal services performed by the City Attorney's office and matching pension fund requirements.

To assure a completely accurate financial picture and efficient administrative operation, the Study Commission recommends a mandatory, independent, annual "opinion audit" to be made of the station's operations while it remains in City ownership.

APPENDIX ONE

Charter Laws—City of Jacksonville
Sec. 2.38 Sale of WJAX-AM and WJAX-FM authorized

The City of Jacksonville is hereby granted specific authority to sell, as a unit, the radio broadcasting station facilities of said city, known as WJAX-AM and WJAX-FM, comprising all tangible personal property constituting the physical equipment thereof, all intangible personal property and good will thereof, and all licenses and permits authorizing said city to operate the same, subject to all laws, rules and regulations of the federal government applicable to any such sale, and may in connection with any such sale and in its discretion lease for a term of years the studio building, or any part thereof, and the real estate upon which the physical equipment and facilities of said station are situated, to any purchaser of said station, at and for such price and upon such terms and conditions as may be prescribed by ordinance concurred in by the City Commission of said city. Provided, nothing herein shall be construed to authorize a severance (severance) of said assets or a separate sale of any part thereof. (Acts 1957, ch. 57-1429, §1)

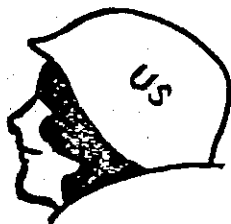
APPENDIX TWO

Condensed Statement on Radio WJAX*
(Cents rounded to nearest dollar)

Year Ended 12-31	Book Value	Revenue	Expense	Net Revenue	Transfer To General Fund
1956		\$135,204	\$117,546	\$ 17,658	—
1957	\$251,033	172,442	131,514	40,928	\$15,000
1958	221,305	162,454	102,624	59,830	40,000
1959	222,274	142,495	107,876	34,629	49,401
1960	222,274	176,237	122,251	53,986	17,659
1961	222,274	204,711	131,662	73,049	81,000
1962	222,274	219,646	142,355	77,291	46,450
1963	235,124	236,666	147,278	89,388	69,450
1964	234,154	270,894	159,540	111,355	71,728
1965	240,891	278,768	176,484	102,284	62,898

* 1965 City of Jacksonville Annual Financial Report.

VETERANS SERVICE



HISTORY

County Veterans Service Officers were first established in Florida in 1945. The Duval County office was established in June of 1946. The function of the office is to assist veterans and their dependents under national veterans rights legislation. Because the

different provisions of the law are frequently complex, veterans and their families often require assistance in determining eligibility and making proper applications.

The Duval County Veterans Financing Service Office, the largest in the State of Florida, is a vigor-

ous office. Its current budget is just under \$40,000 per year, all paid from local tax sources. The budget is financed by a state legislative act requiring both Duval County and the City of Jacksonville to appropriate funds to the agency. The office has six employees.

FEDERAL FACILITIES

The Federal Veterans Administration operates a large business office in Jacksonville; included in this office is a small unit of Contact Representatives which perform essentially the same service as the County Veterans Service Office. The Federal office has a Supervisor, a Secretary and three Contact Representatives. In recent years the Veterans Administration has made a concerted effort to close its Contact Representative offices. Florida has only three such offices in Duval, Dade and Pinellas Counties (St. Petersburg is the State Office of the VA). Duval has a Contact Office primarily due to the fact there are additional VA office facilities in Duval.

RECOMMENDATIONS

The Study Commission recognizes that the serv-

ice performed by the County Veterans Service Office is a worthy one, but the continued pressures of increased demands for tax dollars must be answered at some point. Duval's good fortune in having a Federal Contact Office available that performs essentially the same service, at no direct cost to local taxpayers, suggests that the County office represents an expense that could be curtailed in the future. (It should be noted that as demand for service increases, the Federal office adds personnel; only recently a Contact Officer was added to help facilitate the new G.I. Bill passed by Congress.)

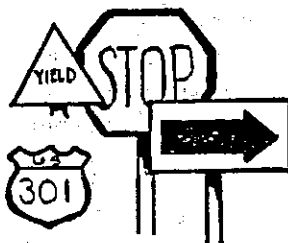
The Study Commission notes that the County Veterans Service Office budget has slowly risen from \$25,000 in 1959 to \$39,408 in 1966 and, further, that the head of the agency has expressed a desire for additional personnel increases. We discourage any increased expenditure for this agency. Instead, thought should be given to curtailment of county expenditures. Given the limited sources of local revenue we, as a community, must spend our tax dollars only on essential services. To duplicate, on a local level, a service adequately satisfied on a Federal level is a luxury that we can not readily justify at the expense of other badly needed local services.

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 \$135,000,000 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 mainte-

nance 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 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 \$135 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.

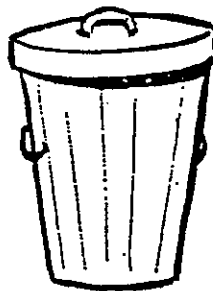
In order to tie the Expressway Authority closer to local government for closer cooperation and coordination it is recommended that two of its five-member board be appointed by the Mayor, subject to Council confirmation; the remaining three members should continue to be appointed by the Governor. [Actually 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-

quitoes 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 2-300,000. 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

Outside Jacksonville city limits* 95,000
Total in Duval County 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	\$6,000	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.)			
	\$2,958,293*	\$ 171,000			

*—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

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.

There are also over 30,000 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 300,000 people outside the city limits and only a

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 52,133 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 300,000 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.

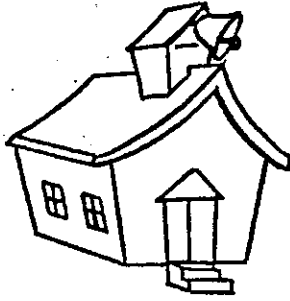
The Study Commission takes particular note of the political pressures which have prevented orderly solutions to our water pollution problems in the past. Because of the high costs of sanitary sewer systems and sewage treatment facilities, capital programs for such improvements often do not meet the test 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.

SCHOOLS



Duval County schools have been the subject of much concern and criticism during the past few years; it might therefore be assumed that the Study Commission would spend considerable time in a study of their problems. However, in view of the fact that the community has several reports of recent studies, including one by the George Peabody College for Teachers, and that a group of concerned citizens is currently studying the schools to learn to what extent the Peabody recommendations are being implemented, the Study Commission decided to limit its study to those areas of concern which could be implemented only by legislation or by changes in administrative structure.

INTRODUCTION

Authorities seem to be agreed that policy for public schools should be determined by a school board composed of lay citizens. This board should represent as nearly as possible the people of the community and be responsible to them. It should interpret the needs and desires of the community in planning a school program and it should have power and authority sufficient to carry out its responsibilities. The administration of policies decided by the board should be carried out by a superintendent and his staff. Therefore, the board must possess authority to appoint the superintendent and to approve the appointment of professional personnel.

A recent study indicates that about 86% of school boards in the country are elected. The majority of these are elected on a nonpartisan basis and are non-salaried, with members reimbursed for expenses. (Only in the South are school board elections partisan and a part of regular elections.) A school board's sole purpose is to decide what policies will best serve the educational needs of their community. There can be no legitimate connection between this purpose and partisan politics.

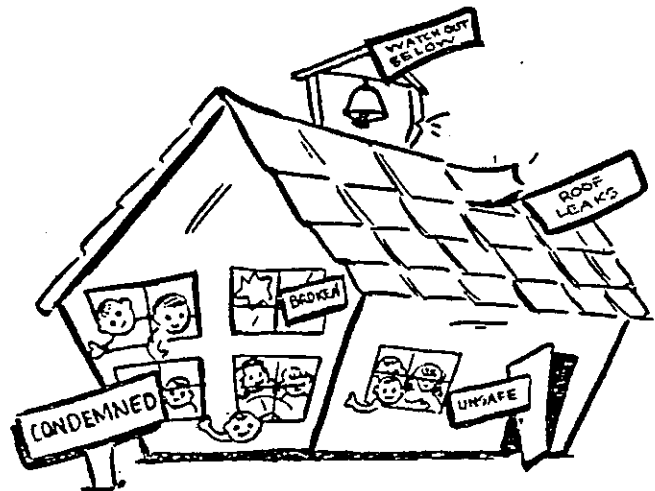
Although school boards are responsible only for the operation of the public schools, they do not operate in a vacuum. Schools are a part of and are a re-

sponsibility of the total community and government. For the sake of efficiency and effectiveness, there must be complete coordination between school officials and the general government in planning the location of schools, roads and playgrounds, in budgeting of tax revenue, in establishing social, welfare, recreational, health programs and in providing library services. Schools are also involved in numerous community problems, such as race relations, mental health and unemployment. Therefore, thought must be given to providing effective communication between officials of the general government and the schools, and to coordinating overlapping programs.

CONDITIONS EXISTING IN DUVAL COUNTY

Duval County has a countywide school system. This is an advantage, at least in theory, because schools throughout the entire county should be uniform in quality. Having school district boundaries correspond to county boundaries simplifies cooperation between county officials and school officials.

The School Board consists of seven members, five elected from districts on a county-wide basis and two elected at-large. Board members are elected on a partisan basis at regular party and general elections.



They are paid a salary of \$3,000 a year, with the Chairman receiving \$3,600.

The Board has the authority to approve the school budget, subject to review and final approval by the County Budget Commission, and to levy up to ten mills of taxes. The electorate may vote up to ten additional mills for schools for a combined maximum of twenty mills.

At present the Superintendent of Public Instruction is elected. However, as of January 1969, he will be appointed by the School Board.

Meaningful cooperation between school officials and other local government officials has sometimes been inadequate in the past. School site selection has been a particularly vulnerable problem area in this respect.

RECOMMENDATIONS

1. Continue Elected Board. The Study Commission recommends that the Duval County Board of Public Instruction continue to be elected; in order for all segments of the population to be properly represented, the Board should be elected from districts. It is recommended that all seven Board members run in and be elected in District elections.

2. Board Election Should be Made Non-Partisan
We further recommend that in order to remove the School Board from partisan politics, all elections be non-partisan.

3. Mode of Election. We recommend there be a special School Board election which can be won only by receiving a majority of the votes cast. In order to qualify, a candidate shall be required to present a petition signed by one hundred registered voters.

4. Board Should be Non-Salaried. We recommend that the salary paid members of the Board be discontinued and that Board members be reimbursed only for their expenses. Duval County's fifty-plus million dollar school system comprises one of the county's largest "businesses." In the opinion of the members of the Study Commission, the schools' "board of directors" should be composed of citizens who are both dedicated to the welfare of children and known for their ability to understand and cope with

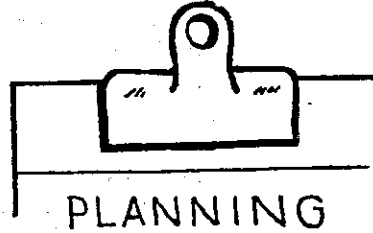
the problems of operating a large school system. Some people of outstanding ability, whom we would like to see on our school board, may find it distasteful to become involved in a partisan political campaign. The experience of other communities indicates that when school boards are elected on a non-partisan, non-salaried basis then high caliber citizens sincerely interested in a quality school system are willing to serve on the school board as a community service.

5. Closer cooperation and coordination between the School Board and the rest of local government is needed. To further this end it is recommended that the School Board utilize the Central Services and Finance Departments of the new government on a cost accounted basis. It is recommended that school site planning be closely coordinated with the Area Planning Board.

6. The School Board should have increased fiscal autonomy. To achieve this end we recommend that the elected School Board be given complete authority over the internal details of their annual budget. The elected countywide Council will sit as a Budget Commission and will review the School Budget for total expenditure only. If a budget reduction is found necessary the School Board will determine where to make the internal budgetary reductions. The School Board will not have to go to the Council—Budget Commission for authorization of internal budget transfers during the budget year. The Study Commission strongly believes the elected School Board should have fiscal authority commensurate with its assigned administrative responsibilities. The Council review of the total School Budget is recommended in the belief that one countywide elected body should be charged with the responsibility for final allocation of the community's total tax resources. Once that allocation is made the School Board will have complete authority over how the budget should be spent to further quality education.

The Study Commission fully endorses the need for quality education. No problem is of greater consequence than the current disaccreditation of our public schools. Today's school children are tomorrow's Jacksonville-Duval County. We believe the above recommendations, coupled with a restructured, more responsive local government will be a giant stride towards furthering a healthy climate in which quality education can prosper.

PLANNING



"Planning" has been seriously neglected by our local government structures. There are three major categories of planning that have particular reference to governmental functions: 1) physical planning, 2) administrative planning, 3) fiscal planning. All three of these planning areas compliment each other to some degree. The Study Commission in carrying out its assignment has noted severe limitations in all three categories of planning.

Physical planning might best be described as land use planning. Duval County has an area of 844 square miles; Jacksonville contains 39 miles of this area. A consideration to the amount of land available is the number of people using it. Thus, population growth is a major determinant in the need for increased land use planning. In 1900 the entire county had less than 40,000 residents. Today it exceeds 525,000. In the last fifteen years alone the population has jumped over 70%. Looking less than a generation into the future to the 1980's it is projected that our metropolitan area will have close to a million people. The effects of this rapid population growth on land use present a nightmare of problems unless plans are made for the increase.

The City of Jacksonville uses what might be called a modified land use plan for zoning purposes. This plan, last updated in 1955, is no longer current.

The remaining unincorporated territory in the County falls under no formal land use plan. In the last five years alone the County has had 1,688 separate zoning requests of which 1,349 (79%) were approved by the Board of County Commissioners. County land has been differentiated for zoning purposes since 1949, but this is at best a makeshift arrangement with the bulk of the area being classified as agricultural with no restrictions. Many areas still listed as "agricultural" zoning are now well-developed subdivisions. No one has bothered to change the classification.

Although proper planning has for many years been considered a cornerstone of effective govern-

ment, it is an area of endeavor that has traditionally lacked political appeal. As a result initiation and subsequent means of adequate financial support have often been lacking. In our own area, it was not until 1961 that any formal recognition of the need for area-wide or regional planning was initiated. The Jacksonville-Duval Area Planning Board was created in that year, but even today, five years later, it is still poorly financed.

Attention has been focused on the importance of planning by the Federal Government's expanding provision for matching fund programs for all types of local government projects. Almost all of these Federal programs require, as a precedent to participation, "comprehensive" local planning. Programs such as interstate highway construction which are on a 90% Federal 10% State-local matching basis were in jeopardy of being withdrawn if a strong effort towards comprehensive areawide planning could not be demonstrated.

Indeed, through the assistance of a Federal grant of approximately \$185,000, the Planning Board is now on its way towards a countywide comprehensive land use plan. A comprehensive plan is a vital start, but to achieve effective planning, it is essential that there be a continuous program. Planning is not a one-shot affair. Effective physical planning is a highly professionalized undertaking. The need for vigorous planning has been increasingly recognized nationwide, and as a result there is a severe shortage of trained planning personnel. Thus, to be competitive, our local planning agency must be adequately financed to support a sound salary structure and be able to make long-term personnel commitments.

Expenditures for planning more than pay for themselves. Sound planning of physical resources leads to substantial direct savings in future land acquisitions for public purposes. The list of indirect returns is far too long to list here. A primary example is advance planning to insure optimum residential living conditions. The increasing taxes on

property owners for local government purposes and the need for other revenue sources point up the fact that the ability to participate in federal matching fund programs should also not be overlooked as a direct benefit of good planning.

The Study Commission emphatically recommends adequate financial support for the Jacksonville-Duval Area Planning Board. The Study Commission gave strong consideration to recommending specific earmarking of millage or a mandatory per capita budgeted amount. However, the Study Commission reached the conclusion that the need for adequate financial support for planning is so clear that it should not require this kind of restrictive legislation, which is contrary to sound budgetary practices, to assure its proper support. We believe our community should be placed at the top of the competitive ladder in making financial resources available for planning.

Perhaps one advantage we may have realized from our late recognition of the need for planning is that we are not faced with the problem of a number of overlapping uncoordinated municipal, county, regional planning boards. Through proper financing, the Jacksonville-Duval Area Planning Board can expand its services to our entire region.

The nucleus of enabling legislation for the Area Planning Board is sound. However, the Study Commission finds the enabling legislation should be strengthened in certain areas. The Board should become the technical referral agency for all zoning matters on a countywide basis. The Planning Board should check all rezoning requests to see if they conform to existing zoning laws and the countywide land use plan. The Planning Board should have advisory authority only, with final authority vested in the elected Countywide Council. Provision should also be made for referral to the Planning Board of all proposed subdivision designs and proposed new governmental capital improvement locations for advisory statements.

Turning to internal operations, the Study Commission finds no objection to the current independent status of the Planning Board as regards policy decisions. The independence of the Planning Board, from local government, is important if the Board is someday to be an effective regional planning board. In the not too distant future it will be extremely desirable for adjoining counties to enter into the work of the Planning Board. Being independent should also provide the Board maximum objectivity in giving advice to the local government. We do feel the day-to-day housekeeping function of the Planning Board should be closer associated with the main governmental structure. The Board should do its purchasing through the County Purchasing Office. Accounting functions should be turned over to the Department of Finance. Personnel requirements in regard to

Civil Service were discussed at length. Due to the extreme difficulty in hiring professional planning staff, it was felt the Planning Board needs maximum hiring and promotional flexibility to assure its competitive position with other areas. Thus, it is recommended that these employees remain exempt from Civil Service. Clerical and nonprofessional planning staff should be placed under the unified government's Civil Service System.

By utilizing the services of the Central Services Department and the Finance Department of the new government the Planning Board will be relieved of burdensome housekeeping chores and freed to spend its full time pursuing its planning objectives.

A sound Planning Board is a necessity of any smoothly operating local government. Its work will intermesh closely with the local government operations. Thus, although the Planning Board should be an independent agency, it must be responsive to local needs. To provide a firmer foundation for local control and for coordination between the main local government and the Planning Board it is recommended that future appointments to the Board be made by the elected Mayor, subject to Council confirmation. (The appointments are now made by the Governor, which could possibly lead to appointments being made on a political patronage basis.) The Board has seven members, two of these serve ex-officio from the Duval County Commission and Jacksonville City Commission. It is recommended the Board be left at seven in size. The provision for local appointments will not interfere with the regional aspects of the Board; the Board's enabling legislation provides that if adjoining counties to Duval (Baker, Clay, St. Johns, Nassau) desire to join the work of the Board, they are entitled to appointment of a County Commissioner from the applicable joining County to the Board of the Planning Board. No change need be made in this provision.

SUMMARY OF RECOMMENDATIONS

1. Financial support should be significantly increased for Planning activities.
2. Power of the Planning Board should be expanded to include:
 - A) Mandatory referral requirement for all zoning requests. The Planning Board will submit an advisory opinion on all such requests,
 - B) Mandatory referral of all subdivision plats,
 - C) Mandatory referral of all proposed site locations for public facilities (including

schools) for an advisory opinion of the Planning Board.

3. To assure greater local control, assure maximum coordination and cooperation between the Planning Board and the main local government, power to appoint Planning Board members should lie with the Mayor, with Council confirmation, rather than the Governor.

4. The Planning Board should utilize housekeeping services of the main government (accounting, auditing, purchasing, motor pool, legal services, etc.) provided on a cost accounted basis by the Departments of Central Services and Finance.

5. All clerical and non-professional planning personnel should be placed under the new county-wide Civil Service system.

PUBLIC HOUSING AUTHORITY

The Housing Authority of Jacksonville, Florida was established in 1937. The Housing Authority builds and operates low rent housing financed by federally backed bond issues. The Authority currently has 1827 units which house approximately 7,300 people; average rental rate is around \$30 per month. In 1964-65 average annual income of tenants was \$2,635. Tenants must be in a low income class to qualify for rental. About 57% (4,164) of the total occupants are children.

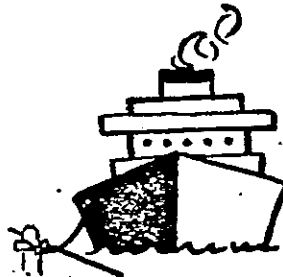
The Authority has a five-member board appointed by the Mayor and confirmed by the Jacksonville City Council. The Authority actually operates county-wide, having some fifty units at Jacksonville Beach and eighteen in Baldwin, in addition to the 1,759 Jacksonville units. The Authority is currently considering an additional 500 units to help handle the

housing displacements occurring from enforcement of the new Minimum Housing Standards Code in Jacksonville; Code enforcement will result in many low rent structures being demolished.

The Study Commission is recommending no change in the Housing Authority. The above information is cited because few people have any knowledge of the Housing Authority or its function. It might also be noted that the Housing Authority normally makes payments in lieu of taxes to local government; Over its life it has paid some \$780,000 in these kind of payments.

The Authority has an annual budget of about \$680,000, employs 73 people and is completely self sustaining, requiring no local funds to supplement its budget.

PORT AUTHORITY



HISTORY

In 1963 the Duval County Legislative Delegation created the Jacksonville Port Authority by state law. The Port Authority was created to take over and operate the Jacksonville Municipal Docks and plan future development of the full port. Expenditures for port facilities had been small for a number of years, and competing ports were outstripping Jack-

sonville in port growth and development. The primary municipal dock facilities were built prior to 1930; consequently, equipment and accommodations had become outdated.

The Port Authority is a seven-member board, five appointed by the Governor and two ex-officio, (one County and one City Commissioner). The newly created Port Authority is undertaking the vigorous

port development program of completely replacing the existing facilities and planning further expansion on 1500-acre Blount Island.

FINANCING

The Port Authority anticipates that it will be not only self sustaining, but actually capable of financing some \$75,000,000 in revenue bonds from its growth and earnings potential in the future. To place the Authority on a firm footing, a General Obligation Bond Issue of \$25,000,000 was submitted to the electorate, and the countywide referendum was approved by a wide margin. Also, an allowable annual appropriation of \$800,000 per year of County ad valorem taxes has been authorized by the Duval Legislative Delegation. Payments and interest on the \$25,000,000 bond issue will also come from County ad valorem taxes. Thus, in addition to port revenue, the Port Authority will receive in excess of \$2,000,000 annually from County ad valorem taxes.

Although the immediate future seems to hold unlimited growth for the port facilities, it is not expected that the Port Authority will be able to return revenue to the County in the foreseeable future. Port Authority plans are to sink all revenue into continued port expansion. A professional economic study of the impact of port activities completed in 1965 indicates that every ton of general cargo shipped through the port generates \$23.81 spent in the local economy. Each job created on the water front requires an additional five backup jobs elsewhere in the community. This economic stimulation results in increased tax sources for the County, and thus, indirectly pays for port development.

The creation of the Port Authority was predicated on the philosophy that a semi-autonomous body with wide latitude of authority would be sufficiently free of "political" pressures to develop the Jacksonville port in a business-like manner. Since the Jacksonville Port Authority is still in its infancy, judgment on its success of operation would be premature. The Port Authority has taken aggressive action toward accomplishing its goals and has already issued over \$15,000,000 of General Obligation Bonds to rebuild the existing dock and warehouse facilities. The Authority has also issued \$3,350,000 in Revenue Bonds. It has consummated several large contracts and has broad plans for the future.

The Study Commission believes it is extremely important that the port be developed to its fullest potential. It is often said that the port hold the keys to the future. The Port Authority structure has, so far, proven to be a good instrument for engendering the financial support necessary for the port to develop and grow. The Port Authority structure has broadened the base of support and identity of the port from the confines of the city limits of Jackson-

ville to the entire County. For the immediate future, the Study Commission recommends that the Port Authority structure be unchanged.

AUXILIARY SERVICES

The Study Commission does believe however that the Port Authority should utilize the auxiliary services offered by other local governmental agencies, i.e., purchasing, motor pool, personnel services, legal services, etc. The utilization of these governmental services will not endanger the semi-autonomy of the Authority's business operations. By utilizing these auxiliary services, the Port Authority will be able to benefit from the economies of scale achieved by the larger local government entity and will be able to draw upon the skills of a larger and more experienced staff in the named areas than the Port Authority itself could provide. These services would be cost-accounted and the Port Authority would pay its share.

It is extremely important that the Port Authority closely coordinate its activities with the activities of other affected governmental entities in the County, i.e., Planning Board, Council, Mayor, etc.

CONFLICTS OF INTEREST

The Study Commission observed that there has been some controversy over potential conflict of interest situations concerning the Port Authority and its employees, (i.e. depositing of bank funds, board member business associations). Due to the broad economic implications of port development and the wide latitude of autonomy granted the Port Authority, it is doubly important that the Authority and its members exercise maximum precautions in regard to conflict of interest situations. To sustain public confidence, the Authority and its membership's transactions must always be above suspicion. The Study Commission recommends that the Port Authority's conflict of interest resolution be strengthened and that support of it be reiterated by the Authority board.

AIRPORTS

It is recommended that the airports and air transportation be added to the responsibilities of the Port Authority. (See "Airports" page 145 for details)

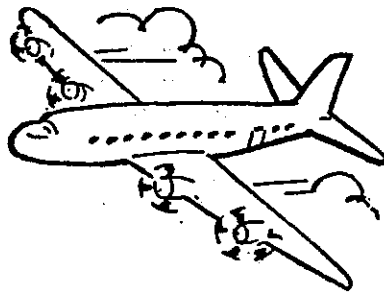
BOARD APPOINTMENTS

Both the port and airports are vital areas of local concern, since both have a significant impact on the local economy. Thus, it is important that local control be maintained in the operation of these facilities. To assure maximum responsiveness to the local community and central government, it is recommended that future appointments to the Authority

Board be made by the elected Mayor, subject to Council confirmation. (Appointments are now made by the Governor with two ex-officio members from the Jacksonville City Commission and County Com-

mission.) With the Mayor making the appointments, there will no longer be a need for ex-officio members. It is recommended that the size of the Board be left at seven.

AIRPORTS



EXISTING FACILITIES

The City of Jacksonville owns three airports and is building a fourth. Imeson, the major airport, will shortly be closed and replaced with the new Jacksonville International Airport, now well under construction. The city also owns two smaller airfields, Craig Field and Normandy Field, which are leased and operated as "fixed base" operations for private aircraft.

HISTORY

Jacksonville opened its first airport in 1928 at the location of Imeson Airport. In the late 30's the City built Craig Field: Normandy was built by the Army during World War II and given to the City after the war. Few changes have been made to Imeson since World War II. As air travel has increased, Imeson has become inadequate. It lacks sufficient land for adequate expansion, and its airspace conflicts with that employed by the local military bases in instrument flights.

For a number of years the Federal Government has subsidized airport construction programs. The agency responsible for handling federal funds in the past discouraged expansion or improvement of Imeson because of its present shortcomings and its limited potential for future development. Thus, the obvious need for improved airport facilities led to a program to build a new airport. A bond issue, after an initial defeat, won approval and construction is now well under way. The new facility will cost close to \$27 million with \$9 million financed from general obligation bonds, another \$9 million from revenue bonds and the remainder from federal assistance. A stipulation of the federal funds is that upon com-

pletion of the new facility, Imeson Airport must be completely closed to air traffic. Initial proposals for building a new airport included the sale of Imeson property at a projected return of up to \$6 million. It was advertised for bids once, but no bids were received.

Returns from the sale of Imeson are to be used towards payment of the \$9 million general obligation bonds. If, however, construction funds tentatively pledged by the Federal Government fall short of \$8,675,000, then Imeson receipts can be used to make up the difference. Although federal funds are reasonably assured, they are appropriated as needed on an annual basis and thus the tentatively promised \$8,675,000 is not fully guaranteed. The Imeson receipts were anticipated as a safeguard against not receiving the full federal pledge.

USAGE AND FINANCING

The Study Commission notes that the municipal airports are used on a countywide basis. Although owned by the City of Jacksonville, the population of the entire county uses and derives benefits from them. Interestingly, all three facilities are located a considerable distance from the Jacksonville City Limits. The main airport can almost be said to be a regional facility. Since 1957 the airports have operated at a "profit" to the City. However, the "profit" has been relatively small and does not reflect all costs, such as engineering services, matching pension requirements and legal services, which are not charged to the Airport Budget. The 1963 session of the Florida Legislature passed a bill requiring all net revenues from the airports to be placed in an Airports Capital Improvement Fund and used only for subsequent capital improvement at the airports.

CONCESSIONS

It is projected by the financial consultants that the new Jacksonville International Airport will earn sufficient revenues to pay the \$9 million revenue bond payments. Payment of the \$9 million G. O. bonds from airport revenues is optional with the City of Jacksonville and only if the airports earn sufficient revenue, after operating costs and revenue bond payments. If airport revenues are not sufficient to meet the General Obligation bond payments, the difference must be made up from ad valorem taxes.

Since the entire County uses, and benefits from the airports, The Study Commission believes the airports should be subject to countywide electorate response and should be financed on a countywide basis. Because the unincorporated population of the County (300,000) is greater than the City of Jacksonville and because most of the higher income families live in the suburbs, it is probable that the majority of those who use the airports live outside the city limits of Jacksonville.

ADMINISTRATION

To achieve countywide control and support and to provide a sound businesslike administrative structure for the operation of the airports, it is recommended that the Airports be assigned to the responsibility of the Port Authority. It was noted that elsewhere in the nation port and airport operations are often combined for operational purposes. Both functions deal in interstate and international transport. There are some marked similarities in operations.

BONDED INDEBTEDNESS

The Study Commission does not feel the City of Jacksonville property owners should have to assume a third of the cost of the new airport by themselves. The sale of Imeson—required by the bond resolution—receipts will go towards partial payment of the \$9 million general obligation bonds. It is recommended that the remainder of the general obligation indebtedness be paid from Airport revenues, if at all possible, after payment of operating costs and revenue bond payments. Toward this end the Study Commission recommends that general obligation bond payments be made from airport revenues before additional capital improvement expenditures are made. Additional capital improvements should be financed from countywide ad valorem taxes until the \$9 million general obligation bonded indebtedness is paid out.

The Study Commission recommends that all costs of the airports operations be charged to the airports revenue so that a true financial picture is available to the public. It is recommended that a mandatory, independent, annual "Opinion Audit" be provided to further safeguard and inform the public.

The Study Commission considered the problems of proper handling of lease and concession letting at length. Nationally recognized airport financial consultants retained by the City favor negotiated contracts as opposed to bidding. The question of quality control is an important consideration and the consultants feel can be more easily controlled through negotiated contracts than open bidding. On percentage-of-sales leases (commonly used in airport concession contracts) quality of operation materially affects ultimate contract return to the City. The Study Commission believes that quality can be reasonably assured through rigid contract performance specifications submitted to competitive bidding. It was noted that there has been some severe criticism of the handling of concession contracts at the airport in the past. The Study Commission feels that if it is a question of the possibility of increased revenue through negotiated contracts versus a clearly defined public understanding and confidence through competitive bidding at a possible lower revenue return, then without exception the competitive bidding course should be followed. There is no conclusive evidence to the presumption that revenues will be lowered by competitive bidding. Recently, the airport life insurance concession was required by statute to be bid. The return to the City turned out to be higher under bid than previously when the contract was negotiated. Interestingly, the same firm which held the contract under negotiation submitted the best bid. Thus, after careful consideration, the Study Commission strongly recommends that wherever possible all concession and ancillary business operations of the airports be submitted to competitive bidding. Such contracts and leases should be based on a period of time of reasonably standard duration to allow updating and rebidding as circumstances change. The importance of open business operations, which the public understands, cannot be overemphasized.

SALARIES

Some attention should be given to airport employee salaries. The airport manager notes that in some instances salaries for skilled personnel are not competitive with other airports, thus acquisition and retention of personnel are difficult.

SUMMARY OF RECOMMENDATIONS

1. Airports are a countywide service and thus there should be countywide control and financial support.
2. Airports should be placed under the Port Authority.

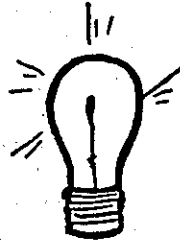
3. Airport operations should be cost-accounted and all airport costs charged against airport revenues.
4. Airport concessions and ancillary business operations should be submitted to competitive bidding whenever possible to strengthen public confidence.
5. Existing General Obligation bonds (\$9,000,000) of the City of Jacksonville for construction of the new airport should be paid for out of sale of Imeson receipts and revenues of the airports. G. O. Bond payments should receive priority over future capital improvement expenditures with the latter being paid for by countywide taxes until G. O. bonds are paid out.

EXHIBIT
CITY OF JACKSONVILLE AIRPORTS
 Revenues and Expenditures
 Ten Years — 1956-1965

<u>Year</u>	<u>Revenue</u>	<u>Operating Expenditure</u>	<u>Capital Improvement Expenditure</u>	<u>Total Expenditure</u>
1965	\$698,721	\$565,110	\$204,083	\$769,193
1964	659,434	503,381	194,569	697,950
1963	685,905	484,535	102,530	587,065
1962	555,210	447,097	445,865	892,962
1961	531,359	390,603	89,229	479,832
1960	488,950	412,463	119,836	532,299
1959	471,684	364,629	169,319	533,948
1958	445,031	344,636	90,670	435,306
1957	403,638	299,816	69,789	369,614
1956	317,409	244,846	31,901	276,747
	<u>\$5,257,341*</u>			<u>\$5,574,916</u>

* — Net expenditure over revenue \$317,575.
 A 6% greater cost than revenue

ELECTRIC



GROWTH

The Jacksonville Electric Utility is a vast complex serving most of Duval County and surrounding municipalities in neighboring counties. The electric utility is one of the largest municipally-owned utilities in the country. Its growth has been meteoric. In the last twenty years annual gross revenues have gone from just over \$8,000,000 to in excess of \$50,000,000. The book value during the same period has gone from \$18,000,000 to \$204,000,000. Engineering consultants project continued growth into the foreseeable future. The growth of the system is due to a combination of population increase and increased user consumption.

purposes from electric "profits." As utility revenues have grown, so have "profit" transfers to the Jacksonville City Government. Twenty years ago the transfer was just over \$3,000,000; in recent years it has exceeded \$15,000,000. In the last twenty years (1946-1965), \$169,363,472 has been provided from electric profits for general governmental purposes in Jacksonville.

REVENUES FOR GENERAL GOVERNMENT

A slogan of the utility in the past has been "The goose that lays the golden egg." This slogan refers to the "profit" which passes to the City for expenditure on general government purposes. Approximately 1/3 of all electric revenues are transferred to the General Fund of Jacksonville each year for use as the City Council sees fit. In 1965 a total of \$16,186,717 was provided for Jacksonville governmental

The magnitude of the electric "profit" as a source of governmental revenue for Jacksonville cannot be overemphasized. During the last five years the electric "profit" transfers to the General Fund of Jacksonville have amounted to 75% of the "General Municipal Operational Expenses." Although there are over 1900 municipal electric systems in the country, none transfer anywhere near the percentage of gross electric revenues for general governmental purposes that Jacksonville does. Over the last twenty years, Jacksonville has transferred 84% of its gross electric revenues for non-electric governmental purposes. In 1963, 377 public utilities reported to the Federal Power Commission their average percentage of gross revenues transferred for other governmental purposes. The average percentage was only 10.4% (See appendix for comparative figures of larger municipally owned electric utility systems.)

EFFECT ON TAXES

Municipal government in Jacksonville is heavily dependent on electric revenues for its day to day operations, since the amount of money raised from electric "profits" is about 2½ times that raised from ad valorem taxes. If the utility were privately owned, taxes paid in Jacksonville, by the utility owner, would probably be about ⅓ of the amount now available through electric revenue "profits."

Although electric revenues have been an obvious advantage to local government, they are not without their disadvantages. This ready supply of governmental revenue has helped put off aggressive action on solving area-wide problems. The growth of Jacksonville through orderly annexation has not kept pace with the increasing urbanization of the area. Today there are more people outside the city in urbanized subdivisions than in the city itself. Without electric revenues Jacksonville could not have provided adequate police protection, fire protection and other needed municipal services, except by a sharp increase in ad valorem taxes. Without electrical revenues, an increase of the municipal tax base by annexation would have been unavoidable. Further, the agony of paying taxes invariably increases citizen awareness and concern in how government money is spent. In a sense electric revenues have helped lull the local electorate at the expense of more active governmental participation; in other words, an important ingredient of "good government" has been lacking.

Where the electric profits have been a source of substantial governmental revenue of Jacksonville, the municipal ownership has meant a considerable loss of revenue for the County government. County ad valorem taxes raised from a privately owned electric utility would probably be in the neighborhood of five million dollars annually. In addition, if the electric properties were non-exempt from county taxes, the value of the mill would be raised. Thus, before reassessment, when the schools were being budgeted the maximum twenty mills allowable by law, more revenue would have been raised for school purposes.

People who live beyond the Jacksonville city limits pay approximately 10% more for electricity than city users. This difference was designed to offset a 10% utility tax levied within the corporate limits of Jacksonville.

OTHER MUNICIPALITIES

The three beach communities all use Jacksonville power, but only Atlantic Beach is serviced directly by the Jacksonville Electric Department. Jacksonville pays a franchise fee under the Atlantic Beach arrangement. Jacksonville Beach buys power from

Jacksonville on a wholesale basis and acts as a distributor. In this distribution capacity Jacksonville Beach services Neptune Beach. Electric rates are somewhat higher at the three Beaches than elsewhere in the county. All three beach communities rely on revenues raised from electric distribution to help finance their municipal budgets.

Baldwin receives its electric power from the privately owned Florida Power and Light Company. The far western corner of Duval County, where Baldwin is located, is one of the few portions of the County the Jacksonville Electric Department does not service.

RATES

There are three basic rate categories used by the electric industry: residential, commercial and industrial. Jacksonville electric rates in all three categories are roughly competitive with public and private utilities in Florida. Residential rates are slightly lower than those of most Florida power companies. Electric rates throughout Florida are generally higher than elsewhere in the country. A large portion of the South is serviced by federal power from the Tennessee Valley Authority at exceptionally low rates. Although Jacksonville's electric rate structure is reasonably competitive in Florida, there is evidence that the rate structure needs updating and simplification. A professional study to accomplish this task was authorized in mid-1966.

BONDED INDEBTEDNESS

Bonded indebtedness brought about by expansion of the electric utility is often a subject of taxpayer confusion. At the end of 1965 there was \$116,040,000 in electric revenue certificates outstanding (\$13,310,026 of this amount is available in reserve sinking funds). All bonds issued for electric expansion and improvement are revenue bonds. Interest and principal payments can only come from electric utility revenues. The general taxing power of the City is not pledged as a bond payment source.

The bulk of electric revenue bonds have been issued since 1947 with the last addition, a \$63,000,000 issue, approved in 1962. Long term bond issues are commonly the only feasible way to finance major utility capital improvements. Indeed, in an inflationary economy, it sometimes saves money to finance by long term bonds rather than by cash or short term borrowing. The bonded indebtedness of the electric utility does not appear particularly high in terms of its earning capabilities. (See appendix for comparison with other large municipal utilities.)

TRANSFERS TO GENERAL FUND

A controversy of long standing in Jacksonville is what portion of electric revenues should be put

back into improving the system. Jacksonville, unlike many municipalities, does not depreciate the electric utility. The city does place 10% of net revenues into a "Renewal and Replacement Fund" which is used for distribution improvements, e.g. low voltage lines. Production enlargements and improvements to the transmission system, (Transmission system is the high voltage lines that carry power to distribution points,) are financed by revenue bond issues. For a number of years the now deceased Commissioner of Utilities protested that the City Council transferred so much revenue from the electric revenues that it prevented proper upkeep of the system. As noted previously, the average transfer for the last twenty years has been 84% of gross operating revenues. In 1965, at the request of the Jacksonville City Commission, the Duval Legislative Delegation passed a state law restricting the transfer to 30% of gross operating revenue. Based on past experience the 70/30 law should give the electric utility more money to put into upkeep and capital improvements without bond financing. In terms of total dollars, it is not anticipated that the 70/30 law will result in less money available for other governmental purposes, since electric revenues are continuously growing.

At the end of 1965, the electric department had 975 employees. This figure does not include employees engaged in business office activities which are under the City Auditor, but paid out of electric operating funds. The electric utility is operated as a regular department of the City. The department is assigned for administrative purposes to the designated "Utilities Commissioner." An Engineer Manager under the Utilities Commissioner actively manages the electric utility along with the water utility. The General Manager is a professional position, but is not under the classified Civil Service. Under the General Manager the department is divided into a number of administrative divisions whose heads are under the City Classified Civil Service.

RECOMMENDATIONS

It is apparent that our local government is heavily dependent on electric revenues for general government financing. Urban areas throughout the country are finding it more and more difficult to raise the needed local governmental revenues. In this sense we are very fortunate in that public ownership of the electric utility provides a source of considerable revenue for general governmental purposes.

In terms of governmental structure the following criteria should be met:

1. The structure should insure a continuation of a high surplus electric revenue return for general government expenditures.

2. The structure should insure optimum electric service for the community.
3. "Profits" of a publicly owned utility should be dispersed on a user benefit basis.

In a publicly owned utility, the customers are in a sense the stockholders. As such, they should receive part of the "profits." In a public utility, this sharing can be effected by increased service and by low utility rates or governmental services of direct or indirect benefit to the customers. The Jacksonville electric utility earns the major portion of its revenues from customers outside the city limits. In 1965, 58% of total electric revenues were collected outside Jacksonville city limits. The city does provide a series of governmental services of benefit to the whole county. Such recreational facilities as the Coliseum and Auditorium are in part operated by "profits" earned by the electric utility. In addition, the City, or core of economic life, must combat a high crime rate, provide streets, govern traffic and give fire protection. Although Jacksonville itself has only 200,000 population, it is often faced with sustaining services for a population of 500,000. In this sense county customers get a return on their electric bills. However, county customers have no voice in how "their" share of the electric profit is to be spent. By being outside the city limits, they are disenfranchised. County customers also have no protection against arbitrary electric rates, if the City so chose to impose them. Private companies are regulated by the Florida Public Utilities Commission. Municipally owned utilities are without rate regulation.

The Study Commission concludes that the electric utility is in every sense a countywide facility. We believe that users outside the corporate limits should share in the decision process of dispersion of electric profits and should have some voice concerning the utility operation and rates. The Study Commission is keenly aware of the increasing pressures on the local government tax dollar and consequently feels every precaution should be taken to assure a continued high electric revenue margin which can be used for general governmental purposes. However, a high "profit" should not be sought at the expense of good service, or brought about by excessive user rates. Every effort should be extended to keep electric rates competitive with rates in other parts of Florida. Although for most industries, electric rates are a minor factor in plans for expansion and relocation, they are nonetheless a factor and thus must be kept within a competitive range.

There are three possible avenues through which to achieve the criteria set forth above: 1) annexation, 2) consolidation, 3) an Authority. If Jackson-

ville successfully annexed the urban areas contiguous to the present city limits, the bulk of the County population would then be represented within the City. The "customers" would thus have a voice in the electric operations' rates and "profit" expenditures through their vote at the polls. Money transferred to the General Fund for general governmental purposes would be directly returned to city purposes, thus meeting the customer benefit test more directly. However, annexation has not been a popular corrective measure. Annexation proposals have failed twice in recent years by wide margins. County residents fear increased ad valorem taxes without increased governmental services. In addition, many county residents are suspicious of Jacksonville government and are afraid their voices will be overwhelmed at the polls by "machine politics." Whatever the soundness of these fears, they exist to a strong degree and thus make an annexation recommendation appear impractical.

Consolidation is a relatively new political concept for our area and is thus not tagged, as is annexation, with a past history of failure at the polls. Consolidation would also meet the test of enfranchisement of most of the electric users, and accordingly surplus electric revenues would be spent throughout the county consistent with the electric service area. Under a consolidated government, a far-reaching reorganization of existing governmental entities would be necessary. Such reorganization might satisfy many of the objections to annexation now voiced by county residents. Further, a complete consolidation would clearly give people now outside the Jacksonville City Limits a voting majority and consequently dissipate their fears of city "machine politics."

The third alternative is the creation of an Electric Authority. Some substantial sentiment in favor of this approach has been expressed in the community. One of the chief arguments for an authority structure to operate the electric utility is that the provision of electricity is a business-type operation and only a quasi-governmental service.

The following quote from an information sheet distributed by the Orlando Utility Commission expresses this difference as follows:

"The Operation of a city government is, in many respects, entirely dissimilar from the operation of a utility service. While the Utilities Commission is a part of the City of Orlando, it is statutory in origin and has well-defined and exclusive authority with respect to the operation of the utilities plants. The arrangement which the Orlando Utilities Commission presently employs attracts men of business ability and integrity who can exercise an objective judgment in matters

relating to the proper maintenance and operation of the plant without being caught in the crossfire of political criticism. They have nothing to gain politically or otherwise, and their decisions do not have to be taken with an eye to re-election. It is a notorious fact that it is difficult to operate a business objectively where there are political influences involved."

The Study Commission recommends the creation of an Electric Authority. The Authority members will act as a board of directors and set operational policy for electric functions with countywide jurisdiction. This Board will be composed of seven members appointed by the Mayor, with Council confirmation. The Board members will serve staggered four-year terms with no member serving more than two terms. They will elect a presiding chairman. Board members will serve without compensation, except for certain expenses which shall be determined by criteria set forth by State statutes concerning expense payments. The Electric Authority's enabling legislation shall include a strict code of ethics and a conflict of interest provision.

The Board of the Authority shall appoint an Engineer-manager to be the chief administrative officer. The Engineer-manager and key department heads shall not be given Civil Service tenure rights; all other employees shall be subject to formal civil service requirements.

The Electric Authority shall utilize such auxiliary services provided by the countywide government as purchasing, motor pool, legal services, fund custody and data processing. These "housekeeping" services will be provided on a cost accounted basis.

The 70/30 law (Ch 66-1748 State Statutes) shall be retained. The Council of the consolidated government shall have the authority to transfer up to 30% of gross operating electric revenues at its discretion. Those funds not transferred for general government purposes shall be used wholly at the discretion of the Electric Authority, consistent with local covenants.

SUMMARY OF RECOMMENDATIONS

1. The publicly owned electric utility represents a strong incentive for creating a unified, countywide local government. Such a government will result in a broader sharing of surplus electric revenues.
2. Electric rates should be kept competitive with those of other Florida economic areas.
3. It is important that electric revenues continue to produce a high surplus for general governmental purposes.

4. High quality electric service should not be impaired by use of electric revenues for general governmental purposes.
5. An Electric Authority should be created to set policy and to oversee operations of electric functions on a countywide basis.
 - a) Seven-member — staggered four-year terms, two term limit
 - b) Expenses only with strict code of ethics and conflict of interest provisions
- c) Appointed by the Mayor, confirmed by Council
6. The Electric Authority will have operational autonomy, but to insure a continued flow of revenues for general governmental purposes the 70/30 law will be retained.
7. The Electric Authority will utilize auxiliary services provided by the general government, e.g. legal services, purchasing, civil service, data processing, motor pool, etc.

APPENDIX

Following is a listing of municipal operations with Annual Operating Revenue in excess of \$5,000,000. Figures are from Federal Power Commission compilation of publicly-owned electric plant financial statements. (1965 publication for year 1963. Percentages are expressed in terms of Annual Operating Revenue [synonymous with Annual Gross Income]). Operating Revenue was used instead of Net Income as different accounting procedures, such as a depreciation reserves, tax payments, etc. make the Net Income figure very poor for comparative data.

	<u>Long Term Debt</u>	<u>*</u>	<u>Interest Payments</u>	<u>Operating Revenue</u>	<u>Net Income</u>	<u>Taxes, Tax Equivalent Contributions And Services</u>	<u>**</u>
Huntsville	\$ 2,476,000	37%	(\$ 78,862)	\$ 6,680,056	(\$ 1,380,840)	\$ 444,551	6.6%
Burbank, Calif.	4,605,000	63%	(148,964)	7,279,569	(897,236)	888,702	12.2%
Los Angeles	365,011,211	253%	(9,817,729)	143,717,072	(31,418,100)	7,355,784	5.1%
Pasadena	13,250,000	165%	(392,325)	8,014,702	(1,953,741)	1,000,103	12.4%
Colorado Spgs.	21,620,000	290%	(615,170)	7,453,864	(4,022,083)	599,614	8.0%
Orlando	68,100,000	454%	(2,063,654)	14,996,265	(5,067,300)	2,523,371	16.8%
Lansing	4,148,560	27%	(88,826)	15,088,249	(5,237,880)	948,071	6.2%
Cleveland	22,223,000	250%	(506,360)	8,888,572	(1,409,565)	659,500	7.4%
Eugene, Oregon	28,000,000	421%	(1,103,731)	6,648,545	(1,430,278)	491,551	7.3%
Chattanooga	?	?	(62,475)	21,392,812	(2,972,984)	1,650,067	7.7%
Knoxville	11,940,000	70%	(316,594)	16,826,091	(2,260,781)	1,048,797	6.2%
Memphis	193,219,622	468%	(6,864,914)	41,228,730	(6,167,297)	2,056,502	4.9%
San Antonio	58,685,000	163%	(1,345,500)	35,962,620	(17,267,181)	5,400,534	15.0%
Seattle	128,955,000	303%	(3,438,712)	42,489,260	(8,753,338)	5,133,126	12.0%
Tacoma	55,650,000	330%	(2,147,288)	16,841,067	(3,561,835)	2,077,434	12.3%
JACKSONVILLE	85,175,000	199%	(2,304,950)	42,671,063	(24,320,484)	15,291,941	35.8%

*—Long Term Debt expressed as a % Annual Operating Revenue.

**—% of Annual Operating Rev., 1963.

	<u>Summary</u>	
	<u>1962</u>	<u>1963</u>
Public Utilities Reporting	347	377
Gross Annual Sales	\$907,000,000	\$991,000,000
Taxes, Tax Equiv., Cont. & Services	96,510,457	103,312,466
	10.6%	10.4%

ZONING

Zoning has been an area of protracted controversy in both city and county in our metropolitan area. None of the municipalities, or the county government have professionals review zoning requests. Jacksonville does have a zoning plan, but it was last updated in 1955 and is now out of date in many areas, due to the building of the Expressway system and other changing conditions. The County has a semblance of a zoning plan, but it is severely inadequate.

The Study Commission believes zoning must be put on a professionalized basis and removed, as far as practical, from political considerations. To do this it is recommended that all zoning requests be referred to the Area Planning Board for an advisory opinion on the merits or demerits, based on professional consideration and a countywide comprehensive land-use plan.

Public hearings are an important part of zoning petitions. A nine-member Zoning Board appointed by the Mayor and confirmed by the Council will conduct the public hearings and based on the hearings and the advisory opinion of the Planning Board make their own advisory opinion to the elected countywide Council. All final action will be taken by the Council—an elected body.

An additional safeguard for hardship cases will provide for the hearing of variance petitions by a

Board of Adjustment. This too will be a nine-member Board appointed by the Mayor, confirmed by the Council. This Board will have quasi-judicial powers and can grant variances in hardship cases. "Variances" are those situations where circumstances beyond a property owners control result in unnecessary hardships. Examples would be a public street reducing the size of a lot or a body of water restricting the shape of a lot and thus preventing certain kinds of construction under a strict interpretation of the zoning ordinance. "Exceptions" can only be granted by the Council and come through amendment of the Zoning Ordinance itself. An example of an "exception" would be an attempt to put a commercial establishment in a residential zoning, etc. Of course the property owner will always have the right of appeal to the courts in zoning matters.

The professional approach to zoning recommended by the Study Commission should give the public more confidence in the zoning process than presently exists. An orderly land-use plan and its implementation through zoning is an absolute necessity to assure orderly growth in the future. In the next twenty years we are expected to double our population; without sound planning and careful land use we will face problems of untold proportions. Neglect in planning and poor zoning practices have already taken their toll on our natural resources and orderly development.

EXHIBIT

REZONING REQUESTS LAST FIVE YEARS

City - Jacksonville	1965	County - Duval
	Applications	369
Denied by Planning Board	118	62
Killed by Council	14	.....Denied by Commission
Still pending	12	6
Withdrawn	1	.....Deleted
	<u>90</u>	13
	Approved	.....Withdrawn
		<u>288</u>
	1964	
	Applications	320
Denied by Planning Board	101	46
Killed by Council	20	.....Denied by Commission
Withdrawn	5	4
	<u>75</u>	.....Deleted
	Approved	9
		.....Withdrawn
		<u>261</u>

City - Jacksonville

	136
Denied by Planning Board	34
Killed by Council	11
Withdrawn	1
	<u>90</u>

	130
Denied by Planning Board	24
Killed by Council	9
Withdrawn	1
	<u>96</u>

	137
Denied by Planning Board	27
Killed by Council	4
Withdrawn	3
	<u>103</u>

1963

Applications

Approved

1962

Applications

Approved

1961

Applications

Approved

County - Duval

814	
51	..... Denied by Commission
6	..... Deleted
1	..... Marked off
17	..... Withdrawn
<u>239</u>	

389	
40	..... Denied by Commission
8	..... Deleted
1	..... Dismissed
17	..... Withdrawn
<u>328</u>	

296	
52	..... Denied by Commission
2	..... Deleted
2	..... Dismissed
7	..... Withdrawn
<u>233</u>	

TAXATION

Local taxes and in particular ad valorem taxes on real estate have been the focal point of increasing citizen concern in Duval County. Taxation is always a complex and distasteful subject. Since everyone concedes that taxes are a necessary evil, the argument centers on how much should be raised in what manner.

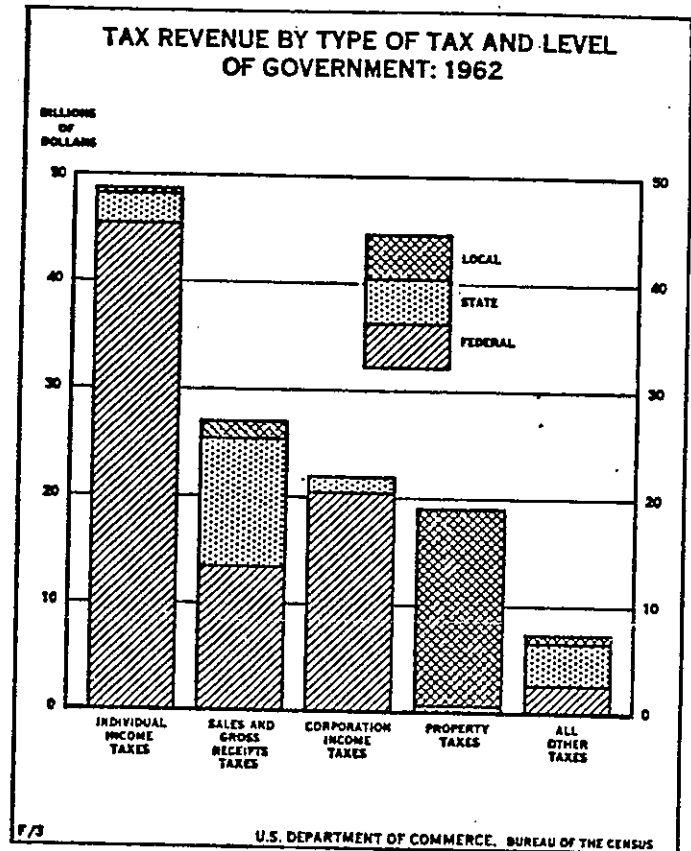
Duval County's tax problem is in a sense a state-wide, if not national, problem. Taxes for all levels of government, Federal, State, local, have risen sharply in recent years. Three major causes of tax increases in general are: 1) heavy defense spending brought about by a precarious worldwide tension, 2) heavy population increases which necessitate increased governmental services, and 3) a continuing push for a better standard of living for everyone.

From a local standpoint we have little control over defense spending. Actually, except for some minor matching fund contributions for Civil Defense and National Guard, no part of the local tax dollar is consumed by defense spending.

Population increase is the major factor in increased local taxation. The more urban a population becomes and the greater the density per square mile, the greater the tax outlay for governmental services. Urban populations must have increased governmental services. To name but a few of these—curb and gutters, paved streets, sidewalks, increased police protection, increased fire protection, traffic engineering, increased public health expenditures, sewage system, water system, and refuse collection and disposal. Expenditures for these activities in areas of high population concentration are not only desirable, but essential. Failure to provide these services at a high level invariably leads to greater costs in human suffering, frustration and time than the actual service expenditure. The population throughout the County is becoming more and more urbanized, and as it does, government expenditures increase. Duval County has had a spectacular growth pattern in the last twenty-five years. Duval's "rural" population is, at most, less than one in six people and a significantly smaller number than this are engaged in actual farming activities. The 1960 census listed only 1,064 total agricultural workers in the County. Even with a high per family figure of four to a worker, the farm population of Duval County is less than 5,000, or about one per cent of total county population.

The continuing push for an increased standard of living has affected taxation at all levels of government. Essentially, it has resulted in increased governmental programs which in turn require additional

expenditures of tax dollars. Going back at least to the Depression, the number one domestic political issue has been what should the government spend money on. Each of us, no doubt, can spot a number of governmental expenditures and programs that we would not subscribe to if the decision were ours alone. But, regardless of the pros and cons of particular governmental programs, we still have after taxes more money than ever before, even though taxes have increased at all levels.



As taxes have risen at the Federal, State and local levels, the local governments have been caught in a squeeze for tax revenue sources. The Federal Government and the State take their tax dollars off the top. What is left goes to the local tax collector. Traditionally the ad valorem tax on property has been the mainstay of local government taxation. However, throughout the nation taxation on real estate has been reaching precarious levels. Thus, local governments have had to reach out for new tax sources to meet their needs. The State and Federal governments are becoming increasingly aware of the plight of local government and are providing ways for local governments to increase their revenue sources.

Unfortunately, Florida has not been a leader in assisting local governments financially. Florida has a number of rigid constitutional restrictions in the taxation field which limit the State's own revenue sources, (prohibition against a State property tax, prohibition against State income tax, prohibition against inheritance tax, prohibition against full faith and credit State bonded indebtedness, etc.). Thus, Florida has very heavily based its tax structure on excise types of taxes. It is usually from excise taxes that States help local governments, but in Florida the State has been hard-pressed to meet its own spending needs. The State does return cigarette taxes to municipalities, and this return has been of particular assistance to the smaller municipalities. In sum, however, the State lags far behind most of the rest of the nation's states in assisting local governments.

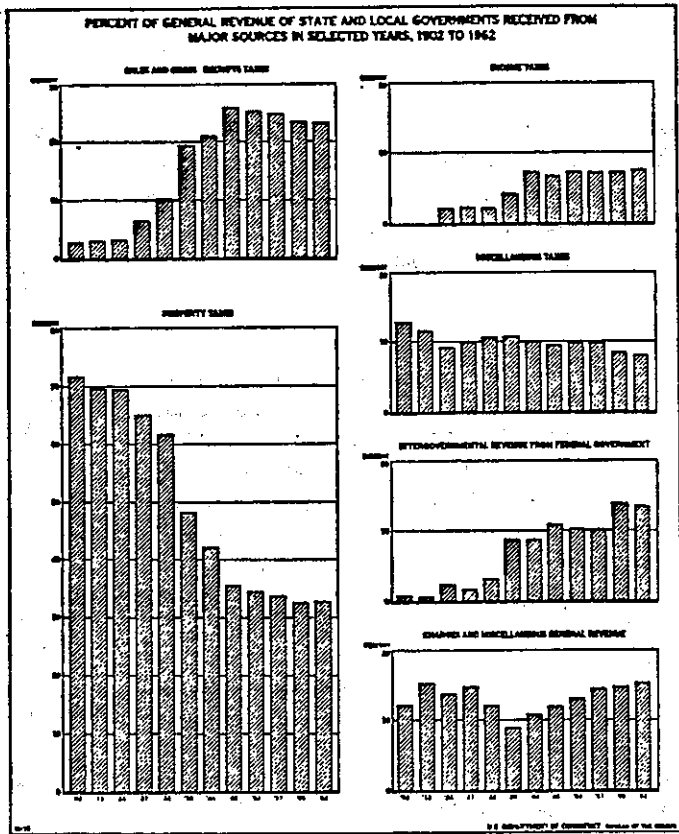
The Federal government has begun to enter more and more into matching fund and project grant programs at the local level. But, the South in general has been very critical of these programs and has been slow to take advantage of them. A major part of the explanation is based on racial tensions and fears of federal controls. Duval County and its municipalities have been even slower than other areas of the South in taking advantage of federal spending programs. This is of course a local choice, but it does have the net effect of increasing the burden that the ad valorem tax on real estate must carry.

Duval County has three "localized" major problems that have compounded the ad valorem tax story: It has failed to keep pace with its needs by maintaining an inequitable and outdated tax roll, a majority of its population live outside municipal limits, and a high percentage of its citizens are school-age children.

INADEQUATE TAX ROLL

The first of these problems—the failure to meet needs by maintaining an inequitable and outdated tax roll—is the most controversial. Until 1965, despite State law clearly calling for just value tax rolls, Duval, like many other Florida counties, ignored the State statutes. The County tax roll had not significantly changed since World War II. It represented in the neighborhood of 40% of value assessments. This meant that the \$5,000 State Homestead Exemption amounted to a \$12,000 exemption. For all practical purposes the home owner was virtually removed from any real share of the tax burden. Only about 8% of the total value of homes was subject to ad valorem taxes. The Duval County reassessment program of 1965 required over 50,000 home owners to pay real estate taxes for the first time.

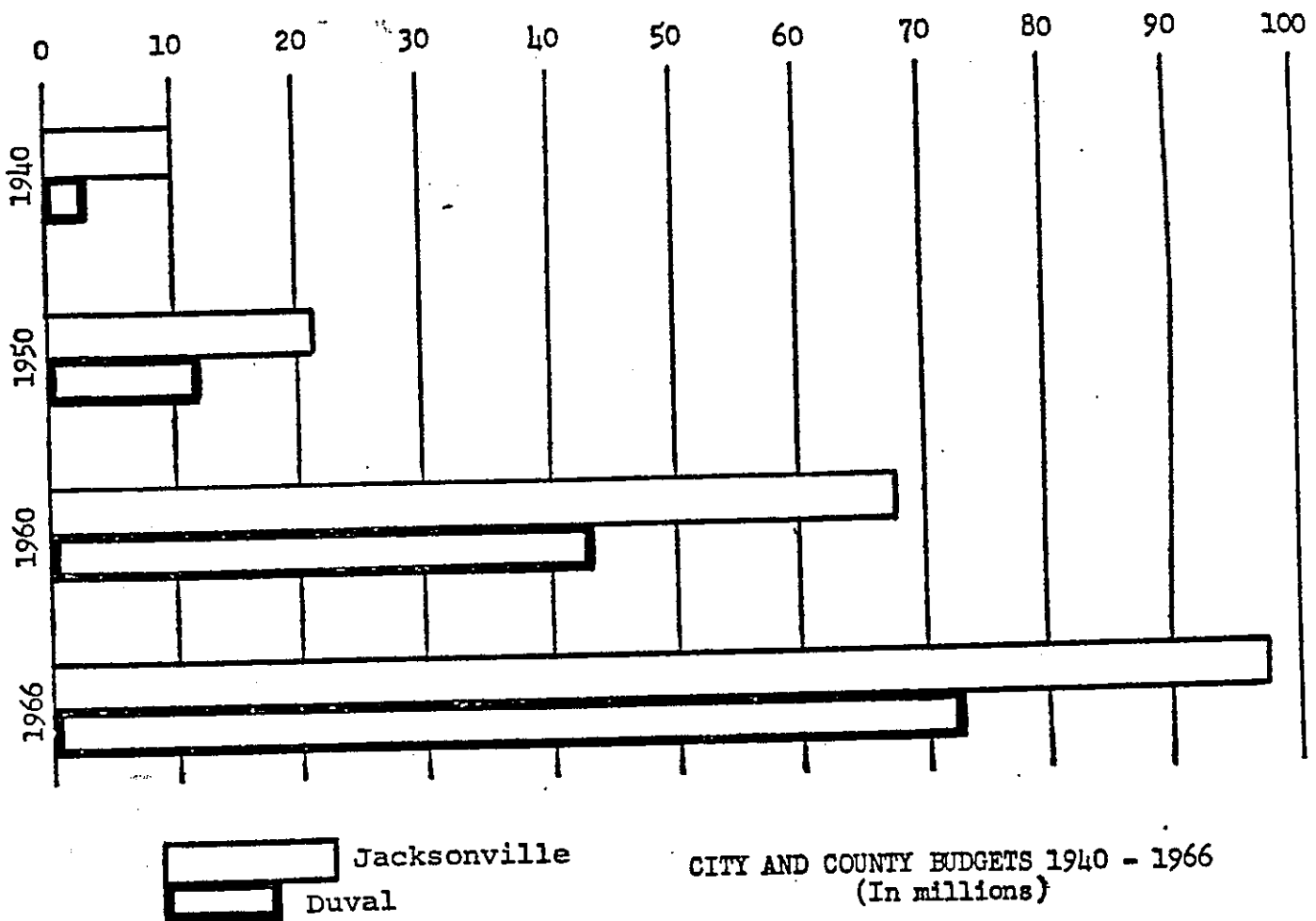
In addition to an extremely low assessment level, the level was not uniformly applied and the new tax rolls were shot through with inequities. Raw acreage



was frequently carried on the tax rolls at virtually no value. This practice meant that real estate investment was an astute financial venture. The low tax valuation allowed property owners to speculate on future profits, while those with extremely large and valuable land holdings could wait their price. With a rapidly expanding population such as Duval has had, real estate investments were "can't miss investments." The prolonged holding of real estate permitted by low tax roll valuation pushed property prices up and in a sense created an artificial price level. Thus, when revaluation arrived in 1965 and speculative investment property went on the tax rolls at the increased tax levels, a number of wealthy landowners were caught in a bind. The new tax roll values pushed tax bills to astronomical levels; the speculators, however, could not sell their real estate at the same time without severely lowering the value of their property. This dilemma of "can't afford to hold it — can't afford to sell it" has brought about a long and loud plea for reduced taxes from realty interests.

Although ad valorem taxes on the home owner are still not excessive when compared nationally, the impact resulting from the sudden increase in property taxes cannot be gainsaid. The court ordered reassessment has thus caused many agonizing moments for the Duval landowner.

During the twenty-five years the tax roll remained stagnant, the entire complexion of the County was changing. The population jumped from 210,000 to 510,000 and, most significantly, virtually



all of this growth occurred outside the incorporated municipalities. This growth placed severe strains on County government. As noted earlier, county government is ill-suited to meet the needs of an urban population, but even had the governmental structure been ideal, the outmoded tax roll would not have permitted any reasonable approach to meeting the area's needs. Despite the fact the tax millage climbed to over 50 mills, the tax base was so small that the revenues were inconsequential in meeting the governmental needs. State law limited millage for school purposes to 20 mills; although Duval appropriated the entire 20 mills, the tax base was so small that our schools became among the worst in the state due to inadequate financing. Thus, we find ourselves with "disaccredited" schools. If there were "accreditation" criteria for other governmental needs, we would undoubtedly have a long list of disaccredited governmental services. In short, not only the schools but the entire public realm suffered from our totally inadequate tax roll. This neglect has, as might be expected, resulted in unusually high expenditures to atone for earlier defaults. Had we met our needs as we went along, our needed expenditures would be far lower. The old adage "an ounce of prevention is worth a pound of cure" says a great deal about Duval's plight.

CITY AND COUNTY BUDGETS 1940 - 1966
(In millions)

POPULATION PRESSURES

The County ad valorem taxes obviously have caused the most anguish. That 300,000 people live in unincorporated areas of the County has been a significant factor in pushing countywide ad valorem taxes upward. At least 75% of the 300,000 living outside Duval cities are in urbanized areas. Although the County is not governmentally structured to provide urban services, it has of necessity dealt with urban problems as they have increasingly grown. Accordingly, expenditures for County roads, police protection, general government and a host of needs have continued to climb. Were the bulk of urbanized areas inside incorporated municipalities, the municipal governments would have greatly relieved the tax burden of the County government. Florida's annexation laws have impeded orderly municipal growth statewide, but no county of the State has the situation Duval has with one and a half times as many people outside municipalities as in them. It should not be forgotten that Duval is the second largest county in the State. The unincorporated population in Duval is itself larger than all but five of Florida's counties. A single unincorporated sub-area of the County, such as Arlington, has more population than 43 (2/3rds) of the 67 Florida counties.

SCHOOL AGE POPULATION

The school problem in Duval is compounded by the fact that Duval has a high percentage of school-age children. The public school system requires a large proportion of local tax dollars. Quality education is expensive. Every area wants and needs good educational facilities. In a sense education is a competitive endeavor: teachers seek better salaries and working conditions; business and industry seek better trained personnel; universities seek better students, etc. A common method of comparison for school spending is the amount spent per child in school. Thus, a county that has a high proportion of school-age population must provide more tax dollars than a county with a low proportion. Pinellas County (St. Petersburg), for instance, has under 15% of its population in school-age children, whereas Duval has over 21% of its population in school. This high percentage places an additional, substantial tax burden on Duval citizens.

The obvious question is what relief from ad valorem taxes can we look to. Throughout the report we have noted inadequate and sometimes complete lack of needed public services. Even the most casual observer knows that services cannot be added, nor their quality increased, without increased revenues. No one wants to pay more taxes, and some say we cannot pay more taxes and remain economically healthy.

STATE RELIEF

The Commission has been ever-mindful of its assignment "to determine whether tax savings can be made and whether efficiency can be gained . . ." The most talked about source of relief — one upon which a number of political candidates have based their platforms — is relief at the State level. Two factors make this relief a possibility: the Legislature has been reapportioned and for the first time in its history urban areas hold the balance of power; and there appears a strong likelihood that overall Constitutional Revision will succeed for the first time since 1885. Even so, the hope of local tax relief from the State level is still very dim. The State itself faces heavily increasing dollar outlays. Educational demands at the State level far outstrip anticipated State revenues from existing sources. Furthermore, as noted above, Florida's revenue sources are severely restricted by the State Constitution, and even the proposed revision does not, at this point, indicate any change in this respect. Even a possible increase in the sales tax from three to four cents, and the plugging of some now-existing exemptions will not provide sufficient revenues to meet state needs and reduce local ad valorem real estate taxes.

An urban oriented Legislature does not in itself indicate a great shifting of State funds from rural to urban areas. The two most talked about inequities

in distribution of State funds are the even distribution of race track revenues among the 67 counties, irrespective of population size, and the distribution of gasoline taxes for secondary road construction; part of this distribution formula is based on 1931 road mileage. In the case of the road funds, a number of counties have bond issues based on the existing distribution formulas which run to the year 1993. The race track revenue distribution is more complex than it appears on the surface. Actually, race track figures are not exceptionally large. In 1965 they totaled \$17,587,500, so that each county's share amounted to \$262,500. If distributed on a pure population basis, Duval would get about \$1,500,000, which, after subtraction of the amount we now get, would amount to only 2/3rds of one mill in County taxes. Actually there is a need for greater state spending on a per capita basis in some rural areas for roads, schools, public health, etc. than in urban areas. Small rural populations can raise only limited amounts of local tax revenues, and it is obviously in the best interests of the entire State that agriculture, roads, education, public health, etc. be maintained on a statewide quality level. Smaller counties often funnel their share of the race track funds into their schools or roads and bridge funds.

The informed observer must reach the conclusion that relief of local ad valorem taxes on real estate from the State level is very unlikely. What the State can do, however, is open up additional avenues through which local governments can raise needed revenues. Then the local governments could shift some of the burden from ad valorem taxes on real estate if they so chose. In this respect, the new urban oriented Legislature should be more responsive than the rural dominated Legislatures of the past.

LOCAL OPTION

Two potential sources of significant revenue are a locally-levied one-cent gasoline tax and a locally-levied one-cent sales tax. The State Legislature could provide local governments the power to levy such taxes at their discretion with the State collecting them and rebating them to the applicable local governments. An additional one-cent gasoline tax per gallon collected in Duval County would raise approximately \$1,700,000 annually. A local one-cent sales tax collected in Duval County based on the current State sales tax collections would return approximately \$8,250,000 annually. The latter amount alone exceeds the entire 23.5 mills raised for the City of Jacksonville in 1966. It amounts to just under 5 mills or about 18% of the County ad valorem taxes.

The State has allowed one city, Pensacola, to apply a local gasoline tax, but has not extended this authority to any other areas. Undoubtedly, one reason for not granting local option on sales and gasoline taxes is that the State itself depends so heavily

on these sources that there is a fear that local government levies might pre-empt necessary future State increases. Many states allow such local options. Generally however, their state constitutions do not exclude as many potential tax sources as Florida's and consequently they are not as narrowly restricted in the pursuit of State revenues as is Florida.

SERVICE CHARGES

One very common method of raising revenues that our local governments might adopt is the establishment of charges for particular services, especially those that directly benefit the user. Sewage service charges and garbage collection fees are quite commonplace. Actually, a major proportion of Duval citizens now pay for these services through service charges. Neither of these services is provided by the government outside municipalities. The typical charge for these services by private companies in Duval is \$7.25 a quarter for garbage and \$10.50 for sewage. An effective sewage system in urban areas is a necessity and, realistically speaking, a service charge is the only feasible means of providing for costly sewage installations. There is of course no such thing as "free" garbage service. A service charge is sometimes considered a hardship on low income families. However, even if garbage service is financed through ad valorem taxes, the poorer family is caught through higher costs, either in terms of higher rents levied by landlords who must pay ad valorem taxes on their rental property, or in terms of their own taxes, if they themselves are homeowners. It might be noted that all three Beach communities, Jacksonville Beach, Neptune and Atlantic, utilize service charges for sewers and garbage service. All three Beach communities provide a significant range of urban services and have ad valorem tax rates of less than seven mills.

FEDERAL AID

An increasingly important source of financial assistance to local governments is matching fund programs and direct grants from the Federal government. Duval County and its municipalities have been slow to take advantage of Federal aid. Even so, Federal funds have played a significant role in our local governments. For a number of years there has been general acceptance of Federal funds for highway construction purposes. Federal funds have helped the Beaches fight their erosion problem. Our school system has counted heavily on Federal school assistance impact funds for a number of years. (This is a direct per pupil grant for children of military personnel in our schools; it amounted to \$1,418,324 in 1966.) The schools also receive annually about a quarter of a million dollars of foodstuffs for their school lunch program. The schools are now beginning to receive

substantial Federal funds for special educational programs (in excess of \$2,400,000 annually). The deepening and maintaining of our harbor channel, which is so vital to the success of the Port is carried out by the Federal government. Virtually all of the poverty program (90%) is being financed by the Federal government. In Duval the poverty program is being carried out by a public corporation, but in many other areas it is being directly administered by local governments. Using Federal backing, the Housing Authority of Jacksonville has built 1,827 low-rent apartments, which house some 7,300 persons. Other uses of Federal funds for local government purposes are for Civil Defense, hurricane relief, Health Department Programs, Planning Board assistance, Airport construction, etc. The length of the list graphically demonstrates two points: that we are quite dependent on Federal assistance, and that despite political disclaimers, we have for many years sought and accepted Federal assistance for local governmental financing.

There is every indication that Federal assistance to local governments will continue to rise. Since these tax dollars come from our own pockets, it would be foolish to let other communities reap the benefits while we sit idly by. The fear of Federal control and interference in local affairs is a valid one, but most Federal programs are based on local option and are locally carried out by local people. Most Federal controls are predicated upon minimum standards necessary to assure a successful program. There are literally hundreds of Federal financial assistance programs for individuals and for Communities which might alleviate local government expenditures. If they are fully accepted, these programs offer the prospect of significant relief in local taxation. Some of the areas where we can look for Federal assistance or increased assistance are listed below.

Public Libraries. We currently get no federal assistance and little state aid, but by qualifying our library as a county-wide facility, it will be eligible for a number of financial aid programs. Funds for the building of new branches is one good example.

Recreation. The Federal government has 50% matching fund programs available in this area of service.

Sewers. This is one of our biggest local problem areas. Jacksonville recently received approval for about \$672,000 in Federal funds for sewer program assistance, but this is only a small portion of what we might qualify for in the future.

Air Pollution. This is an area of new expenditure for our local government; federal assistance is available if we qualify.

Public Health. Our biggest local expenditures for public health are in the financing of the Jacksonville Health Department. The 1966 budget for this department was over a million dollars. The Jacksonville Health Department receives neither State nor Federal financial assistance. The County Health Department utilizes both sources, but is nowhere near the development of the City Health Department. A vigorous unified countywide Health Department should be able to reap substantial financial assistance not only from Federal sources, but from State sources as well.

Public Hospitals. This is an area of high cost for local government. Medicare payments may well greatly relieve this financial burden on local tax dollars.

Public Education. This is of course our biggest tax dollar expense. There is every indication that more and more federal assistance is going to be available in this area.

Urban Renewal. This is a very controversial area of federal funding locally and to date we have not utilized the federal programs which fund up to two-thirds of program costs. But, regardless of whether we utilize federal funds or not, we have serious slum problems which must be constructively attacked.

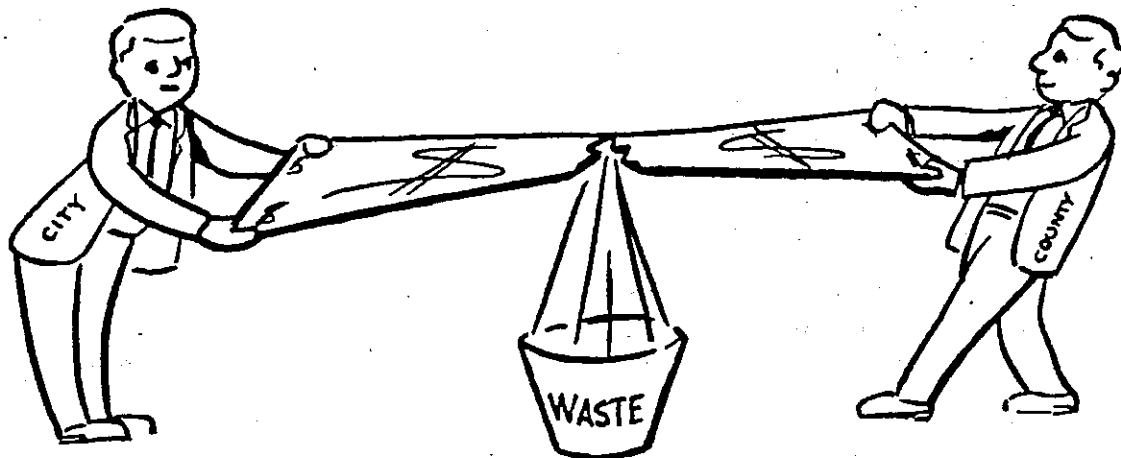
ECONOMY AND EFFICIENCY

The tax problem "solution" can be divided into four parts: 1) State Aid; 2) Federal Aid; 3) Local flexibility in revenue sources; 4) Economy and Efficiency. The first three have been discussed. The fourth, "economy and efficiency" are major goals which the new government structure is designed to effectively carry out. Costly duplications, loss of economies of scale and lack of professionalism have been characteristics of our local government in the past. We cannot continue to afford (if ever we could) government operated under anything less than optimum conditions. Our local government budgets in

Duval exceed \$180,000,000 annually. This type of expenditure cannot be trusted to happenstance and luck.

The complexity of modern day government is steadily increasing. In a democratic form of government it is imperative that the governmental structure be streamlined to assure maximum electorate understanding. The ability to pinpoint responsibility by the electorate is a key component in assuring economy and efficiency in the public domain.

Size itself calls for tighter controls and increased professionalism in operations. This is true whether the function be one of private business or government. The larger a business — invariably the tighter the controls and the greater the professionalism. As a business expands from the small shop of a boss and his immediate employees to a multi-layered corporate structure professional legal advisers, CPA's and increased management personnel accompany the change. The same is true of government; what is adequate for Lafayette or Liberty County, with under 3,000 people, is quite another story for a metropolitan area of a half million. In Duval we have not always matched our growth with the needed governmental improvements that the growth calls for. Throughout this report specific areas of needed and recommended professionalism are cited. These changes cannot help but result in greater efficiency and economy. The recommendations encompass proven techniques utilized elsewhere in areas that have had to face similar problems. The adage that there is "more than one way to skin a cat" is true. But, at the same time, there is usually a best way. There is no mystique to governmental operations. The world over is confronted with many of the same problems and accordingly trial and error, experience and extensive research have developed optimum ways to accomplish governmental tasks. No one likes to pay taxes and thus governments everywhere diligently pursue better ways to effect economy and efficiency in governmental operations. The Study Commission has attempted to capitalize on the accumulated bank of experience and



knowledge to provide a better governmental structure for our area.

The new structure is designed to stand the impact of future growth and to accommodate and keep abreast of governmental improvements as they develop. In the 1980's Duval's population may well reach one million people. It is not only important that we mend our errors of the past, but that we prepare for the future. Duval and her citizens should assume the role of pace-setters in the future and discard the lethargy of the past.

The chart on page 163 suggests some areas of government spending where almost immediate savings would be realized by the new government. Throughout the report other areas of economy and techniques of efficiency are cited in detail. We do not anticipate that the total cost of government will be less as our backlog of community needs are great, but we do feel we can positively state that the new structure will provide more for our tax dollars, a dollar's value for a dollar spent. Further, the Study Commission's recommendations are designed to make the responsibility for local government — financial and otherwise — one shared by all our citizens and not excessive to any one segment of the county's population.

The new government structure is built upon the idea that we, as the Citizens of Duval County, are united in a single geographic locale by common economic and cultural interests. Economically, we are interdependent on each other. Most of us earn our livelihoods from businesses that have been created and grown as a result of the economic activity centering around the core City of Jacksonville. Whether we live in downtown Jacksonville, Baldwin, Oceanway, the Beaches or Mandarin, our personal shopping is centered around Jacksonville businesses; few of us indeed never "go downtown."

Virtually our entire population is urban oriented. As noted earlier, less than one percent (5,000 people out of 525,000) live on farms and earn their livelihood therefrom. Ours is a youthful population compared to those of many other areas of the State and Nation. We are a continually growing population both from within and without. Despite a slowing in growth, we are still growing about 2.5% per year, or far in excess of the national average.

The cultural interlocking of our community speaks for itself. We have a public school system administered countywide. We all share in the activities of the Jacksonville Auditorium, Coliseum and sport facilities. We have our symphony, art museums, children's museum, zoo, libraries and churches which are truly countywide in their services and their patronage.

Geographically, we are a relatively large county, containing some 844 square miles of land and water.

The County is crisscrossed with converging roads. We are a highly mobile population, with a car for less than every three people. In a sense the geography of Duval County is the basis of our existence. Our location as the Gateway to Florida and easy access to other southern states is a major advantage. Our port facilities are of vast import. Our Naval installations, which are so vital a part of our economy, are here in part due to geographic location. Our beaches are a focal point of recreation and typify "Florida Living." This list of unifying common interests could be expanded manifold.

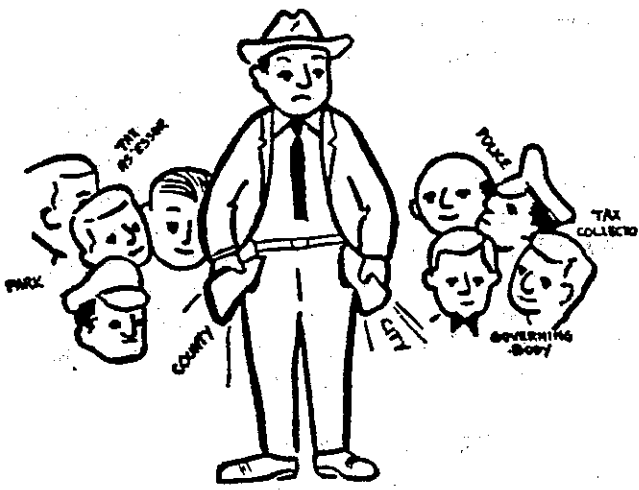
TAX DISTRICTS

The Study Commission has approached the new government structure with the philosophy that our countywide citizenry's common interests and similarities make it both desirable and necessary that a wide range of governmental services be provided countywide to the entire population. This belief presupposes a sharing in the financing of these services. Although most services will be rendered on a countywide basis obviously some services cannot be extended countywide. Water service, neighborhood drainage, sanitary sewers, neighborhood street lights are examples of services which benefit only those receiving them, and hence should not be paid for on a countywide basis. To separate these costs from costs that everyone should share, Urban Tax Districts have been created which will pay separately for specialized services.

At the outset the five existing municipalities will each constitute an Urban Tax District. Each municipality now provides a range of specialized services in varying degrees. In the immediate future, it will be desirable to extend these services to contiguous urban areas. As the services are extended, the applicable Urban Tax District will be enlarged accordingly. Actually, most of these specialized services are, or can be, supported by service charges. Water, for instance, is traditionally a revenue producing service. On a national basis sewer and garbage are becoming so, although the City of Jacksonville does not have service charges for either. However, county residents and residents of all three Beach communities are accustomed to paying service charges for sewer and garbage services. Ad valorem real estate millage in Urban Tax Districts will be quite nominal.

Those services which benefit everyone directly and indirectly are to be paid for uniformly on a countywide basis. County residents living outside municipalities will receive many needed services for the first time. Other services already received will be vastly improved. (See table for complete listing.)

What Will it Cost? A realignment of expenditures and revenues based on existing service



levels and expenditures (1966 budgets) shows the General Services tax rate would be about 28 mills, roughly comparable to what we now pay in County taxes. It is, of course, apparent that there will be areas of expenditure that will call for increased outlays when services are expanded countywide. On the other hand, the advent of increased professionalism in government, elimination of inefficient, costly duplication of effort, and a streamlined governmental structure will clearly achieve saving. It is impossible to fix an exact millage rate for the future. However, a major goal of the Study Commission's work was to assure a dollar's value for a dollar spent. Emphasis has been placed throughout the "Plan" for achieving increased efficiency and economy. (see exhibits page 163)

The realignment of governmental services into General and Urban tax entities makes the millage for Urban Tax Districts quite low. By realigning current expenditures, the millage rates, based on the "full value" county tax roll for the Urban Tax Districts, will be less than three mills for the three Beaches and Baldwin and about eight mills for Jacksonville. There should be little or no increase in these projected millage rates for the Urban Services Districts as they include expenditures for already existing services. Jacksonville's rate is higher than that of the other Urban Districts primarily because the City has not charged service charges for sewers and garbage, which the three Beaches have. (Baldwin, with a population of 1,272 in 1960, does not have a sewer system and pays for garbage service from slightly higher water rates. Baldwin's Urban Tax Millage will increase if it is provided with sewers without a service charge.) If service charges are applied in Jacksonville, the Urban Tax Rate would of course be considerably reduced. In the past the three Beaches have paid municipal taxes of from 6 to 7 mills plus their County Taxes. Baldwin has had a municipal millage of 14.5 while Jacksonville's is 23.5 mills plus County Taxes. Property assessment levels

have been lower than the County's "full value" roll, but even so, previous city dwellers will effect a net savings in ad valorem real estate taxes under the new government.

What Will Be The Countywide Services Paid For By Everyone?

- Airports
- Accounting
- Agricultural Agent
- Building Department Service
- Building Maintenance
- Central Services (Personnel, Purchasing, Legal Services, Voting Registrar, Motor Pool, Data Processing, Advertising and Promotion)

- Child Care
- Courts
- Electricity
- Engineering
- Fire Protection
- General Government
- Health
- Hospitals
- Libraries
- Medical Examiner
- Police Protection
- Port Operations
- Recreation & Parks
- Schools
- Streets & Highways
- Tax Assessing
- Tax Collecting
- Traffic Engineering
- Weights and Measures
- Welfare

Governmental Services Which Have Been Provided Only In Municipalities

- Building Code Enforcement
- Garbage Collection & Disposal
- Libraries
- Minimum Housing Standards Code Enforcement

Sanitary Sewers
Street Lights (very few outside municipalities)
Traffic Engineering
Water (limited extraterritorial provision by Jacksonville)
Weights and Measures

**Services Already Extended Countywide,
Which Are Presently Owned And Operated
By City of Jacksonville**

Airports
Auditorium, Baseball Parks, Coliseum, Gator Bowl, Zoo
Electric
Libraries
Radio Station WJAX

Presently Duplicated Services

Accounting
Building Inspectional Services
Building Maintenance
Engineering
Fire Protection
General Government
Prison Farms
Police Protection
Public Health
Recreation & Parks
Streets & Highways
(Signal Bureaus, Sign Shops)
Tax Assessing
Tax Collecting

**Services Presently Provided Outside
Municipalities But On Restricted Level
Compared To Needs And Services
Provided By Municipalities**

Drainage-storm sewers
(Street curb & Gutters)
Fire Protection
Police Protection
Public Health
Sidewalks
Street Cleaning
Zoning

**Services To Be Paid For
By Urban Tax Districts***

Sanitary Sewers
Storm Sewers
(Curb & Gutters)
Sidewalks
Street Lights
Garbage Collection & Disposal
Street Cleaning
Water

General Obligation Bonded Indebtedness [existing prior to creation of new government]

*Note that water is currently a revenue producing service and returns a "profit" margin. Sewer and garbage collection could also be made virtually self-sustaining by the use of service fees. Street curb and gutters and sidewalk installation are primarily paid for by assessments based on front footages of adjoining property. Thus in the future if service fees are utilized for financing garbage and sewer services the ad valorem taxes for Urban Tax District Services will be very nominal.

EXHIBIT—PARTIAL LISTING OF AREAS OF SAVINGS RESULTING FROM CONSOLIDATION

	(Estimated Rounded)
Elimination of County Commissioners—Savings in excess of (Appropriation \$348,679)	\$ 250,000
Elimination of Budget Commission (Appropriation \$49,989)	45,000
Supervisor of Registration Dept. (less elections shorter ballot) (Appropriation \$405,874)	100,000
County Civil Service Board (Elimination of Board Members salaries and attorney's salary) (Appropriation \$52,793)	25,000
County Prison Farm (to be transferred to City Farm) at least (Appropriation \$226,251)	25,000
County Probation & Parole Office (transferred to State office)—about (Appropriation \$60,078)	60,000
Jacksonville City Council—reconstituted in County Legislative body, at least (Elimination of salaries, attorneys fee, etc.) (Appropriation salaries \$48,520)	50,000
Secretary to Commission office—eliminated—at least (Appropriation \$65,886)	30,000
City Tax Assessor—eliminated—at least (Appropriation—regular budget \$202,904)	150,000

Beaches and Baldwin savings are not listed, but would also add additional savings.

These figures are by no means all inclusive but serve to illustrate just a few of the more obvious areas of savings. Savings in legal services, motor pool operations, purchasing, better budgetary practices, increased interest returns from idle fund investments, and a host of savings areas brought about by a more professionalized method of operation will add many hundreds of thousands to the savings column.

EXHIBIT—SOME AREAS OF PROBABLE INCREASED EXPENDITURES

Following is a list of governmental services that will probably require increased expenditures if the Study Commission recommendations are carried out and an optimum level of service is to be achieved. Without exception these increased expenditures are needed regardless of whether we consolidate or not. In a real sense it is the Study Commission's objective to provide a governmental organization that will have the latitude of authority to perform the services in an efficient manner at the lowest possible cost.

Sheriff's Dept. This Department is substantially understaffed for enforcement in the areas now outside the corporate limits. The Sheriff has a request in now for a considerable budget increase and pressure will continue for increased expenditures in this area in future years. Police personnel per 1000 population, outside the corporate limits, is

less than one whereas the national average is 1.8 policemen per 1000 population. Jacksonville is reasonably well-staffed having 2.13 policemen for 1000. The Jacksonville Department is still somewhat top-heavy with officers. Consolidation will provide better utilization of personnel and will in the long run save money. Abolishment of the Constables should result in some savings. In total the increased overall costs for law enforcement should be small while the total service to the community should be greatly improved.

Magistrates Court. These Courts will replace the Justice of the Peace Courts and Small Claims Court. Judges will be required to be attorneys. This upgrading will require better salaries and a more professionalized atmosphere for operation—thus pushing costs up somewhat. The Magistrate Courts will make nice branch courthouses in the County which in addition to a courtroom can be used for utility bill payments, license selling and field office facilities for operational departments of the government that work away from the central Court-house and City Hall.

Purchasing Department. This department will need to be considerably expanded to make it a professionalized department, however, although its own operational budget will climb it should be more than offset in savings achieved through a completely professional approach to purchasing (not to mention the increased public confidence it should engender).

Child Welfare Services. These services are poorly handled at present and will require increased expenditures to handle properly.

Law Department. Substantially increased budget to handle County functions — however, should result in considerable savings over the current method of retainer attorneys for a host of agencies with legal fees for services performed.

Health Department. Probably slight increase as County expenditure is very low—although Jacksonville expenditure is high. However, this is an increased expenditure that should be gradual and federal aid project funds can be expected to fill part of the need.

Dog Warden. Increased expenditure more than offset by increased fee collections.

Building Inspectional Services. Increased expenditure as County now has no building code —however will be completely offset by self-sustaining fee schedule.

Fire Protection. Increased expenditure to extend professional fire protection service to the County, however, should not be overwhelming increase and further, will more than pay for itself through reduced fire insurance rates.

Recreation & Parks. Increase here should be gradual to achieve optimum countywide service. Federal aid and State Funds can be expected to help out in the future.

Sanitary Sewers. Area of greatest need. Will require heavy expenditures, but with realistic sewer service charge and long term bond funding should be a self-sustaining program. Might even be a net savings in revenue available for general government by fees covering the more than \$1,550,000 annually now going towards sewers in Jacksonville. e.g. would shift the cost burden from ad valorem taxes to a service charge.

Drainage and Storm Sewers. Heavy expenditures needed. Should be tied to Street and High-

way improvements. Will probably call for general obligation bonds paid out of ad valorem taxes.

Water. Expenditures of some scope needed to extend government-owned water services to urban areas in the County. However, should be self-sustaining—possibly a small profit from water use charges.

Garbage and Street Cleaning. If service extended to urban areas "free," will require heavy expenditures, however, if covered by service charge should be partially self-sustaining (2/3 or more). For Jacksonville residents would again shift cost from ad valorem tax to service charge. People outside Jacksonville already pay for garbage service at a profit-making rate to privately-owned companies.

Planning Board. Severely under-financed. Will require increased expenditures, but will more than pay for itself through orderly planning resulting in direct savings in the future.

BONDED INDEBTEDNESS

There are two basic types of bonded indebtedness: Revenue and General Obligation. Revenue bonds are backed up by the pledging of specific revenue sources. Usually Revenue Bonds provide the money to create a new revenue source, which is then pledged as collateral for repayment of the bonds. The most notable example of this kind of bonded indebtedness is the funding of the Jacksonville electric complex. All production and transmission system expansions are financed by Revenue Bonds; the subsequent revenues produced from the sale of electricity is pledged for repayment of the bonds.

A major portion of the bonded indebtedness for all governmental entities in Duval is in Revenue Bonds. Revenue Bonds are not a liability against property owners. If the specific revenue source pledged for repayment of the bonds falls short the bondholders are the losers; the difference is not made up from property taxes. It might be noted that bond buyers of Revenue Bonds are extremely cautious and thus if there is a successful sale of a Revenue Bond issue it is almost a certainty that the revenue source pledged for repayment of the bonds is on firm footing.

General Obligation Bonds are backed up with the pledge of the entire taxing power of the issuing governmental entity. General Obligation Bonds are paid from ad valorem property taxes. The Florida Constitution requires a voter referendum before any General Obligation Bonds can be issued.

The 1934 Florida Constitutional Amendment, which permits Duval County to reorganize its governmental structure on a countywide basis and which the Study Commission recommends be utilized to implement the new government provides that: "Bonded and other indebtedness, existing at the time of the establishment of such municipality shall be enforceable only against property theretofore taxable therefor." This provision means that existing General Obligation bonded indebtedness must be paid off only by that portion of the County which originally issued the bonds. This safeguard prevents anyone from having to pay someone else's bonded indebtedness, which they might not have favored had they participated in the original referendum.

Actually the majority of general obligation bonded indebtedness is in connection with the school system and is already paid for on a countywide basis. None of the five municipalities have heavy General

Obligation bonded indebtedness. The City of Jacksonville has just over \$16,000,000 in general obligation bonded indebtedness outstanding. Over half of this amount, (\$9,000,000) was issued for building the new Jacksonville International Airport. The Airport Bond Covenant calls for the sale of Imeson Airport property once the new airport is in operation and the sale receipts go towards repayment of the nine million General Obligation Bonds. (Imeson has been appraised at \$6,000,000) Further, if the new airport takes in the revenues anticipated by financial consultants, airport revenues will be sufficient to meet remaining Airport General Obligation bonded indebtedness payments.

Jacksonville Beach has \$1,115,000 in General Obligation Bonds still outstanding. Neptune Beach has \$177,000; Atlantic Beach has \$270,000. Property owners in the Beaches Hospital District, which includes the three municipalities and the unincorporated Mayport area, are also paying off a \$250,000 hospital bond issue of which \$220,000 is still outstanding. Debt service on the hospital bonds is only \$8,000 annually, gradually increasing to \$17,000 in 1984 when the bond issue will be paid off. The major burden of the Beaches Hospital on ad valorem taxes on Beach residents is brought about from operating cost deficits, not bonded indebtedness repayment.

Existing General Obligation bonded indebtedness is not large and is so distributed that it will not work a hardship on the taxpayers of any of the abolished municipalities or special tax districts. It is true that there are a few facilities that will receive countywide usage under the new government, that were financed with General Obligation Bonds which must be repaid from property taxes by the freeholders originally authorizing the bond issue. However, these incidences are small in number and do not involve excessive amounts of money. Growing countywide community needs and various funding proposals by officeholders suggest that taxpayers' major concern should be tuned to insuring equitable financing in the future. Bonded indebtedness has its place in governmental financing, but interest rates must be minimized, and we should be cautious of saddling future generations with today's debt. The built-in advantages of a countywide government will help reduce interest rates in the future and will provide more flexible governmental program funding methods which should work towards keeping bonded indebtedness at a minimum.

EXHIBIT
City of Jacksonville
Annual Financial Report 1965

DEBT POSITION AT DECEMBER 31, 1965

GENERAL OBLIGATION BONDS:

General Improvement Bonds, Issue 1962:

Northside Waterfront Area 1,795,000.00

Southside Waterfront Area 1,570,000.00

Libraries 3,505,000.00

Airport General Improvement Bonds, Issue 1965 9,000,000.00 15,870,000.00

Refunding Issues as Allocated:

General Fund, Miscellaneous Improvements 160,000.00

General Fund, Waterworks Improvements 160,000.00

General Fund, Dock Improvements* 590,000.00 910,000.00

Total General Obligation Bonds 16,780,000.00

Less: Resources 1,004,000.00

NET GENERAL OBLIGATION BONDED DEBT 15,776,000.00

*These Facilities were sold to The Jacksonville Port Authority May 1, 1964.

REVENUE CERTIFICATES OR BONDS:

Electric Certificates (Less S/F of 13,310,026.00) 102,729,974.00

Water Certificates (Less S/F of 675,000.00) .00

Recreational Revenue Bonds (Net) 152,895.00

Municipal Parking Revenue Bonds (Less S/F of 385,260.00) 2,222,740.00

Utilities Tax Revenue Refunding Bonds (Less S/F of 1,423,347.00) 27,201,653.00

Waterfront Development Bonds (Net) 144,911.00

Auditorium Certificates, Issue 1959 (Net) 1,515,000.00

Gator Bowl Revenue Certificates (Net) 673,932.00

**Airport Revenue Bonds, Issue 1965 9,000,000.00 143,641,105.00

**The first Maturity on these Bonds is set for May 1970 after the New Jacksonville International Airport goes into operation.

TOTAL NET CITY DEBT 159,417,105.00

EXHIBIT BONDED INDEBTEDNESS

<u>Date of Bond issue Year of Final Pymt.</u>	<u>Amount of Original issue</u>	<u>Principal Outstanding 1966</u>	<u>Type of Bond</u>	<u>Purpose</u>
Baldwin				
11-1-48/78	75,000	51,000	Revenue	Waterworks Bonds
Atlantic Beach				
3-1-55/83	255,000	183,000	Revenue	Utility Bonds
4-1-58/88	300,000	275,000	General Obligation	Sewer Bonds
Neptune Beach				
9-1-56/86	225,000	183,000	General Obligation	Sewer and Water Bonds
3-1-63/93	250,000	240,000	Revenue	Sewer and Water Bonds
Jacksonville Beach				
1-1-54/84	920,000	790,000	Revenue	Utility Bonds (water, sewer, electric)
7-1-55/75	300,000	170,000	Revenue	Sewall Improvement Bonds
1-1-49/79	1,650,000	1,087,000	Revenue	Utility Bonds (water, sewer, electric)
1-1-58/88	1,485,000	1,370,000	Revenue	Utility Bonds (water, sewer, electric)
1-1-61/90	550,000	535,000	Revenue	Utility Bonds (water, sewer, electric)
7-1-64/93	2,250,000	2,170,000	General Obligation	Auditorium Complex
5-1-64/92	1,200,000	1,160,000	General Obligation	City Hall & parking
Duval County Beaches Public Hospital District				
1959/84	250,000	220,000	General Obligation	Beaches Hospital
Duval County Hospital Authority				
2-1-65/95	13,000,000	13,000,000	Revenue	Hospital expansion
Jacksonville Port Authority				
6-3-65/91	4,850,000	4,850,000	Revenue	Port expansion
7-1-66/96	15,700,000	15,700,000	General Obligation	Port expansion
Duval County				
7-1-55/70	8,000,000	3,174,000	General Obligation	Courthouse and Jail
1-1-63/83	4,500,000	4,175,000	General Obligation	Courthouse and Jail
Total		7,349,000	General Obligation	

Duval Board of Public Instruction

11-1-49/69	12,000,000	2,779,000	General Obligation	
4-1-61/81	} 85,000,000	10,300,000	General Obligation	
4-1-61/81		9,200,000	General Obligation	
4-1-61/81		10,000,000	General Obligation	
9-1-38/68		30,000	4,000	General Obligation	Old District # 2
9-1-38/68	33,000	6,000	General Obligation	Old District # 4
9-1-38/68	60,000	6,000	General Obligation	Old District # 5
11-1-38/68	150,000	18,000	General Obligation	Old District #10

Duval Board of Public Instruction

6-1-54/75	7,010,000	3,680,000	} Paid by State
6-1-55/76	2,485,000	1,455,000	
6-1-56/77	1,500,000	745,000	
6-1-58/79	2,550,000	1,855,000	
6-1-59/80	1,200,000	960,000	
6-1-60/81	1,000,000	815,000	
6-1-61/82	900,000	775,000	
6-1-63/82	1,725,000	1,665,000	
6-1-64/82	900,000	900,000	
Total		<u>12,850,000</u>	

Summary

Total Countywide General Obligation Bonded Indebtedness Outstanding

Hospital Authority	\$13,000,000
Port Authority	15,700,000
County	7,349,000
Board of Public Instruction	32,313,000
	<u>\$68,362,000</u>

Jacksonville

General Obligation ..	16,780,000	
Revenue	143,641,105	(less sinking funds)

Atlantic Beach

General Obligation ..\$	275,000
Revenue	\$ 183,000

Jacksonville Beach

General Obligation ..\$	1,160,000
Revenue	\$ 6,122,000

Baldwin

Revenue	\$ 51,000
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Beaches Hospital District

General Obligation ..\$	220,000
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Neptune Beach

General Obligation ..\$	183,000
Revenue	\$ 240,000

Port Authority

Revenue	\$ 4,850,000
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APPENDIX — A

CONSTITUTION OF THE STATE OF FLORIDA

Article VIII

Section 9.

Legislative power over city of Jacksonville and Duval County,—

The Legislature shall have power to establish, alter or abolish, a Municipal corporation to be known as the City of Jacksonville, extending territorially throughout the present limits of Duval County, in the place of any or all county, district, municipal and local governments, boards, bodies and officers, constitutional or statutory, legislative, executive, judicial, or administrative, and shall prescribe the jurisdiction, powers, duties and functions of such municipal corporation, its legislative, executive, judicial and administrative departments and its boards, bodies and officers; to divide the territory included in such municipality into subordinate districts, and to prescribe a just and reasonable system of taxation for such municipality and districts; and to fix the liability of such municipality and districts. Bonded and other indebtedness, existing at the time of the establishment of such municipality, shall be enforceable only against property theretofore taxable therefor. The Legislature shall, from time to time, determine what portion of said municipality is a rural area, and a homestead in such rural area shall not be limited as if in a city or town. Such municipality may exercise all powers of a municipal corporation and shall also be recognized as one of the legal political divisions of the State with the duties and obligations of a county and shall be entitled to all the powers, rights and privileges, including representation in the State Legislature, which would accrue to it if it were a county. All property of Duval County and of the municipalities in said county shall vest in such municipal corporation when established as herein provided. The offices of Clerk of the Circuit Court and Sheriff shall not be abolished but the Legislature may prescribe the time when, and the method by which, such offices shall be filled and the compensation to be paid to such officers and may vest in them additional powers and duties. No county office shall be abolished or consolidated with another office without making provision for the performance of all State duties now or hereafter prescribed by law to be performed by such county officer. Nothing contained herein shall affect Section 20 of Article III of the Constitution of the State of Florida, except as to such provisions therein as relate to regulating the jurisdiction and duties of any class of officers, to summoning and impanelling grand and petit jurors, to assessing and collecting taxes for county purposes and to regulating the fees and compensation of county officers. No law authorizing the establishing or abolishing of such Municipal corporation pursuant to this Section, shall become operative or effective until approved by a majority of the qualified electors participating in an election held in said County, but so long as such Municipal corporation exists under this Section the Legislature may amend or extend the law authorizing the same without referendum to the qualified voters unless the Legislative act providing for such amendment or extension shall provide for such referendum.

History.—Added. S.J.R. 113, 1933; adopted 1934

APPENDIX B — ESTIMATED COST OF AN NEXING SIX AREAS JUNE 1966
 (Office of the City Engineer — Jacksonville)

*For illustrative purposes only. Data prepared by the City at the request of the Study Commission. The six "annex zones" used for computing the estimates are those voted on in 1964. The six zones include a major portion of the unorganized population of the County. The estimates are rough and should be regarded in that light. This Chart is not part of the Study Commission's recommendations.

TITLE	PRESENT CITY		AREA 1		AREA 2		AREA 3		AREA 4						
	1964 Budget	Cost Per Capita	16.52 Sq. MI. Pop. 27,452	Opera- tion	Equip- ment	17.85 Sq. MI. Pop. 49,243	Opera- tion	Equip- ment	19.68 Sq. MI. Pop. 32,518	Opera- tion	Equip- ment	19.46 Sq. MI. Pop. 24,141	Opera- tion	Equip- ment	Capital Imp.
GENERAL GOVERNMENT	13,822,539	67.76	68,000	68,000	68,000	68,000	68,000	68,000	68,000	68,000	68,000	68,000	68,000	68,000	68,000
INTEREST & SINKING FUND	13,818,017	68.74													
CAPITAL IMPROVEMENTS	885,000	4.40													
POLICE DEPARTMENT	3,400,334	16.91	178,483	334,459	50,450	334,459	231,371	33,356	177,838	34,907	24,141	34,907	177,838	34,907	80,000
FIRE DEPARTMENT	3,280,984	16.32	239,780	214,700	90,000	140,000	107,350	49,000	239,780	93,000	93,000	239,780	93,000	93,000	80,000
STREET CLEANING	988,408	4.92													
GARBAGE COLLECTION	1,071,047	5.33	372,016	281,414	908,298	1,839,783	386,054	871,191	1,373,025	239,834	283,119	1,103,727	239,834	283,119	1,103,727
GARBAGE DISPOSAL	381,739	1.90													
HIGHWAY DEPARTMENT	2,319,799	11.54	10,868	13,390	1,000,000	1,000,000	16,839	13,394	1,000,000	13,378	10,838	1,000,000	13,378	10,838	1,000,000
DRAINAGE	946,348	4.71	30,250	29,300	14,936,000	3,985,900	49,040	29,800	24,517,000	30,080	29,300	24,517,000	30,080	29,300	24,517,000
SANITARY SEWER DEPARTMENT			40,895	61,429	102,060	154,440	55,941	80,380	90,380	53,829	86,000	90,380	53,829	86,000	90,380
STREET LIGHTING			469,810	761,500	3,977,500	7,223,230	744,920	8,373,000	467,130	117,839	5,188,379	467,130	117,839	5,188,379	467,130
WATER DISTRIBUTION			123,884	221,583	144,708	144,708	144,708	144,708	144,708	144,708	144,708	144,708	144,708	144,708	144,708
RECREATION DEPARTMENT	672,000	3.24													
TOTALS	\$41,380,185	\$203.87	\$1,454,317	\$3,238,006	\$815,171	\$44,967,873	\$1,750,514	\$677,944	\$38,023,965	\$1,407,333	\$480,913	\$38,023,965	\$1,407,333	\$480,913	\$38,023,965
PER CAPITA			\$52.97	\$18.79	\$910.31	\$45.45	\$116.35	\$33.83	\$17.75	\$1,107.82	\$33.84	\$18.40	\$1,107.82	\$33.84	\$18.40

TITLE	AREA 5		AREA 6		TOTAL AREA TO BE ADDED		METROPOLITAN CITY								
	Opera- tion	Equip- ment	Opera- tion	Equip- ment	Opera- tion	Equip- ment	Opera- tion	Equip- ment							
GENERAL GOVERNMENT	68,000	68,000	68,000	408,000	408,000	14,030,539	13,818,017	14,030,539	13,818,017						
INTEREST & SINKING FUND															
CAPITAL IMPROVEMENTS															
POLICE DEPARTMENT	243,908	36,770	152,574	23,000	1,306,324	197,359	4,708,858	1,306,324	197,359						
FIRE DEPARTMENT	214,700	90,000	214,700	90,000	1,251,010	501,000	4,511,974	1,251,010	501,000						
STREET CLEANING	239,634	253,119	356,053	371,181	1,983,807	2,004,805	7,388,638	1,983,807	2,004,805						
GARBAGE COLLECTION	30,127	68,456	26,912	91,831	180,763	512,780	150,763	150,763	512,780						
GARBAGE DISPOSAL	13,441	10,860	13,441	17,343	84,912	89,787	2,408,711	84,912	89,787						
HIGHWAY DEPARTMENT															
DRAINAGE	27,740	25,800	42,380	41,100	210,200	202,800	1,156,548	210,200	202,800						
SANITARY SEWER DEPARTMENT	38,554	415,350	96,930	4,613,000	232,625	635,130	262,625	232,625	635,130						
STREET LIGHTING	415,350	118,210	659,300	7,311,300	3,517,000	3,517,000	3,517,000	3,517,000	3,517,000						
WATER DISTRIBUTION	118,210		863,678	1,069,403	1,069,403	2,281,402	2,281,402	1,069,403	2,281,402						
RECREATION DEPARTMENT															
TOTALS	\$1,399,965	\$484,935	\$19,677,036	\$33,638,196	\$10,708,245	\$3,508,241	\$32,084,430	\$194,278,693	\$3,508,241						
PER CAPITA	\$53.28	\$18.46	\$749.06	\$18.07	\$54.43	\$17.83	\$397.56	\$134.00	\$54.43	\$17.83	\$397.56	\$134.00	\$54.43	\$17.83	\$397.56

LOCAL GOVERNMENT STUDY COMMISSION BILL

SB 1502

A bill to be entitled

An act to establish a local government study commission in Duval County, Florida, to study the structures, functions and operations of all governmental units and bodies located within the said county, including the county government, municipal governments, public bodies corporate, and all offices, agencies, commissions, boards, authorities and other subdivisions thereof; to determine the need, if any, for consolidation, separation, addition, removal or other revision of such structures, functions and operations; to determine whether tax savings can be made and whether efficiency can be gained through such revision of such local governmental structures, functions and operations; to provide that said commission may draft a plan or plans for any solution of problems disclosed as a result of such study and submit the same to the members of the Florida legislature from Duval County; to designate the members of such commission and to provide a method of filling vacancies; to provide for the organizations and term of such commission, prescribing its duties and powers; to provide for appropriations from Duval County and the City of Jacksonville for the payment of the cost of operation of such commission; providing an effective date.

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

Section 1. There is hereby created in Duval County a commission to study the structures, functions and operations of all governmental units and bodies located within the said county, including the county government, the municipal governments, public bodies corporate, and all offices, agencies, commissions, boards, authorities and other subdivisions thereof. Such commission shall be known as the "local government study commission of Duval county," and shall be hereinafter referred to as the commission.

Section 2. The commission shall conduct research and study to determine the need, if any, for the consolidation, separation, addition, removal, or other revision of the aforementioned local governmental structures, functions and operations, and to determine whether tax savings can be made and whether efficiency can be gained through revision of such structures, functions and operations.

Section 3. It shall be the further function and duty of the commission to draft a plan or plans for the solution of any problem disclosed as a result of such research and study, which it deems to be feasible, desirable and economical, and to submit such plan or plans to the members of the Florida legislature from Duval county.

Section 4. The commission shall be composed of the following named fifty (50) citizens of Duval County, of whom the first seventeen (17) named shall constitute the

executive committee. The actual work of the commission shall be done at the direction of the executive committee under rules adopted and approved by the commission:

Executive Committee

1. James B. Lumpkins, Chairman
2. Guy W. Botts
3. Jacob F. Bryan, III
4. Edward R. Burr
5. Kenneth A. Friedman
6. Walt H. Freeman
7. W. E. Grissett
8. Wayne K. Hazen
9. Mrs. Joyce B. Jeffreys
10. Prime F. Osborne
11. Gert H. W. Schmidt
12. Dr. J. Irving E. Scott
13. Dr. Robert H. Spiro
14. M. E. Sweet
15. Mrs. Robert F. Travis
16. Brad Tredinnick
17. Claude J. Yates

Additional members of committee

18. Hugh Abernethy
19. C. A. Alexander
20. William O. Birchfield, Jr.
21. Aaron Block
22. A. Sidney Broward
23. Mrs. Richard C. Crabb, Jr.
24. J. J. Daniel
25. Don E. Davidson
26. Aaron Davis
27. Don Davis
28. Charles G. Dedmon
29. Van Fletcher, Sr.
30. Theodore Flynn
31. Nelson M. Harris, Jr.
32. Howard Hill
33. William K. Jackson
34. Earl M. Johnson

36. Dr. Harlan Johnston
37. George D. Lesesne, Jr.
38. Robert D. Davis
39. Jack W. Lucas
40. Franklin Reinstine, Jr.
41. James C. Rinaman, Jr.
42. Franklin G. Russell
43. Dr. W. W. Schell, Jr.
44. Mrs. Isadore Singleton
45. Ivan H. Smith
46. Charles D. Towers, Jr.
47. W. A. Verlander
48. Carolyn Vernier
49. Charles Webb
50. George H. Weiland

In the event a vacancy occurs in the membership of the commission, whether caused by death, resignation or otherwise, such vacancy shall be filled for the unexpired term, and the governor of Florida may appoint the successor to such vacancy. The commission shall appoint an advisory committee composed of representatives of the following organizations and of such other persons as the committee shall deem appropriate:

1. Jacksonville Bar Association
2. Jacksonville Area Chamber of Commerce
3. Duval County Medical Society
4. League of Women Voters
5. Jacksonville Ministerial Alliance
6. Junior Chamber of Commerce
7. Junior League of Jacksonville, Inc.
8. Federation of Womens Clubs
9. Jacksonville Board of Realtors
10. Urban League
11. NAACP
12. Civic Round Table
13. Duval County Taxpayers Association
14. Garden Club of Jacksonville
15. Trade Unions
16. Industrial Unions
17. Jacksonville City Council
18. Jacksonville City Commission
19. Duval County Commission
20. Duval Delegation
21. Duval County Employees
22. Jacksonville City Employees
23. City of Atlantic Beach
24. City of Neptune Beach
25. City of Jacksonville Beach

27. Such other organizations as the commission may determine.

The advisory committee or sub-committees thereof shall, upon request of the commission, advise and consult with the commission on various aspects of the plan or plans formulated by the commission.

Section 5. The commission as hereinabove constituted shall meet and organize on or before October 1, 1965, and shall elect a chairman from the members of the executive committee. Until such time as a permanent chairman has been elected, Mr. James B. Lumpkins shall serve as temporary chairman of the executive committee. The plan or plans resulting from the commission's research and study shall, when signed by a majority of the commission, be filed with the members of the Florida legislature from Duval County on or before March 1, 1967. The commission shall dissolve and all terms of membership thereon shall terminate on April 1, 1969, or at such earlier date as the commission may by resolution determine that its purpose has been fulfilled. The commission shall provide for the preparation of a reasonable number of copies of its plan or plans for use by all governmental agencies affected thereby and other interested parties.

Section 6. In making its study, the commission is authorized to call upon the state of Florida or any of its agencies or institutions for any aid or assistance which can be rendered it and to call upon the various departments and subdivisions of Duval county and the municipalities therein for assistance. The commission may make such investigations, conduct such hearings, and employ such special, technical, clerical, and legal assistance as may be necessary to assemble the required data and information upon which to base its opinions, to analyze the same, and to draft a plan or plans for the commission. The commission is authorized to enter into contracts with persons or agencies for providing any or all of the data and information required in carrying out the purpose of the commission.

Section 7. It is hereby found, determined and declared that the creation of the commission and the carrying out of its purposes is in all respects for the benefit of the people of Duval county, the city of Jacksonville, Florida, and the other municipalities located in Duval county, and is for a proper purpose, and that the commission will be performing an essential and governmental function in the exercise of the powers conferred upon it by this act. This act, being for the welfare of the citizens of Duval county, the city of Jacksonville, and the other municipalities located in Duval county, shall be liberally construed to effect the purposes thereof.

Section 8. The expenses of said commission shall be borne by Duval county, and the city of Jacksonville and there shall be appropriated out of the funds of said county the sum of twenty thousand dollars (\$20,000.00) and out of the funds of said city, the sum of twenty thousand dollars (\$20,000.00) for the purpose of carrying out the objects of this act. The aforesaid sums shall be paid over to the commission by said county and city upon the request of the commission, but only after the sum of twenty thousand dollars (\$20,000.00) has been received by the commission prior to January 1, 1966, from donors other than said county and city for the purposes set forth in this act. Such funds shall be administered and expended by the commission in furtherance of this act and shall be accounted for in the same manner as other public funds.

Section 9. All laws or parts of law in conflict with this act are hereby repealed.

Section 10. This act shall become effective immediately upon becoming a law.

TASK FORCE MEMBERSHIP AND ASSIGNMENTS

TASK FORCE ONE

Members

James C. Rinaman, Jr., Chairman

John Corse	Gert H. W. Schmidt
Mrs. Paul E. Hayes	Ivan H. Smith
Mrs. Joyce B. Jeffreys	Mrs. Robert P. Smith, Jr.
Jack W. Lucas	Mrs. Robert F. Travis
Allen L. Poucher	George H. Weiland

Area of Study

Airports	Port
Electric Utility	Radio Station
Library Service	Streets and Highways—Drainage
	Water and Sewers

TASK FORCE TWO

Members

Dr. Harlan Johnston, Chairman

Dr. Robert M. Blackburn	Mrs. E. Ross Harris
Jacob F. Bryan III	Dr. W. W. Schell, Jr.
Edward R. Burr	Dr. Robert H. Spiro
Don Davis	Rep. George B. Stallings, Jr.
Dr. John Fisher	Mrs. Lyle Vernier
Van Fletcher, Sr.	Mrs. C. J. Williams, III

Area of Study

Agricultural Agent	Garbage
Child Care	Health
Juvenile Shelter	Hospitals
Parental Homes	Recreation
Fire Protection	Schools

TASK FORCE THREE

Members

Kenneth A. Friedman, Chairman

Hugh Abernethy	Jewell A. Davis
William O. Birchfield, Jr.	George R. Fisher
C. A. Alexander	William K. Jackson
A. Sidney Broward	George D. Lesesne, Jr.
Frank Brownnett	William H. Milton, Jr.
Don E. Davidson	James Mooney
	George W. Simons, Jr.

Area of Study

Building Inspection	Property Maintenance
Civil Service	Purchasing
Motor Vehicles—Garages	Tax Assessing
Planning	Tax Collecting

TASK FORCE FOUR

Members

W. E. Grissett, Jr., Chairman

Aaron Block	Wayne K. Hazen
Guy W. Botts	Earl M. Johnson
Clyde C. Cannon	Franklin Reinstine, Jr.
Mrs. Richard C. Crabb, Jr.	Charles D. Towers, Jr.
Nelson M. Harris, Jr.	William Watson, Jr.

Area of Study

Courts	Public Defender
Law Enforcement	State's Attorney
Legal Services	Veterans' Office
Probation and Parole Office	Weights and Measures

TASK FORCE FIVE

Members

M. E. Sweet, Chairman

Marvin L. Boos	Prime F. Osborn
Aaron Davis	Mrs. Isadore Singleton
Walt H. Freeman	Percy M. Smith
Theodore Flynn	Brad Tredinnick
James B. Lumpkins	Claude J. Yates
Wilford Lyon	

Area of Study

Budgeting	Fund Custody
Budget Commission	Finances

TASK FORCE SIX

Members

J. J. Daniel, Chairman

I. H. Burney, II	Earl M. Johnson
John Corse	Dr. Harlan Johnston
Kenneth A. Friedman	Justin C. Montgomery
Robert W. Gordon	James C. Rinaman, Jr.
W. E. Grissett, Jr.	M. E. Sweet
	John Weldon

Area of Study

Organizational Structure	County
Authorities	Municipalities
	Special Districts

Questionnaire sent to all city and county operating agencies. Questionnaires were followed up by extensive personal interviews with departmental heads and key personnel.

**LOCAL GOVERNMENT STUDY COMMISSION
of Duval County**

927 American Heritage Building Telephone 355-3224

1. Name of your agency
Is head of agency elected or appointed?
When established
2. Give legal basis for your agency.
Describe your powers.
3. Describe your agency function.
 - a) — Do you deal directly with the Public?
 - b) With what other agencies does your agency primarily deal?
 - c) List all functions carried out by your agency
4. Describe your agency structure—operating organization—line of authority. (Send copy of organization chart, if you have one.)
5. Describe any powers that your agency does not now have that constitute a handicap in the performance of your functions.
6. Describe any major changes in structure or function which have occurred in your agency during its existence. What was the reason for these changes?
7. Do you perform services for other governmental agencies? Describe.
How is your agency compensated for interagency services?
8. Are any of your agency services provided by joint administration of City, County, State or Federal government contributions? Describe:
9. Is there any arrangement either formal or informal for cooperation with City or County agencies with similar functions as yours? Describe:
10. Have there been any outside professional studies or inter-departmental reports made on a particular phase or function of your agency operation in the past ten years? If so, list and describe:
Where can we see or obtain a copy? (Send if available)
11. How is the agency financed?
 - a) Does your agency collect any fees, rents or revenues?
 - b) If yes, describe:
12. How is your budget prepared?
 - a) Who reviews it?
 - b) Who approves it?
 - c) Please give total departmental budget for each of last ten years:
1966
1965
1964
1963
1962
1961
1960
1959
1958
1957
13. Are Capital Improvements part of your regular budget on a continuing basis?
14. Do you have a priority listing for future Capital Improvements?
15. Do you feel you have sufficient operating funds to fulfill your agency functions?
16. Describe any share of the budget process that you feel is

nduly restrictive (if any) on the operation of your agency.

17. What is the total number of employees currently in your agency?
List names and titles of top personnel (dept. heads, etc.)

18. Please give total number of employees for each of the last ten years.
1966
1965
1964
1963
1962
1961
1960
1959
1958
1957

19. What merit system do your agency-employees come under?
a) Do you utilize any continuing employees that are not covered by the merit system?
If so, who are they and the reason for not being covered?

20. Do you find the merit system has shortcomings in recruiting or promotional opportunities as far as your agency is concerned? If so, describe.

21. When was the last time your job descriptions were reviewed for accuracy? How often is this done?

22. Do you have a formal in-service training program? Describe.

23. Describe your purchasing procedure
a) Are there supplies or services you buy on contract for directly?
b) Who prepares specifications for items you need on a bid basis?

24. List any services performed for your agency on a continuing contract basis by private industry:
Were these negotiated contracts or sealed bid?

25. Do you have a formal plan for future needs and expansion?

26. Can you suggest any structural improvements that you feel the Study Commission should look into?
Please send us any descriptive literature, reports, budgets, charts or other material that would assist us in our work.
Can you recommend one or two professional reference sources which best describe the function of your agency?

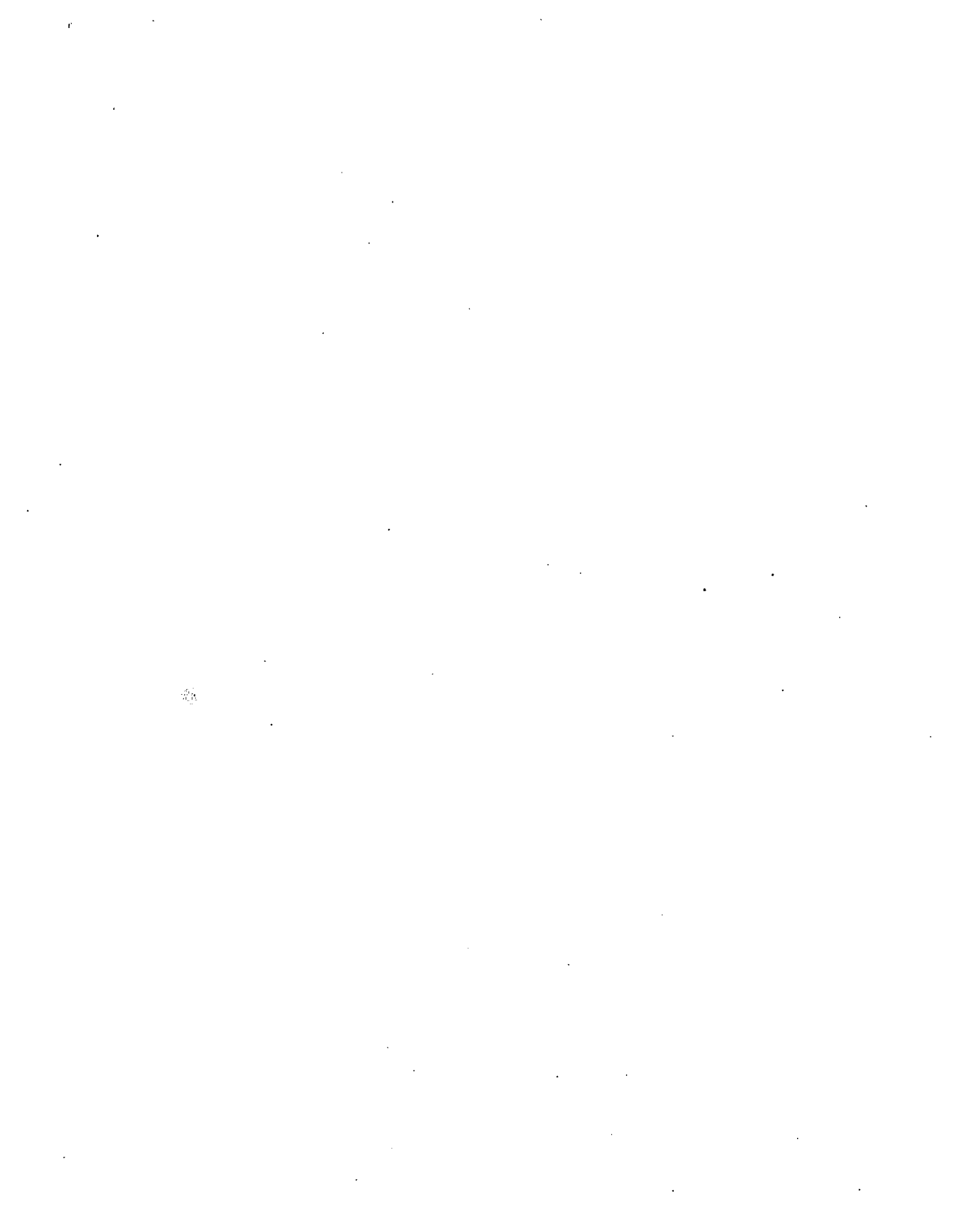


TABLE OF EXHIBITS AND APPENDICES

	Page Number
Present City of Jacksonville Organizational Chart	11
Present Duval County Organizational Chart	13
Extension of City Limits by Annexation (Map)	16
Population Characteristics by County Census Divisions (Map)	18
Letter — Nashville-Davidson County Chamber of Commerce	21
Population Growth in Jacksonville and Duval County 1900-1960	22
Population Growth in Jacksonville and Duval County 1900-1964 (bar chart)	22
Population Estimates and Projections 1965-1980	22
Population Distribution Duval County 1940-1960	22
Percentage of Population Increase by Decade 1900-1960	23
Percentage of Population Growth Increase 1900-1960 (line graph)	23
Council Appointees and Confirmations	25
Letter from Chairman Florida Probation and Parole Commission	36
Listing of Reduction of Independent Policy Setting Bodies	38
Listing of Reduction of Elected Officials	39
Listing of Presently Elected County Officials	40
Listing of Presently Elected Municipal Officials	40
Listing of Officials to be Elected in New Government	40
Map — Council Districts and Census Tracts	42
Council Districts Population Characteristics	43
School Board and Magistrate Districts Population Characteristics	44
Perimeter Boundary Descriptions of Council Districts	44
Map — Council Districts	45
Map — School Board and Magistrate Districts	47
Organizational Chart of New Government	55
Motor Vehicle Accounting and Reporting Guidelines — Federal General Services Administration	68
City of Jacksonville Governmental Revenues 1957-1966 (Line Chart)	74
City of Jacksonville Millage 1957-1966 (line chart)	74
Growth of City of Jacksonville Budget 1940-1966 (bar chart)	80
Growth of City of Jacksonville Budget 1940-1966 (line chart)	80
Selected Service Expenditures City of Jacksonville 1940-1966 (line chart)	81
Commentary and Figures on Jacksonville Budget	81
Capital Improvement Requests	81
Transfers	81
Total Budget Requests	82
Per Capita Cost Comparisons	82

TABLE OF EXHIBITS AND APPENDICES — (Continued)

	Page Number
Selected Service Expenditures City of Jacksonville 1957, 1966	83
Selected Service Expenditures Duval County 1957, 1966	84
Curriculum Vitae Thomas R. Hood, M.D. M.P.H.	88
Excerpt Health Consultants Report (Summary of Recommendations)	89
Information Chart Duval Law Enforcement Agencies	104
Comparative Data on Municipal Police Departments	104
Fire Insurance Rates — Duval County	107
Fire Protection Expenditures 1940-1966 (Bar Chart)	107
Comparative Data on Municipal Fire Departments	108
Electrical and Plumbing Inspection Departments Expenditures 1940-1966 (Bar Chart)	110
Revenues and Expenditures Associated with Building Permits and Inspection Fees Duval County and Municipalities	111
Summary of Revenues and Expenditures Associated with Building Permits and Inspection Fees Duval County and Municipalities	112
Recreation and Park Revenues (Ten Year Comparison 1955-1965)	118
Recreation and Park Expenditures (Ten Year Comparison 1955-1965)	119
Comparative Data Library Service Levels in Florida	121
Jacksonville City Charter Radio Station WJAX Sale Enabling Section	123
Condensed Financial Statement WJAX 1956-1965	123
Illustrative Exhibit of Projection of Possible Revenue from Garbage Service Charge	132
Public Refuse Services (Duval Municipalities)	132
Airport Revenues and Expenditures 1956-1965	147
Comparative Data Municipal Electric Systems	151
Rezoning Requests City of Jacksonville and Duval County 1961-1965	152
Tax Revenue by Type of Tax and Level of Government: 1962 (Bar Chart)	154
Percent of General Revenue of State and Local Governments Received from Major Sources in Selected Years 1902-1962 (Bar Chart)	155
City of Jacksonville and Duval County Budgets 1940-1966 (Bar Chart)	156
What will be the Countywide Services Paid for by Everyone	161
Governmental Services Which Have Been Provided Only in Municipalities	161
Services Already Extended Countywide Which are Presently Owned and Operated by City of Jacksonville	162
Presently Duplicated Services	162

TABLE OF EXHIBITS AND APPENDICES — (Continued)

	Page Number
Services Presently Provided Outside Municipalities but on Restricted Level Compared to Needs and Services Provided by Municipalities	162
Services to be paid for by Urban Tax Districts	162
Partial Listing of Area of Savings Resulting from Consolidation	163
Some Areas of Probable Increased Expenditures	163
Listing of Bonded Indebtedness	166-168
1934 Constitutional Amendment	169
Projected Annexation Costs	170
Local Government Study Commission Bill	171
Task Force Membership and Assignments	173
Questionnaire	174

SPECIAL NOTE

During the past fifteen months the staff of the Study Commission has accumulated vast amounts of resource materials. These records are open to the public and may be seen at the Study Commission Office 927 American Heritage Life Building. In addition to resource materials the Study Commission staff has done some detailed analyses on taxes and expenditures for urban services. These are lengthy and complex, dealing almost exclusively in figures. It was felt there would be little advantage to publishing them in the report. However, for the interested citizen they are also available. Special staff papers have been done on "Home Rule" and the "Historical Background of Duval County." We invite you to visit our office.