



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

October 10, 2013

MEETING SCHEDULE

9:00-9:15 **Welcome**

Recap of Oct. 3rd Meeting

Lori Boyer, Chair

9:15-10:15 **Panel Discussion: Beaches & Baldwin**

9:15-9:30

BaldwinStan Totman, Mayor

9:30-9:45

Neptune BeachHarriet Pruette, Mayor & Jim Jarboe, City Manager

9:45-10:00

Atlantic BeachJim Hanson, City Manager

10:00-10:15

Jacksonville BeachGeorge Forbes, City Manager

10:15-11:30 **Panel Discussion: Neighborhoods & Areas of Jacksonville**

North/West Side.....Alton Yates

Riverside/AvondaleCarmen Godwin

Rural Areas

Springfield.....

Downtown

ArlingtonSteve Matchett

Mandarin.....

11:30-11:45 **Presentation: Neighborhood Bill of Rights**

Eric Smith, Attorney, Maddox Horne Law Firm

11:45-12:00 **Presentation: Community Planning Advisory Committee**

Suzanne Jenkins,

12:05 **Adjourn**

Next meeting – Thursday, October 17, 2013, 9 a.m. – City Council Chamber

Baldwin & Beach Communities

1. What have been the positive consequences of consolidation for your area of Jacksonville?
2. From your perspective, what have been the downsides of consolidation for your area of Jacksonville?
 - a. How can those be overcome?
3. Were any promises made to residents in your area of Jacksonville as part of consolidation that have still not been kept?
4. As a resident, have you had any experience requesting a service, participating in a City run program, or visiting a City facility where we should make a change? Please explain.
5. Are there aspects of your city's Interlocal Agreement that need to be revisited?
6. Does your city use any of the COJ's central service type activities (IT, fleet, building maintenance, HR, procurement, legal, etc.)?
 - a. If the City of Jacksonville's services were competitively priced and of equivalent quality, would your city benefit from using the COJ's central services?
7. Please briefly explain your city's relationship with the Jacksonville Sheriff's Office, Jacksonville Fire & Rescue, Parks Department, and Public Works.

Neighborhoods

2. What have been the positive consequences of consolidation for your area of Jacksonville?
3. From your perspective, what have been the downsides of consolidation for your area of Jacksonville?
 - a. How can those be overcome?
4. Were any promises made to residents in your area of Jacksonville as part of consolidation that have still not been kept?
5. As a resident, have you had any experience requesting a service, participating in a City run program, or visiting a City facility where we should make a change? Please explain.
6. Have you heard of the neighborhood bill of rights?
7. Does your neighborhood participate in a CPAC? How would you evaluate its effectiveness? What do you think is the role of a CPAC?

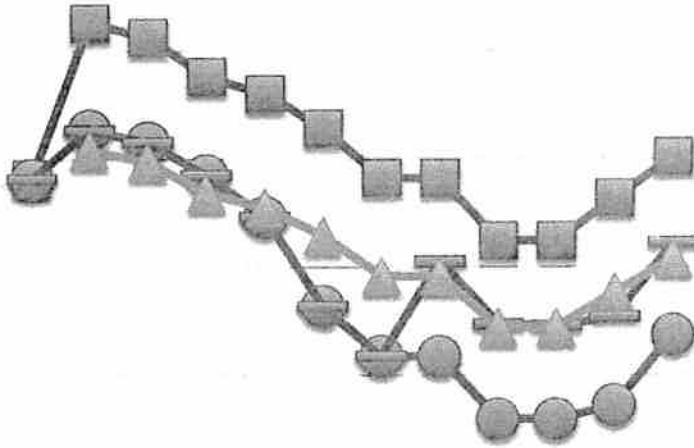
OFFICE OF THE PROPERTY APPRAISER
DUVAL COUNTY, FLORIDA

2013 FINAL MILLAGES

DISTRICT	SCHOOLS OPERATION BONDS	GOVERNMENT OPERATION BONDS	URBAN SERVICE DISTRICTS OPERATION BONDS	WATER MANAGEMENT DISTRICT	FLORIDA INLAND NAVIGATION	2013 FINAL MILLAGES
GENERAL SERVICES (TOTAL) (EXC BEACHES/BALDWIN)	7.3880 7.3880	11.4419 11.4419	0.0000 0.0000	0.3283	0.0345	19.1927
USD1 'OLD CITY OF JAX' (TOTAL)	7.3880 7.3880	11.4419 11.4419	0.0000 0.0000	0.3283	0.0345	19.1927
USD2: JAX BEACH (TOTAL)	7.3880 7.3880	8.1512 8.1512	4.0947 4.0947	0.3283	0.0345	19.9967
USD3: ATLANTIC BEACH (TOTAL)	7.3880 7.3880	8.1512 8.1512	3.3285 3.3285	0.3283	0.0345	19.2305
USD4: NEPTUNE BEACH (TOTAL)	7.3880 7.3880	8.1512 8.1512	3.3756 3.3756	0.3283	0.0345	19.2776
USD5: TOWN OF BALDWIN (TOTAL)	7.3880 7.3880	9.6312 9.6312	3.1556 3.1556	0.3283	0.0345	20.5376

Beaches & Baldwin Millage Rate Chart

Fiscal Year	Jacksonville Millage Rate	Beaches Millage Rate	Baldwin Millage	Millage Rate if 18.8% Maintained	Difference b/n Actual & 18.8% (In Mills)	Beaches Differential	Baldwin Differential
FY1979	9.635	9.635	9.635			0.0%	0.0%
FY1980	12.5259	10.5447	10.5447	10.1710	0.3737	18.8%	18.8%
FY1985	12.2567	10.317	10.317	9.9524	0.3646	18.8%	18.8%
FY1990	11.5317	9.7068	9.7068	9.3637	0.3431	18.8%	18.8%
FY1995	11.2158	8.9251	8.9251	9.1072	-0.1821	18.8%	25.7%
FY2000	10.5723	7.2816	7.2816	8.5847	-1.3031	45.2%	45.2%
FY2005	9.65	6.3593	6.3593	7.8358	-1.4765	51.7%	51.7%
FY2006	9.64	6.3493	8.1145	7.8277	-1.4784	51.8%	18.8%
FY2007	8.4841	5.1934	6.9448	6.8891	-1.6957	63.4%	22.2%
FY2008	8.4841	5.1934	6.9206	6.8891	-1.6957	63.4%	22.6%
FY2009	9.2727	5.448	7.0792	7.5294	-2.0814	70.2%	31.0%
FY2010	10.0353	6.7446	8.4472	8.1487	-1.4041	48.8%	18.8%



OFFICE OF THE COUNCIL AUDITOR
Suite 200, St. James Building



October 17, 2011

Councilman Reginald Brown
Jacksonville City Council District 10
117 West Duval Street
City Hall Suite 425
Jacksonville, Florida 32202

Dear Councilman Brown,

In response to your request, my office has researched and analyzed the facts and circumstances relating to the taxing of and the provision of services to citizens living in the Town of Baldwin and the Cities of Atlantic Beach, Jacksonville Beach, and Neptune Beach as they relate to ongoing relationships and agreements between the City of Jacksonville and the Town of Baldwin and the Cities of Atlantic Beach, Jacksonville Beach, and Neptune Beach. We are providing this letter in accordance with Ordinance Code Section 102.102. This letter does not represent an audit or attestation conducted pursuant to Government Auditing Standards.

You requested that we assess whether the interlocal agreements are equitable and whether property owners in the entire county are all paying their fair share. Specifically, you asked the following:

- (1) whether the City of Jacksonville should terminate existing interlocal agreements and relationships with the Town of Baldwin, and the cities of Jacksonville Beach, Atlantic Beach, and Neptune Beach, and negotiate new agreements,
- (2) whether current reductions in millage assessments to the citizens of Baldwin, Jacksonville Beach, Atlantic Beach, and Neptune Beach continue to be justified and supported by existing facts and circumstances or whether those reductions should be reduced, increased or eliminated
- (3) whether current services provided to the citizens of Baldwin, Jacksonville Beach, Atlantic Beach, and Neptune Beach at little or no cost, should be continued to be provided, provided at a reduced cost, or provided at an increased cost, and
- (4) whether any of the described communities are providing services to citizens of the City of Jacksonville, and whether the costs of those services are equitably administered and collected.

Methodology

The review and analysis of the interlocal agreements could be performed in many different ways. Whether they were perceived as fair or unfair at the time, the parties approved the agreements. Thus, the agreements were deemed acceptable at the time they were signed. Therefore, we decided to concentrate our review and analysis primarily on the changes that have taken place since the agreements were signed, as well as any apparent inconsistencies or inequities. We did not analyze and did not include in our analysis, parts of the agreement that are no longer relevant, for example past one-time payments or capital projects constructed pursuant to the

agreements. We consider these to be sunk costs that have no impact on current or future revenues and expenditures. Also, we did not analyze and include parts of the agreement where revenues and taxes received from the Federal and State governments are simply distributed among the five cities in the county based upon each city's percentage of the county population. These include Community Development Block Grant funds, sales taxes, local option gas taxes, etc. We provide a very brief background to explain the origin of the interlocal agreements, summarize the relevant interlocal agreement provisions, and discuss our review and analysis of the present day interlocal agreement terms. We briefly discuss situations where various municipal taxes are used to fund countywide functions. In our conclusion, we answer the questions that have been posed to us.

Background

Although county consolidation was approved by Duval County voters in 1968, the municipalities of Atlantic Beach, Jacksonville Beach, Neptune Beach, and Baldwin voted to maintain their separate governments. Operating as separate communities, they have their own municipal taxing authority which they use to provide their own municipal services. In addition, they pay a county ad valorem tax to Jacksonville, which provides them with county services. In 1979 these municipalities sued Jacksonville over county taxes and services. As a result, in 1982, Jacksonville and the four municipalities executed an interlocal agreement to settle the issues. In 1993, Atlantic Beach filed suit against Jacksonville alleging that Jacksonville had breached the 1982 interlocal agreement. As a result, amendments to the 1982 agreement were executed with Atlantic Beach in 1995, Jacksonville Beach in 1996, and Neptune Beach in 1998. No amendment was executed with Baldwin.

Summary of Relevant Interlocal Agreement Provisions

1982 Interlocal Agreement with Baldwin, Atlantic Beach, Jacksonville Beach, & Neptune Beach

In 1982, the City of Jacksonville entered into an interlocal agreement with the Town of Baldwin and the Cities of Atlantic Beach, Jacksonville Beach, and Neptune Beach. The parties agreed to the following:

- The parties agreed to the governmental services which were county public functions to be provided by the City of Jacksonville from the levy of county taxes and other revenues derived by the City of Jacksonville acting as a county government. These included Property Appraiser, Tax Collector, Supervisor of Elections, Courts, Hospitals, Port Authority, Transportation Authority, Libraries, Agriculture, Health (except for nuisance control and abatement), Rescue, Animal Control, Human Resources, Sports Complex and Auditorium, Construction Trades Board, Public Housing, Jails and Prisons, Sheriff (except police operations), County Road Construction and Maintenance, Traffic Engineering on County Roads, Recreation-Regional and Countywide Recreational Facilities, and Sanitary Landfill.
- The parties agreed that the Town of Baldwin and the Cities of Atlantic Beach, Jacksonville Beach, and Neptune Beach would have the right to deposit their garbage and refuse in the City of Jacksonville's sanitary landfill operation free of charge.
- The parties agreed to maintain at least an 18.8% differential between the General Service District millage levy in the Cities and the General Service District millage levy for the

remainder of the county. (At the time the agreement was signed, there was an 18.8% differential. The GSD millage levy in Baldwin and the Beaches was 10.5219 and the GSD millage levy for the remainder of the county was 12.5067.)

Baldwin

Baldwin did not execute an amendment to the interlocal agreement during the 1990s so the 1982 agreement between Baldwin and Jacksonville remains in place. The only significant changes that have occurred have to do with the provision of police patrols and fire service. In March 2006, Jacksonville took over police patrols in Baldwin. Although Jacksonville did not charge Baldwin a fee for taking over police patrols (which are not a county function under the 1982 agreement), we noted that Jacksonville returned to the 18.8% millage differential the following year, after 11 years of larger millage differentials. On October 1, 2008, Jacksonville began staffing the Baldwin fire station on a reimbursement basis. In 2010, the agreement for staffing of the fire station was changed to an annual fee based on average Jacksonville firefighter salaries and benefits with an annual CPI adjustment.

Atlantic Beach

In 1995, Jacksonville and Atlantic Beach executed an amendment to the 1982 interlocal agreement. In this agreement, Jacksonville agreed to continue to provide the services required under the 1982 agreement, but also agreed to the following changes.

- To replace the millage rate differential of 18.8% with a millage rate differential of 3.2907 mills. Jacksonville agreed to first set the GSD rate in Jacksonville and then reduce it by the amount provided in the following schedule:

<u>Fiscal Year</u>	<u>Millage Rate Reduction</u>
1995/96	2.2907
1996/97	2.7907
1997/98	3.0407
1998/99 and thereafter	3.2907

- Free use of Jacksonville's landfill would not apply to new, non-residential waste generators located within Atlantic Beach.
- If, at any time in the future, Jacksonville imposes uniform solid waste processing and disposal fees against residential premises, free use of Jacksonville's landfill would terminate.
- Jacksonville agreed to pay Atlantic Beach an amount equal to Atlantic Beach's FY 1995/96 budget (\$130,635) for personnel and operating expenses for lifeguards and the cleanup of trash and litter on the beach. Thereafter, Jacksonville agreed to pay costs reasonably necessary for Jacksonville Beach to provide lifeguards and beach cleanup, but capped at 3% over the amount paid the previous year. In addition, Jacksonville agreed to pay capital outlay costs reasonably necessary for Atlantic Beach to provide lifeguard services, not to exceed \$9,000 per year.
- Atlantic Beach agreed to provide fire suppression response service to Neptune Beach in exchange for an annual payment from Jacksonville of \$150,000 (with a 3% annual

inflator). In further consideration of this \$150,000 annual payment, Atlantic Beach agreed to provide police patrol and response service to the northeastern corner of Jacksonville adjacent to Atlantic Beach.

Pursuant to an agreement approved in Resolution 98-1006-A, the City of Jacksonville agreed to provide fire service to Atlantic Beach and Neptune Beach. Atlantic Beach agreed to pay Jacksonville \$677,804 per year for the service plus a three percent annual inflator. Interestingly enough, the agreement did not include language canceling the required \$150,000 annual payment from Jacksonville to Atlantic Beach for providing fire service to Neptune Beach. Therefore, this payment is still made.

Jacksonville Beach

In 1996, Jacksonville and Jacksonville Beach executed an amendment to the 1982 interlocal agreement. In this agreement, Jacksonville agreed to continue to provide the services required under the 1982 agreement, but also agreed to the following changes.

- The parties agreed to replace the millage rate differential of 18.8% with a millage rate differential of 3.2907 mills. Jacksonville agreed to first set the GSD rate in Jacksonville and then reduce it by the amount provided in the following schedule:

<u>Fiscal Year</u>	<u>Millage Rate Reduction</u>
1995/96	2.2907
1996/97	2.7907
1997/98	3.0407
1998/99 and thereafter	3.2907

- Jacksonville agreed to loan Jacksonville Beach \$4,000,000 for capital improvements to be repaid by reducing the millage rate differential in the above schedule over a period of ten years. The loan (plus issuance costs) has been repaid with interest.
- Jacksonville agreed to pay Jacksonville Beach an amount equal to Jacksonville Beach's FY 1995/96 budget (\$445,768) for personnel and operating expenses for lifeguards and the cleanup of trash and litter on the beach. Thereafter, Jacksonville agreed to pay costs reasonably necessary for Jacksonville Beach to provide lifeguards and beach cleanup, but capped at 3% over the amount paid the previous year.

Neptune Beach

In 1998, Jacksonville and Neptune Beach executed an amendment to the 1982 interlocal agreement. In this agreement, Jacksonville agreed to continue to provide the services required under the 1982 agreement, but also agreed to the following changes.

- The parties agreed to replace the millage rate differential of 18.8% with a millage rate differential of 3.2907 mills. Jacksonville agreed to first set the GSD rate in Jacksonville and then reduce it by the amount provided in the following schedule:

<u>Fiscal Year</u>	<u>Millage Rate Reduction</u>
1995/96	2.2907
1996/97	2.7907
1997/98	3.0407
1998/99 and thereafter	3.2907

- If, at any time in the future, Jacksonville imposes uniform solid waste processing and disposal fees against residential premises, free use of Jacksonville's landfill would terminate.
- Jacksonville agreed to pay Neptune Beach an amount equal to Neptune Beach's FY 1997/98 budget for personnel and operating expenses for lifeguards and the cleanup of trash and litter on the beach, not to exceed \$129,941. Thereafter, Jacksonville agreed to pay costs reasonably necessary for Neptune Beach to provide lifeguards and beach cleanup, but capped at 3% over the amount paid the previous year.
- Beginning in FY 1997/98, Jacksonville agreed to pay Neptune Beach \$20,000 per year (increased by 3% annually) to provide certain right of way maintenance (mowing, weed control, trash removal, unpaved shoulder repair, maintenance of surface drainage ditches, maintenance of existing sidewalks, fencing, and landscaping) on Penman Road from Atlantic Boulevard to Seagate Avenue and on Florida Boulevard from Atlantic Boulevard to Penman Road. Florida Boulevard and Penman Road are county roads which are maintained by Jacksonville, except for these specific road sections.

Review and Analysis of Interlocal Agreement Terms (Present Day)

Free Use of the Landfill by the Beaches and Baldwin

For Fiscal Year 2010/11, Jacksonville was budgeted to pay \$1,528,606 of landfill tipping fees for the Beaches and Baldwin. Each year, Jacksonville budgets these tipping fees as a general fund non-departmental expense and transfers the money to the Solid Waste fund. A significant change affecting free use of the landfill occurred when the City of Jacksonville enacted Ordinances 2009-865-E and 2010-446-E in which the City elected both to utilize the uniform method of collecting residential solid waste assessments and impose residential solid waste assessments. These solid waste assessments first appeared on the 2010 ad valorem tax bills. This is significant because both the 1995 agreement with Atlantic Beach and the 1998 agreement with Neptune Beach contain language terminating free use of the landfill if and when Jacksonville imposes uniform solid waste processing and disposal fees against residential premises. For Fiscal Year 2010/11, the City of Jacksonville budgeted \$418,791 to pay landfill tipping fees for Atlantic Beach and \$258,609 to pay landfill tipping fees for Neptune Beach. Payment of landfill tipping fees for Atlantic Beach and Neptune Beach is no longer warranted and should be discontinued in accordance with the interlocal agreements. Jacksonville Beach and Baldwin will continue to receive free use of the landfill until such time as it is negotiated out of their respective interlocal agreements.

Contract Fire Protection

We noted three issues involving contract fire protection that are in need of revision. They all relate to Jacksonville's provision of fire service to Atlantic and Neptune Beaches. Refer to Exhibit 1 (Fire Service Diagram).

First, Neptune Beach receives fire service for free whereas Jacksonville, Jacksonville Beach, Atlantic Beach, and Baldwin each have their own fire department or pay for fire service. There is no rationale for Neptune Beach to receive its fire service for free. This is an inequity between Neptune Beach and the other municipalities in the county.

Second, the payment process for the fire service Jacksonville provides to Atlantic and Neptune Beaches is convoluted. Atlantic Beach pays Jacksonville to provide its fire service. At the same time, Jacksonville pays Atlantic Beach for providing fire service to Neptune Beach. However, Atlantic Beach contracted Neptune Beach's fire service out to Jacksonville. Therefore, Jacksonville pays Atlantic Beach for providing fire service to Neptune Beach, even though Jacksonville actually provides the service.

The third issue is that the cost of providing fire service for Atlantic Beach has grown at a faster rate than the 3% inflation factor allowed for in the agreement. For fiscal year 2009/10, Jacksonville received revenue from Atlantic Beach of \$920,021 (This is the \$677,804 amount from the original fire service agreement increased by 3% per year.) and paid Atlantic Beach \$226,887 (\$150,000 as increased at 3% per year) resulting in net revenue of \$693,134. Per Jacksonville Fire Rescue, the FY 2009/10 cost of providing the fire service for Atlantic and Neptune Beaches was \$1,143,188, so Jacksonville is effectively subsidizing fire service at Atlantic and Neptune Beaches in the amount of \$450,054. (This is the direct subsidy and does not include any allocation of City of Jacksonville overhead.)

The agreement to provide fire service to Baldwin was recently amended per Ordinance 2010-855-E and utilizes an annual CPI adjustment. Over time, this agreement may result in Jacksonville subsidizing Baldwin's fire service, if Jacksonville's cost of providing the service escalates faster than the consumer price index. However, the ordinance authorizing the agreement calls for the City of Jacksonville to review the agreement every three years and states that the agreement may be terminated by either party with one year's written notice.

Lifeguards and Beach Cleanup

Since the agreement amendments were signed in the late 1990s, there have been no significant changes involving lifeguard services or beach cleanup. The amount paid by Jacksonville has increased three percent per year in accordance with the agreements. In Fiscal Year 2010/11, Jacksonville is budgeted to pay \$597,368 to Jacksonville Beach, \$195,410 to Atlantic Beach, and \$190,824 to Neptune Beach for a total of \$983,602 for lifeguards and beach cleanup.

We found that the Beaches spend more on lifeguards and beach cleanup than they receive from Jacksonville. In FY 2009/10, Jacksonville Beach spent \$755,115.40 and received \$579,968 from Jacksonville; Atlantic Beach spent \$205,116 and received \$189,980 from Jacksonville; and Neptune Beach spent \$207,907 and received \$185,265 from Jacksonville.

One might ask why Jacksonville provides approximately one million dollars per year for lifeguards and beach cleanup at the Atlantic, Jacksonville, and Neptune Beaches. There are probably many answers, but an argument has been made that the beaches are a countywide recreational facility and thus a county public function pursuant to the 1982 agreement.

Value of the Millage Differential

In the 1982 interlocal agreement, the parties agreed on which governmental services were county public functions to be provided by the City of Jacksonville from the levy of county taxes and other revenues derived by the City of Jacksonville acting as a county government. To analyze the fairness of the tax rate, one could determine the cost of the services provided to each municipality and compare it to the revenue received from each municipality. In theory, they should equal. To cost out the portion of these revenues and expenses attributable to a specific geographic area is difficult to say the least. This was attempted during the nineties, prior to executing the interlocal agreement amendments. Although the parties came to agreement on many if not most revenue and expense allocations, there were significant areas on which they never agreed. Rather than attempt what never succeeded in the past, we opted to look at what has changed since the agreement amendments were approved. We performed a comparative analysis of the county ad valorem tax millage rates levied on each municipality from the time the interlocal agreements were signed through 2011. In doing so, we made two significant observations.

1. The change in the millage levy methodology from a millage differential percentage (18.8% pursuant to the 1982 agreement) to a millage differential of a specific number of mills (3.2907 mills pursuant to the amendments signed in the 1990s) increased the millage differential percentage between the beaches and the City of Jacksonville considerably. The 18.8% differential between the General Service District millage levy in Baldwin and the Beaches and the General Service District millage levy for the remainder of the county was maintained from 1981 through 1995. In 1998, the first year of the full 3.2907 differential, the millage differential percentage was 43.2%. This is significant in that it is more than double the percentage in the 1982 agreement. The City of Jacksonville then reduced its millage rate each year from 1996 through 2009, which caused the millage differential percentage to increase above 43.2%. In 2008, the differential percentage rose to 63.4% when Jacksonville's millage rate was 8.4841 and the GSD rate assessed on the Beaches was 5.1934. Then in 2009, the rolled back rates were imposed pursuant to state law after the Mayor's veto of the City Council's proposed millage rates. This caused the differential percentage to increase further. The resulting differential of 3.8247 mills represented a differential percentage of 70.2%. In 2010, the differential percentage dropped to 48.8% when Jacksonville approved millage rates with the differential calculated strictly in accordance with the interlocal agreements. Note however that the millage differential was still 5.6% higher than in the first year of the full 3.2907 mill differential. (Refer to Exhibit 2 to see the millage differential for all years.)

In 1982, an 18.8% differential was viewed as the appropriate millage discount for the Beaches (based on the fact that the parties signed the interlocal agreement). In the mid to late nineties, a differential of 43.2% was viewed as the appropriate discount as that was the differential resulting from the amended agreements, signed by Jacksonville and the

Beaches. If a 43.2% differential was appropriate, it seems that a 50% or 60% differential would not be appropriate and would indicate that City of Jacksonville residents have subsidized the residents of the Beaches by the difference between the 43.2% and the 50% or 60%. Conversely, if the City of Jacksonville had raised its millage rate for many years rather than lower its millage rate, the differential percentage would have gone the other way causing the Beaches residents to subsidize Jacksonville residents. It appears that the use of a set millage differential is not a fair method for determining municipal millage rates. Because millage rates usually go up or down each year, this method will almost always be unfair to one side or the other. We recommend a return to a percentage differential.

2. Jacksonville did not levy as high a millage rate on Baldwin as it could have levied, from 1995 through 2005 and from 2007 through 2009. If it had, Baldwin property owners would have paid an additional \$638,811 in county ad valorem taxes, which would have gone into Jacksonville's general fund. (Refer to Exhibit 3) From 1995 through 2005, the millage rate levied on Baldwin was the same as that levied on the Beaches, even though Baldwin never executed an interlocal agreement amendment and still operates under the 1982 agreement. From 2007 through 2009, the county millage rate levied on Baldwin was higher than that levied at the Beaches, with a differential from the Jacksonville rate ranging from 22% to 31%, but still considerably more than the 18.8% differential called for in the interlocal agreement. In the interest of Jacksonville taxpayers, we recommend that the City of Jacksonville levy the rate calculated pursuant to the interlocal agreement.

Penman Road and Florida Boulevard Maintenance

As previously discussed, the interlocal agreement requires Jacksonville to make an annual payment to Neptune Beach for maintaining parts of Penman Road and Florida Boulevard. There have been no changes related to this interlocal provision since this payment was initiated in FY 1997/98. Jacksonville's payment to Neptune Beach started out at \$20,000 per year and has increased to \$29,370 in Fiscal Year 2010/11 due to the three percent annual inflator.

Jacksonville receives no accounting for how these funds are used. Jacksonville should require an annual accounting of the use of the funds and limit payments to the actual amount of Neptune Beach's expenditures.

Discussion of Additional Funding Provided by the City of Jacksonville Which Benefits County Public Functions

As noted earlier, the Port Authority and the Transportation Authority were included within the list of County Public Functions in the 1982 interlocal agreement. The City of Jacksonville provides substantial funding for both the Port Authority and the Transportation Authority.

Each year since 1968, the City of Jacksonville has provided the Jacksonville Port Authority (JPA) with funding for port capital. Jacksonville has issued bonds for port expansion and provides cash funding which JPA uses for capital projects. Jacksonville, Baldwin, and the Beaches all receive telecommunications taxes. Jacksonville uses these taxes to subsidize JPA.

Baldwin and the Beaches utilize their respective shares of these taxes within their respective municipalities. In fiscal year 2009/10, the cash funding provided by the City of Jacksonville for JPA totaled \$8,163,002. In addition, Jacksonville paid debt service of \$4,900,975 on bonds issued for JPA. This amounts to a contribution of \$12,990,139 for FY 2009/10.

Jacksonville has provided subsidies for the Jacksonville Transportation Authority (JTA) since the early seventies. These subsidies have grown substantially since passage of the 2000 Better Jacksonville Plan. Jacksonville, Baldwin, and the Beaches all receive Better Jacksonville Plan sales taxes as well as local option and constitutional gas taxes. Jacksonville uses these taxes to subsidize the JTA. Baldwin and the Beaches utilize their respective shares of these taxes within their respective municipalities. In fiscal year 2009/10, the funding provided by the City of Jacksonville for JTA totaled \$99,981,214.

As the Port Authority and the Transportation Authority are considered to be county public functions, Jacksonville's financial support of these entities benefits all residents of Duval County.

Conclusion

In conclusion, we will attempt to answer the questions that you posed to us.

Overall Question - Are the interlocal agreements equitable and are property owners in the entire county all paying their fair share?

Answer – It appears that there are inequities in the agreements which could be improved upon. The largest inequity is due to the change from a percentage millage differential to a differential of a fixed number of mills. We calculated the value of these differentials based on the actual percentage millage differentials versus the 43.2% millage differential in 1998, the first year of the full 3.2907 fixed millage differential. The value of this inequity ranged from a low of \$71,777 in FY 1999/00 to a high of \$5,047,053 in FY 2009/10. The total of these differentials for the 12 year period from FY 1999/00 through FY 2010/11 is estimated at \$20,540,807. (Refer to Exhibit 4)

In addition, Jacksonville is effectively subsidizing the cost of fire service for Atlantic and Neptune Beaches by spending more to provide the service than it is receiving in revenue. For Fiscal Year 2009/10, the fire service subsidy was \$450,054.

Question #1 - Should the City of Jacksonville terminate existing interlocal agreements and relationships with the Town of Baldwin, and the cities of Jacksonville Beach, Atlantic Beach, and Neptune Beach, and negotiate new agreements?

Answer - This is a policy decision to be made by elected officials.

Question #2 - Are current reductions in millage assessments to the citizens of Baldwin, Jacksonville Beach, Atlantic Beach, and Neptune Beach justified and supported by existing facts and circumstances or should those reductions be reduced, increased or eliminated?

Answer - The current millage reduction formula between Jacksonville and the Beaches is flawed and will almost always be unfair to one side or the other. The millage differential should be a fixed percentage, not a fixed number of mills. As previously discussed, if a millage differential of 43.2% was considered fair when it was implemented, then a millage differential of 50% or 60% is not fair. (Refer to Exhibit 2)

Question #3 - Should current services provided to the citizens of Baldwin, Jacksonville Beach, Atlantic Beach, and Neptune Beach at little or no cost, be continued to be provided, provided at a reduced cost, or provided at an increased cost?

Answer -

- A. Pursuant to the interlocal agreements, free use of the landfill should be discontinued immediately for Atlantic and Neptune Beaches. Jacksonville should negotiate the elimination of free use of the landfill by Baldwin and Jacksonville Beach in any future interlocal agreement amendments.
- B. The fire service agreement between Jacksonville and Atlantic Beach should be revised to make sure that Jacksonville recoups its cost of providing the service (similar to the recent Baldwin agreement). The revised agreement should be a three party agreement which includes Neptune Beach and requires Neptune Beach to pay for its fire service. The agreement should be based on average Jacksonville firefighter salaries and benefits, include an annual CPI inflation factor, require the City of Jacksonville to review the agreement every three years, and allow termination by either party with one year's written notice. The reason that this and all similar service agreements should have a definite review process is to limit the difference between the actual cost of providing the service and the revenue received for providing the service. Long-term agreements have a tendency to become unfair to one side or the other due to differences between the actual increase in the cost of providing the service and the inflation factor used.
- C. In consideration of the funds paid to Neptune Beach for maintenance of Penman Road and Florida Boulevard, Jacksonville should require an annual accounting for the use of the funds and limit payment to the actual amount of Neptune Beach's expenditures.

Question #4 - Are any of the described communities providing services to citizens of the City of Jacksonville, and are the costs of those services equitably administered and collected?

Answer - As previously discussed, the Beaches provide beach cleanup and lifeguard service. Although Jacksonville provides significant funding for these services, the Beaches provide partial funding and actually perform the functions. The beaches are available for use by everyone.

Atlantic Beach provides police patrol and response service to the northeastern corner of Jacksonville adjacent to Atlantic Beach. Per the interlocal agreement, this is in further consideration of the annual payment from Jacksonville to Atlantic Beach for providing fire

service to Neptune Beach. (As previously discussed, Jacksonville now provides fire service for Neptune Beach.) Although JSO confirmed that Atlantic Beach police do respond to calls in Duval County, JSO stated that it has sufficient assets in the area to respond to all Duval County calls.

Recap of Recommendations

1. The set millage differential between Jacksonville and the Beaches should be replaced with a percentage millage differential.
2. The City of Jacksonville should levy the highest millage rate allowed pursuant to the interlocal agreements.
3. Free use of the landfill should be discontinued immediately for Atlantic and Neptune Beaches pursuant to the interlocal agreements.
4. Jacksonville should negotiate the elimination of free use of the landfill by Baldwin and Jacksonville Beach in any future interlocal agreement amendments.
5. The fire service agreement between Jacksonville and Atlantic Beach should be revised to make sure that Jacksonville recoups its average cost of providing the service (similar to the recent Baldwin agreement). The revised agreement should be a three party agreement which includes Neptune Beach and requires Neptune Beach to pay for its fire service. The agreement should include an annual CPI inflation factor, require the City of Jacksonville to review the agreement every three years and allow termination by either party with one year's written notice.
6. In consideration of the funds paid to Neptune Beach for maintenance of Penman Road and Florida Boulevard, Jacksonville should require an annual accounting for the use of the funds and limit payment to the actual amount of Neptune Beach's expenditures.

Sincerely,



Kirk A. Sherman, C.P.A.
Council Auditor

cc: Council Vice-President Bill Bishop

EXHIBIT 1
Fire Service Diagram

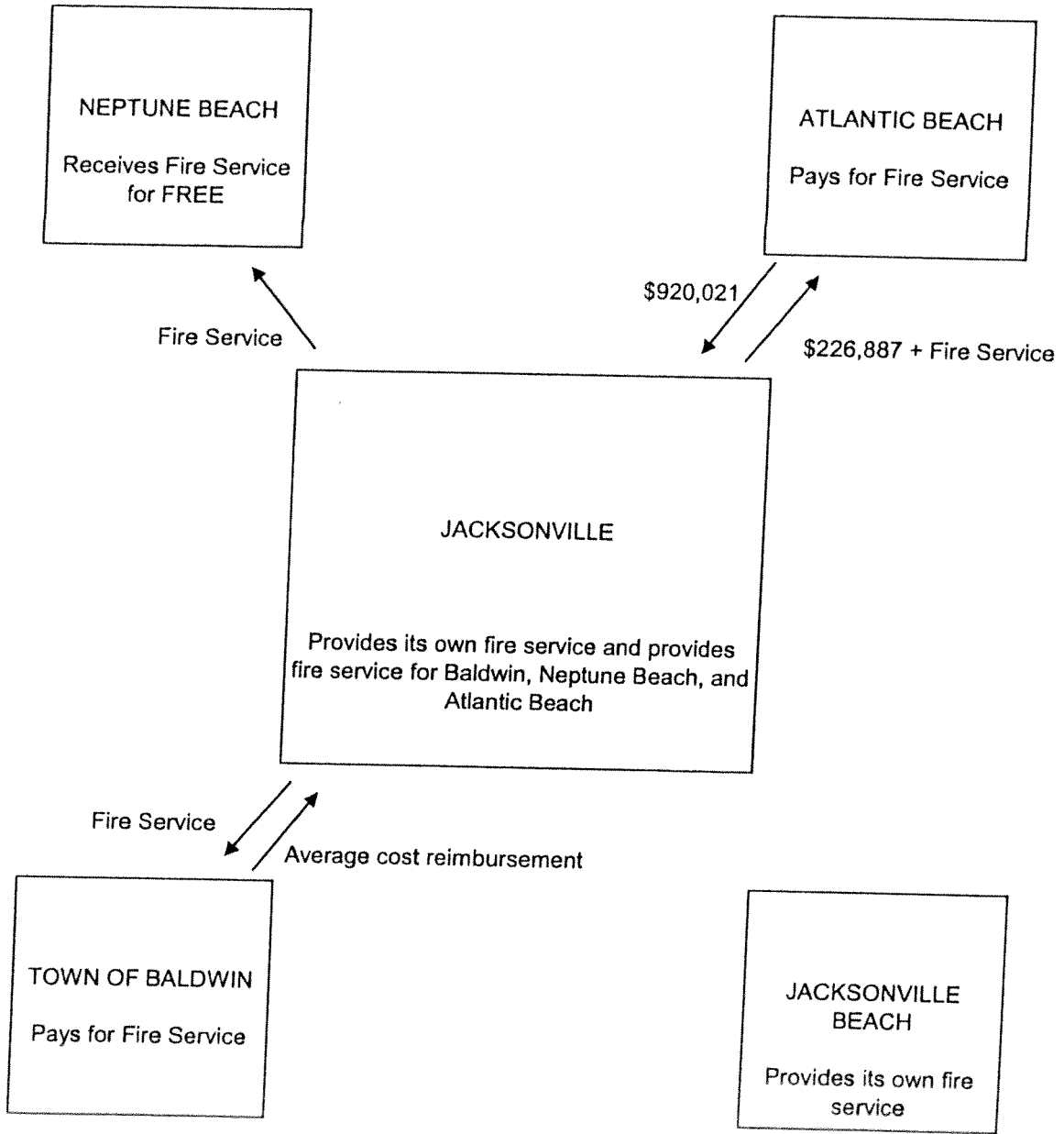


EXHIBIT 2

Millage Rate Comparison - FY 1979/80 - 2010/11*

Fiscal Year	Jacksonville Millage	Atlantic Beach Neptune Beach Jacksonville Beach Millage (1)	Beaches Millage Differential	Baldwin Millage	Baldwin Millage Differential
1979/80	9.6350	9.6350	0.0%	9.6350	0.0%
1980/81	12.5295	10.5447	18.8%	10.5447	18.8%
1981/82	12.5067	10.5219	18.9%	10.5219	18.9%
1982/83	10.5067	8.8440	18.8%	8.8440	18.8%
1983/84	12.2567	10.3170	18.8%	10.3170	18.8%
1984/85	12.2567	10.3170	18.8%	10.3170	18.8%
1985/86	12.2567	10.3170	18.8%	10.3170	18.8%
1986/87	11.5317	9.7068	18.8%	9.7068	18.8%
1987/88	11.5317	9.7068	18.8%	9.7068	18.8%
1988/89	11.5317	9.7068	18.8%	9.7068	18.8%
1989/90	11.5317	9.7068	18.8%	9.7068	18.8%
1990/91	11.5317	9.7068	18.8%	9.7068	18.8%
1991/92	11.2776	9.4929	18.8%	9.4929	18.8%
1992/93	11.3158	9.5251	18.8%	9.5251	18.8%
1993/94	11.3158	9.5251	18.8%	9.5251	18.8%
1994/95	11.3158	9.5251	18.8%	9.5251	18.8%
1995/96	11.2158	8.9251	25.7%	8.9251	25.7%
1996/97	11.1158	8.3251	33.5%	8.3251	33.5%
1997/98	11.0158	7.9751	38.1%	7.9751	38.1%
1998/99	10.9158	7.6251	43.2%	7.6251	43.2%
1999/00	10.7861	7.4954	43.9%	7.4954	43.9%
2000/01	10.5723	7.2816	45.2%	7.2816	45.2%
2001/02	10.3675	7.0768	46.5%	7.0768	46.5%
2002/03	10.1842	6.8935	47.7%	6.8935	47.7%
2003/04	9.8398	6.5491	50.2%	6.5491	50.2%
2004/05	9.6879	6.3972	51.4%	6.3972	51.4%
2005/06	9.6500	6.3593	51.7%	6.3593	51.7%
2006/07	9.6400	6.3493	51.8%	6.3493	51.8%
2007/08	8.4841	5.1934	63.4%	5.1934	63.4%
2008/09	8.4841	5.1934	63.4%	5.1934	63.4%
2009/10 (2)	9.2727	5.4460	70.2%	5.4460	70.2%
2010/11	10.0353	6.7446	48.8%	6.7446	48.8%

Footnotes:

1. Millage rate shown does not reflect a modification to Jacksonville Beach's millage rate that occurred from FY 1996/97 through FY 2003/04. During this time, Jacksonville Beach was assessed an additional millage as repayment for a \$4 million capital project loan from the City of Jacksonville.
 2. The City did not file a proposed millage rate with the Property Appraiser in the required time. Therefore, pursuant to state law, the millage rate could not exceed the rolled back rate.
- * Millages shown are the total millages, which include both operating and debt service. A debt service millage was levied on all Cities from FY 1979/80 through FY 2002/03.

EXHIBIT 3

Calculation of Tax Revenue Forfeited by Jacksonville by Setting the
Baldwin Millage Rate Lower than the Interlocal Agreement
FY 1995/96 - 2010/11*

Fiscal Year	Actuals			18.8% Millage Differential			Forfeited Tax Revenue (1)
	Baldwin Millage	Baldwin Millage Differential	Value of Millage Differential	Baldwin Millage	Baldwin Millage Differential	Value of Millage Differential	
1995/96	8.9251	25.7%	\$56,817	9.4409	18.8%	\$44,023	\$12,794
1996/97	8.3251	33.5%	\$74,386	9.3567	18.8%	\$46,888	\$27,498
1997/98	7.9751	38.1%	\$89,618	9.2726	18.8%	\$51,378	\$38,240
1998/99	7.6251	43.2%	\$124,432	9.1884	18.8%	\$65,319	\$59,113
1999/00	7.4954	43.9%	\$116,531	9.0792	18.8%	\$60,445	\$56,086
2000/01	7.2816	45.2%	\$146,028	8.8992	18.8%	\$74,244	\$71,785
2001/02	7.0768	46.5%	\$111,345	8.7269	18.8%	\$55,513	\$55,831
2002/03	6.8935	47.7%	\$126,181	8.5726	18.8%	\$61,798	\$64,383
2003/04	6.5491	50.2%	\$133,605	8.2827	18.8%	\$63,221	\$70,384
2004/05	6.3972	51.4%	\$127,671	8.1548	18.8%	\$59,480	\$68,190
2005/06 (2)	6.3593	51.7%	\$114,781	8.1229	18.8%	\$53,266	\$61,515
2006/07 (2)	8.1145	18.8%	\$60,323	8.1145	18.8%	\$60,323	\$0
2007/08	6.9448	22.2%	\$70,608	7.1415	18.8%	\$61,585	\$9,023
2008/09	6.9206	22.6%	\$68,799	7.1415	18.8%	\$59,079	\$9,720
2009/10 (3)	7.0792	31.0%	\$103,467	7.8053	18.8%	\$69,217	\$34,250
2010/11	8.4472	18.8%	\$74,930	8.4472	18.8%	\$74,930	\$0
						Total	<u>\$638,811</u>

Footnotes:

1. This column represents the difference between the value of the actual millage differentials and the value of the millage differentials that would have existed had 18.8% been used pursuant to the 1982 Interlocal agreement between the City of Jacksonville and Baldwin.
2. The City of Jacksonville began to provide Police Patrol Service to the Town of Baldwin in March of 2006.
3. The City did not file a proposed millage rate with the Property Appraiser in the required time. Therefore, pursuant to state law, the millage rate could not exceed the rolled back rate.

* Millages shown are the total millages, which include both operating and debt service. A debt service millage was levied on all Cities from FY 1979/80 through FY 2002/03.

EXHIBIT 4

Estimated Value in Reduced Ad Valorem Tax Revenue FY 1999/00 through FY 2010/11*

Purpose: This table shows the estimated value in reduced Ad Valorem tax Revenue to the Consolidated City of Jacksonville if a constant percentage millage differential had been used instead of the agreed fixed millage differential. The table below estimates the value of the incremental percentage millage differentials versus the 43.2% millage differential in 1998, the first year of the full 3.2907 fixed millage differential.

Fiscal Year	Jacksonville Beach	Atlantic Beach	Neptune Beach	Totals
1998/99	-	0	0	\$ -
1999/00	37,029	23,055	11,692	\$ 71,777
2000/01	116,756	67,973	36,119	\$ 220,848
2001/02	209,536	122,129	64,077	\$ 395,742
2002/03	312,200	174,756	93,422	\$ 580,378
2003/04	527,456	287,967	148,887	\$ 964,309
2004/05	672,109	361,307	189,827	\$ 1,223,243
2005/06	861,858	442,890	227,135	\$ 1,531,883
2006/07	990,597	495,397	255,052	\$ 1,741,046
2007/08	2,226,073	1,037,238	533,194	\$ 3,796,505
2008/09	2,239,328	988,285	524,492	\$ 3,752,105
(1) 2009/10	2,996,446	1,345,860	704,747	\$ 5,047,053
2010/11	709,839	332,773	173,308	\$ 1,215,919
Grand Total				<u><u>\$ 20,540,807</u></u>

* The table shown does not reflect a modification to Jacksonville Beach's millage rate that occurred from FY 1996/97 through FY 2003/04. During this time, Jacksonville Beach was assessed an additional millage as repayment for a \$4 million capital project

1. The City did not file a proposed millage rate with the Property Appraiser in the required time. Therefore, pursuant to state law, the millage rate could not exceed the rolled back rate.

April 27, 2011

MEMORANDUM

To: Dan Kleman, Special Assistant to the Mayor

From: Jim Hanson, City Manager

Subject: Interlocal Agreements between the City of Jacksonville and City of Atlantic Beach

We appreciate the opportunity to review the draft report detailing the history and status of the Interlocal Agreements between the City of Jacksonville and the beach cities. The two cities can have a truly constructive dialogue on various issues only if we first have a shared understanding of the history of the issues. This memo is to provide feedback on a few issues in that draft.

1) Page 2 "Amended Atlantic Beach (USD3) Interlocal Agreement approved in 1985" Paragraph 3.

Here, and in many other places in this report, the term "free" is used to describe landfill services provided to the beach cities. As we both know, there is no "free" service. The 1995 Interlocal Agreement acknowledged that the landfill was being paid for at the time by the City of Jacksonville through property taxes that were collected on a countywide basis. If the landfill has been paid for through property taxes, then we all have been paying our fair share. The provision to begin charging the Cities of Atlantic Beach and Neptune Beach for landfill services was based upon the possibility that Jacksonville would charge its residents a fee for refuse collection and disposal. When taxes are no longer used to pay for the cost of solid waste and disposal, it would be appropriate for the beach cities to pay their fair share of the cost for the landfill through tipping fees. The term "free" implies that the City of Jacksonville is giving something away to the beach residents, which is not the case. It should be more accurately described as having been paid for until recently by all county residents through ad valorem taxes.

2) Page 6 "Fire Services at the Beaches"

The second paragraph in this section states that the Interlocal Agreement for provision of fire services to Atlantic Beach was done "at the request of Atlantic Beach". The consolidation of fire services was initiated by Jacksonville. David Thompson, our Public Safety Director at the time and current Assistant City Manager, negotiated this Agreement of behalf of Atlantic Beach and has explained that Atlantic Beach was approached by the City of Jacksonville to consolidate the two departments. Jim Jarboe, the Atlantic Beach City Manager at the time, recalls that Lex Hester was the one who first brought the idea up and then JFRD Chief Ray Alford strongly supported it. Jacksonville received a number of advantages through this consolidation. Mr. Thompson's summary of the events and reasoning that took place is attached to this memo.

One important point that should be added to this section is that, unlike the 1995 Interlocal Agreement, the Agreement for provision of fire services includes a 25 year term with a one year opt out provision. The specific language in the contract reads as follows;

“15.Term. The term of this agreement shall be from its effective date and continuing for a period of 25 years unless terminated earlier by the parties in accordance with this paragraph 15. If either party should desire to terminate this contract prior to the expiration of the 25 year term, such party may do so by providing a one year notice to the other party. Such notice must be in writing to the City Manager of Atlantic Beach or the Mayor of Jacksonville.”

It is also our understanding that Atlantic Beach requested the 25 year term because of the enormous challenge of restarting a fire department once the employees had been terminated, equipment transferred, etc.

It would seem odd for the City of Jacksonville to terminate this contract before the 25 year expiration if the only factor that has changed is that Jacksonville’s costs for fire service have grown faster than the 3% escalator in the contract. It should also be noted that the 3% cost escalator that is included in the fire contract is the same amount that has been included in other agreements with the City of Jacksonville. One of these is the provision of lifeguards and beach maintenance for which the City of Jacksonville pays Atlantic Beach each summer. Atlantic Beach has for many years absorbed the cost increases for these services when they have been above the 3% escalator.

The final paragraph in this section includes the statement “the per capita cost for fire services for an Atlantic Beach resident is approximately \$52...” This does not include the cost to provide the station in Atlantic Beach for use by the JFRD. We have not had an appraisal done on the value of the property or the maintenance cost put in yearly by Atlantic Beach, but it is certainly significant and the \$52 per capita figure is incorrect unless an adequate estimate is included.

3) Page 7 “Landfill Disposal Cost”

The term “free” landfill use is used several times in this paragraph and throughout the remainder of the document. Please see earlier comments.

We do not agree that the provision of our Interlocal Agreement requiring Atlantic Beach to pay tipping fees has yet been triggered. Our understanding of the information provided to us is that Jacksonville is not currently charging the full cost of refuse collection and disposal to it’s residents. Not all costs are charged to the sanitation accounts, specifically including overhead from other city departments. Second, the use of franchise fees collected from commercial haulers to subsidize residential cost seems inappropriate. Franchise fees are typically collected from private companies in exchange for use of city streets and are to be used for road maintenance and similar costs. Depriving your General Fund of these revenues amounts to an indirect subsidy because the road maintenance must then be paid from other sources. Further, it is questionable that the sanitation accounts will continue to be “break even” next year given the recent increases in fuel costs without a rate increase.

There may be one way of reducing the impact of this provision for both cities which relates to an idea that we have proposed to various Jacksonville officials for several years; the creation of one or more waste transfer facilities. The cost to haul wastes from the east side of Duval County to the Trail Ridge Landfill is excessive because of the distance involved, having to travel through a dense urban area to get there, and because we have to carry the wastes to the landfill by using vehicles designed for neighborhood collection rather than long range transportation. These extra costs are borne by haulers

working for both Jacksonville and Atlantic Beach and are ultimately paid by our citizens. Considerable money can be saved by both cities if more efficient facilities could be made available. Reducing the wear on your road system and greenhouse gasses in an urban area would be side benefits. We believe that having a joint conversation of how this can be done may provide a positive and collaborative vehicle to solve the tipping fee issue and would recommend that you include it in your report.

4) Page 8 “Next steps”/ “1. Fire Services”

Your report recommends that “the charges from the City of Jacksonville to Neptune Beach, Atlantic Beach and Baldwin should be reviewed and if necessary adjusted to spread the cost of fire service more equitably.” The Interlocal Agreement providing for fire services does not allow for the periodic review and adjustment. Rather, it allows for a termination. If the City of Jacksonville decides it’s best to execute this provision of the contract, then it will be appropriate for the Cities of Atlantic Beach and Neptune Beach to consider other alternatives ranging from a different contract with the City of Jacksonville to contracting with another entity or to re-establishing fire services on our own.

In the two charts on Page 9, the same comment is appropriate about the value of providing the fire station in Atlantic Beach. The first chart shows a per capita cost of fire services to Atlantic Beach citizens which does not include the value of the fire station and the second includes an estimated subsidy which is derived from the numbers on the first chart.

I hope that these comments will help to provide an accurate and complete description of the relationship between Atlantic Beach and the City of Jacksonville and the various Interlocal Agreements as well as some ways to work together to find solutions. If you have any questions or need any additional information, please do not hesitate to ask.

VION

OUR MISSION IS TO PUBLISH
A DISTINGUISHED COMMUNITY
NEWSPAPER FOR THE BEACHES

October 3, 2013

Locally Owned and Operated • Serving the Beaches since 1963

THE BEACHES LEADER/PONTE VEDRA LEADER

What do the Beaches get for \$28.4 million?

Do you think we get \$28.4 million worth of services from Jacksonville?

That was the question I was left pondering last week after listening to the Jacksonville City Council spend 17 hours before passing a nearly \$1 billion budget that relies on the Beaches anteing up \$28.4 million in tax revenues for the county. (This fiscal year, the Beaches will pay a total of \$33.7 million in county taxes, with \$5.3 million retained for tax increment funds. To help fund its budget, the county will net tax revenues totaling \$487.6 million from Duval County property owners. Other revenue sources, such as sales tax, fund the balance of the budget.)

To be fair, we at the Beaches use the county jail and court services. We have a branch library and a senior center out here. The Jacksonville Sheriff's Office helps a little on occasion, but the truth is we do the bulk of our police work with Beaches police officers — paid by Beaches taxpayers. (If the sheriff had to provide the same level of service here that is provided Mandarin, Springfield or other areas of the county, he could not afford to do it.)

So what else do we get that makes it worth us paying \$28 million to the county? We have our own planning departments. We have our



**KATHLEEN
FEINDT BAILEY**
Editor

own recreation departments and pay for our own parks. (To those who say Beaches residents go to Jacksonville parks, consider that people in Jacksonville also pack our parks.)

We have our own animal control services and maintain our own public works and, except for Penman Road, our own roadways. Jacksonville Beach even provides its own fire protection while Atlantic Beach pays the county extra to do the same.

The county provides EMT services, but Jacksonville Beach firefighters are trained first responders and routinely respond to calls faster than the stretched-out county services, according to fire department reports.

According to the terms of interlocal agreements

between the county and Beach cities, the county also provides for beach cleanup and helps fund lifeguard services — for a beach that draws tens of thousands from throughout Jacksonville.

So do we get \$28.4 million worth of county services? I think the answer is a resounding no.

Even clearer though is how little respect the Beaches get from Jacksonville.

During the marathon budget session that spanned two days last week, a few councilors had some unkind comments to make when it came time to consider allocating \$200,000 to create a Community Redevelopment Area for the Mayport fishing village. Even with the sponsorship of the city council president, the measure barely passed.

Councilor Richard Clark cited the opposition in Mayport village to a proposed cruise terminal and condo development years ago and dismissively said "they have been nothing but a hindrance." Councilor Stephen Joost also said "they have been their own worst enemies. I say leave them alone."

Council President Bill Gulliford said he supported the community's opposition to a cruise terminal, calling it a "ridiculous plan." He cited the successful development of downtown Jacksonville

Beach as a reason to proceed with redevelopment efforts in Mayport.

To their credit, councilors John Crescimbeni and Bill Bishop argued that a CRA is a "golden opportunity" for Mayport. Councilor Reggie Brown reminded the council that Mayport is part of Jacksonville. His reminder was not rhetoric given the disdain that Joost and Clark expressed.

Disdain is too often seen from Jacksonville when dealing with the Beaches. How else do you explain the three-year battle over landfill fees that the county wants to collect from Atlantic Beach and Neptune Beach while the Beach cities can't get simple answers? Ditto for its lack of cooperation with animal control? The list is a long one — including bed tax dispute and double taxation — and dates back to the very beginning of consolidation.

It's appropriate that a council task force on consolidation will address the Beaches and their relationship with the county at an Oct. 10 meeting. Consolidation, when the Beach cities opted to stay independent, promised great savings and better service.

Perhaps when the task force meets next week it can explain what the Beaches gets for its \$28.4 million and what consolidation has done for the Beaches. We all have an investment in the answer.

Are you a Beaches resident interested in writing a guest column for *The Leader*? Send an e-mail to editor@beachesleader.com

NEIGHBORHOODS AND HOUSING TRANSITION COMMITTEE REPORT

50 Great Ideas for Mayor Alvin Brown:

With budget cutbacks over the recent years, neighborhoods have been losing their voice, as programs and departments have been pared down or eliminated. In the proposals that follow, the Neighborhoods and Housing Transition Committee members offer 50 actionable ideas which you can implement in your first year in office as Mayor. These are “City-Changing Ideas” which are, for the most part, budget-neutral. They require shifts in priorities more than expenditures of capital. Most of these can be accomplished simply by your acknowledging their importance and giving them momentum “from the top down.”

Many of these concepts involve energizing the legions of private citizens and businesses who want to make Jacksonville a better place and who would gladly contribute a great deal of time, energy, and resources *pro bono* to help our City. Your enthusiasm, vision, and leadership will create the climate and framework for them to do so.

Your Administration has the opportunity to maximize the collaboration of city administrators, frontline employees, non-profits, churches, businesses, and dedicated citizens to create positive change with neutral revenue. You can orchestrate an army of volunteers and dedicated City employees to help fulfill the dream of taking Jacksonville to the next level.

I. Make neighborhoods a major focus of the Alvin Brown Administration.

Adequate and stable housing is a fundamental element of Jacksonville’s neighborhoods. It is vital to every citizen’s comfort, safety, and well-being. A citizen without a good home has difficulty being a good citizen.

Neighborhoods are perhaps the single most important social entity through which citizens and government connect. Effective neighborhood organizations can help individual citizens have a voice in their government, as well as helping government to communicate with its citizens. People often identify with their neighborhood as much or more than they do with their city.

Find creative ways to increase citizen engagement, beginning with the following concepts:

1. The Mayor should immediately begin a program called “Mayor Brown Around Town,” consisting of frequent and well publicized visits by the Mayor to as many of the city’s 250+ different neighborhoods as possible in the course of a year. These appearances could be a visit to a coffee shop, a neighborhood walk, or a speech at a neighborhood organization meeting.
2. As part of the “Mayor Brown Around Town” program, hold four Town Hall meetings per year, one in each quadrant of Jacksonville, with the Mayor and City representatives present to answer questions and to learn about neighborhood issues.
3. The Mayor should call a Council of Neighborhoods meeting at least once a year, with delegations from all of the city’s 400+ neighborhood organizations.
4. Convene the current Chairs and Vice Chairs of the City Planning Advisory Committees (CPACs) to discuss ways to restructure them for improved effectiveness. Consider smaller geographic areas for each CPAC, rather than the six vast planning districts, so that neighborhoods covered by each CPAC will have more in common. The CPAC chairs should meet with the Mayor at least every three months.
5. Empower existing neighborhood associations by providing a liaison within the government with which their leadership can communicate, and promote the development of new neighborhood associations with a mentorship program via the Housing and Neighborhood Department (HAND) and utilizing established neighborhood groups to share their knowledge and experience.
6. Explore the use of neighborhood-building grant opportunities, such as AmeriCorps, to create a city-wide Block Captain Program, and expand such programs as HAND’s “CommunitierCity” program that would create a direct line of communication with the City, organizing education, training, neighborhood watches, and reporting of code enforcement infractions.

II. Aggressively promote collaborative planning and zoning.

The planning and zoning process currently favors developers and their agents. It is frequently an inscrutable labyrinth for ordinary citizens. People often feel disenfranchised and without a voice when a development which adversely affects their quality of life steamrolls past them. The zoning and planning system needs to be changed to be more user-friendly for those impacted by it. Neighborhood involvement should be a priority. The process should be more transparent, and mechanisms should be implemented to help neighborhood groups and citizens (a) better understand the process, (b) receive adequate notice about projects, and (c) be involved in the planning of projects from the outset instead of in the final stages. Much of the Zoning Codes are aimed at new development and do not fit older neighborhoods with established built environments.

1. Form a task force to revise the planning and zoning process to accomplish the following:
 - a. Make the process more transparent and user-friendly, including more extensive noticing requirements and more visible signage which would include a website link to a detailed description of each project.
 - b. Create a robust, integrated, automated, and user-friendly internet system within the www.coj.net website which would:
 - i. automatically notice CPACs, neighborhood associations, and affinity groups about proposed planning changes and pending zoning applications via email.
 - ii. make all documents relating to zoning changes easily assessable on a website.
 - c. Involve neighborhood organizations to obtain their input into the creation of staff reports for planning/zoning prior to those reports being presented to the Planning Commission.
 - d. Require all Planned Unit Developments (PUDs) applicants to hold community workshops at their expense and before the project is considered by the Planning Department. Such meetings must be properly noticed.
 - e. Adherence to the neighborhood plan should be a criterion for obtaining a zoning change.
2. Create Zoning Codes that allow customized requirements for older established neighborhoods, such as zoning overlays, to promote maintenance of community uniqueness instead of the one-size-fits-all cookie cutter approach.
3. Appoint an ombudsman to help neighborhood organizations and citizens navigate the zoning process, understand their rights, and provide methods to advocate their position.
4. Require the Planning Commission to provide detailed findings and background information to the Land Use and Zoning (LUZ) Committee, not just the voting results, before LUZ reviews a given project.
5. Create multi-layered online map of the City, with land use plans, CPACs, neighborhoods applications for land use and zoning changes.

III. Strictly enforce current codes and laws to strengthen neighborhoods.

Current code enforcement laws are generally adequate to prevent neighborhood decline. However, far too often these laws are not enforced. Housing inspectors frequently ignore violations unless there is a complaint. Police tend to pass over littering violations and graffiti in favor of pursuing more egregious crimes. Meanwhile the visual quality of our neighborhoods gets chipped away a piece at a time – a derelict house undermines an entire block; a block declines and the entire neighborhood decays. An unrepaired broken window, graffiti, and accumulated trash are powerful elements that can push a neighborhood to the tipping point. Furthermore, profit-driven neglect in the maintenance of private rental property is a significant cause of blighted neighborhoods.

1. Insist on uniform and consistent application of code enforcement laws. Priority should be given to neighborhoods most heavily impacted by foreclosure and older, core neighborhoods neglected because of the focus on new development.
2. Create a process for code enforcement that is proactive, not solely complaint-driven, and adequately

staffed. Amend city codes so that property safety code enforcement becomes more similar to zoning code enforcement, whereby inspectors can and should cite a property without a citizen complaint.

3. Institute harsher penalties for repeat offenders of code violations.
4. Ensure considerations for historic preservation in code enforcement, utilizing the current preservation law (Chapter 307) to protect historic properties, including mothballing instead of demolition wherever possible.
5. Private-sector landlords should be required to obtain an annually-renewed occupational license as an individual (not as a company), which is an important tool to enforce upkeep and reduce the negative impact of absentee landlords.
6. Institute specific time limits to require the correction of grandfathered code and zoning violations.

IV. Strengthen the Housing and Neighborhood Department (HAND).

The Housing and Neighborhoods Department is a sterling example of a city agency that has been slashed in recent years by budget cuts, yet it has somehow managed to fulfill its mission and provide services which have a great impact on human lives. The remarkable efficiency of this department is a testimony to its dedicated leadership and staff. It is 95% funded by state and federal grants, 3% by the Jacksonville Housing Finance Authority, and with only 2% of its operating budget coming from the City's general fund. Currently the vast majority of this department's function is housing programs. Only a few short years ago the department administered a robust Neighborhood Services Division, which has now been slashed to the point of being miniscule.

1. Continue and strengthen all current programs that support economic development, affordable housing, and neighborhood stabilization; and vigorously pursue grants to expand these.
2. Re-establish the Neighborhood Services Division to coordinate neighborhood organizations' involvement and recognition. This will require reallocation of funds from the City, but it is crucial.
3. Support Community Development Corporations (CDC's), and encourage new CDCs and non-profits that maximize resources and increase values in neighborhoods.
4. Support the continuation of the Foreclosure Intervention Program and review and implement recommendations within the Foreclosure Task Force white paper (July 2010) as much as possible.
5. Create productive strategies for vacant land and housing (e.g. create public spaces, community gardens, rental and homeownership opportunities).
6. Become proactive in recognizing neighborhoods that are described in the JCCI Study as being on the "Tipping Point."
7. Proactively impress upon the owners of privately owned, publicly assisted housing their responsibility for creating safe and crime-free environments.

V. Encourage Public-Private Partnerships to support, stabilize, and enrich neighborhoods.

Mobilizing neighborhoods is one of the most effective ways to create public-private partnerships that engage average citizens and give them a stake in the success of our City's new Administration. Giving them the tools and support to be proactive agents of change is key to making our city a better place to live, work, and play. Businesses should be recruited to participate in public projects which enrich their community, give their businesses valuable exposure, and contribute to the quality of life in Jacksonville.

1. Strengthen our city's parks by developing an outside funding source to support development, improvement, and acquisition of public parks. A non-profit 501(c)(3) foundation, similar to the Friends of the Library model, should be established.
2. Encourage neighborhood groups, churches, and businesses to participate in the Adopt-a-Park and the Adopt-a-Street programs.
3. Establish "GoLo" (Go Local - Buy Local) as a major public theme of this Administration. Support programs and economic incentives that keep dollars in our local economy by advocating for neighborhood

small businesses.

4. Work closely with the JSO to identify, support and promote “Neighborhood Watch” programs.
5. Provide support for the Jacksonville Journey, and expand its children’s after-school and summer camp programs, especially those targeting the children most at-risk.
6. Support new initiatives for community gardens.
7. Support foreclosure prevention services through public-private partnerships channeled through HAND, utilizing non-profits and real estate, banking, and legal professionals.

VI. Promote neighborhood enhancement initiatives to support quality of life.

Successful neighborhoods are those which offer a high quality of life, a concept which includes walkability, open public spaces and parks, libraries, trees, attractive streetscapes, well-kept public and private properties, transportation access, healthy commercial areas, public safety, visual aesthetics, and a sense of community.

Neighborhood libraries are a central resource for most neighborhoods. They provide Internet access for jobs and information, cultural resources, education, and a neighborhood meeting place.

The infrastructure of many older neighborhoods is as much as fifty years old, and often the taxes paid by residents in those neighborhoods are subsidizing the development of new neighborhoods, while the infrastructure of long-established communities continues to deteriorate.

Neighborhoods in this city which are recognized as “historic” not only add to Jacksonville’s cultural richness, but also are potential economic engines as historical tourism becomes more widespread. Understanding and promoting a given neighborhood’s history helps to stimulate pride and stewardship by residents in the community. Many neighborhoods previously not thought of as “historic” are now fifty years old, which meets the criteria for the National Register of Historic Places. A sense of history helps to instill a sense of pride.

1. Strengthen the branch library system by doing the following:
 - a. Establish a stable, reliable funding source for the library system by allowing the library to keep their user-generated funds, such as over-due book fines, rather than placing them back into the City’s general fund (est. \$1 million.)
 - b. Permit the library system to hire its own IT subcontractor.
 - c. Implement a five-year maintenance plan to prevent library facilities from being in a continual state of disrepair.
2. Restore the supervision of park maintenance to the Department of Recreation & Community Services (in cooperation with the Public Works Department), and provide dedicated funding for park maintenance and capital projects.
3. Support and assist neighborhood associations, churches, and non-profit groups willing to help with neighborhood beautification, tree planting, river protection, litter and graffiti abatement, community gardens, and other environmental projects.
4. By ordinance, establish the Streetscape Commission (similar to the former Landscape Commission) to encourage and oversee neighborhood and commercial corridor revitalization projects throughout the city.
5. Encourage utilities and Public Works to proactively communicate and highly consider the concerns of neighborhood groups in planning tree planting and trimming, construction, roadwork, and streetscape improvements; and pursue undergrounding of utilities in older neighborhoods.
6. Take a leadership role in encouraging historic preservation of our city’s vintage neighborhoods and landmark buildings.
7. Identify infrastructure repairs needed in older neighborhoods and give them equal priority as new development.

VII. Evaluate and implement existing neighborhood plans and studies.

Jacksonville has become the city of making plans that sit on shelves. There are some extremely well-thought-out studies and neighborhood plans that are yet to be implemented because no one is held accountable for carrying out those plans. The city needs to give a priority to implementation of studies already completed.

1. Review all of the relevant JCCI studies, and put the force of the Mayor's Administration behind implementing them.
2. Review all of the 19 existing Neighborhood Action Plans and the 6 completed district-wide Vision Plans, and make updating and implementing them a priority. Currently, implementation of these plans is scattered among HAND, the Planning Department, and the JEDC. The Neighborhood Services Division of HAND should be reconstituted to champion the implementation of the plans and foster stronger collaboration among the affected departments.

VIII. Improve inter-departmental coordination, communication, and collaboration.

City departments often become so focused on the success of their particular programs that they forget that they are part of a whole. Their successes should also depend upon that of their partner departments. A focus on collaboration and providing tools that encourage inter-departmental coordination is vital to serving our neighborhoods.

Five of the City's departments have interrelated responsibilities in caring for neighborhoods: Planning and Development Department, Housing and Neighborhoods Department, Public Works Department, Central Operations Department, and the Recreation and Community Services Department. The Jacksonville Sheriff's Office, JEDC, the Jacksonville Transportation Authority, and the Jacksonville Electric Authority are also offices and authorities that play a crucial role in neighborhood services. There is little if any cost in having these departments and agencies share information and strategies.

In areas where specific neighborhoods are affected, the District City Council persons should be informed and/or involved.

1. Establish a formal plan that allows for inter-departmental communication, cooperation, and coordination regarding projects that affect neighborhoods. Implement lines of communication that provide for appropriate notification procedures that require the departments to work in unison.
2. Perform an internal assessment to find departmental overlap; and if it exists, determine the most efficient way to consolidate these services.
3. Implement a grievance process for citizens or organizations that perceive miscommunication, unfair rulings, or non communication within the various City Departments and Offices, and also create a no-cost appeal process for questionable rulings and interpretations by City employees that affect neighborhoods.
4. Create a central clearing house for funding opportunities, grants, and programs for neighborhood groups and small businesses, in order to communicate the availability of these opportunities.
5. Make sure that these funding possibilities are distributed with equal opportunity for all neighborhoods.
6. Insist that state and federal agencies coordinate with the city when projects affect neighborhoods and historic properties.

APPENDIX I: Members of the Neighborhoods & Housing Transition Committee

Beth Hohl Asbury

Beth has over 25 years' experience in community development, focusing primarily on affordable housing development and finance. She has developed almost 400 units of affordable housing raising over \$35 million in project costs. She formerly was VP of Real Estate for the Housing Partnership of Northeast Florida, where she was responsible for the asset management of almost 500 units of affordable housing, and President of Better Neighborhood Housing Corporation in Valdosta, Georgia, creating an affordable housing development pipeline for the start-up nonprofit. She began her development career at Cooperative Resource Center in Atlanta, Georgia, where as Deputy Executive Director, she oversaw affordable, historic preservation, and special needs housing financing and construction in a high-production environment. Beth began her career in public service at the Georgia Housing and Finance Authority, working in Low Income Housing Tax Credit allocation; HOME loan underwriting, closing, and construction oversight; and HOME program design. She holds a MA in Regional Science from the University of Pennsylvania (Philadelphia), a BA in Sociology from the University of Pittsburgh, and has done advanced studies in Urban and Regional Planning and Historic Preservation at the University of Florida.

Carrie Davis

Carrie has been the Executive Director of Wealth Watchers Inc. since 2007. Wealth Watchers Inc., a HUD Approved Housing Counseling and Community Housing Development Organization uses a cyclical strategy to building viable communities by providing stable housing, access to educational systems, asset building, community stabilization and community empowerment. Under Carrie's leadership, Wealth Watchers has assisted over 3,000 homeowners in their efforts to prevent foreclosure, over 150 families in their efforts to become homeowners and provided over 200 affordable housing opportunities through rental and homeownership. Carrie has over 15 years experience in community development and neighborhood leadership. She has developed successful public private partnerships that have resulted in multi-million dollars neighborhood revitalization initiatives. Carrie has traveled across the country assisting municipalities and community development organizations develop comprehensive neighborhood revitalization plans for their communities. Carrie has served on many community and educational boards, she holds a Bachelor of Science Degree from Jones College, magna cum laude.

Lyman T. Fletcher, J.D.

Lyman is Board Certified in Marital and Family Law, a Fellow with the American Academy of Matrimonial Lawyers, a Certified Family Law Mediator, and a Florida Super Lawyer. He began his law practice in Jacksonville, Florida, in 1970, and, since 1974, has specialized his practice in Family Law, including interstate child custody, grandparents' visitation rights, paternity, and domestic relations. He has lectured, conducted seminars, and authored articles on all aspects of marital and Family Law throughout his career. He was City Commissioner and then Mayor of Atlantic Beach, FL, past chairman and board member of Town Center Agency, and served as 1st Lt., Intelligence Branch, US Army, 1964-1966. He received a B.A. from Florida State University in 1964, and he was a member of the Charter Class of the FSU College of Law, where he received his J.D. in 1969.

Kim Glasgal

Kim has been active in local politics and issues since moving to Jacksonville from Westchester County, New York, with her husband and 2 children in 2003. She currently serves as Treasurer of the Duval County Democratic Executive Committee, is on the Board of the Democratic Women's Information Network, and serves as her neighborhood's Democratic precinct committeewoman, a position to which she was elected in 2008. She was a community organizer during the 2008 Presidential campaign and was responsible for the South Mandarin area and Jewish outreach. Kim has a BS in Computer Science from Cornell University and is currently working in the Martin J. Gottlieb Day School as the technology coordinator. She is active in her synagogue as a member of the Jacksonville Jewish Center Schools Development committee and as Vice President of Education for the Jacksonville Jewish Center Sisterhood. Kim speaks Mandarin Chinese and has traveled extensively through Asia.

Carmen Godwin

Carmen has served as Executive Director of Riverside Avondale Preservation (RAP) since 2008, where she manages the largest historic district and associated cultural resources in the Southeast. Under her management, RAP has played a vital role in education, design review, quality of life issues, advocacy, and negotiating new development in the community. Carmen has led RAP through its first Strategic Planning process; launched a new website with abundant historic resources; and helped RAP create its most ambitious and successful project, the Riverside Arts Market. In 2010 the American Planning Association recognized Riverside Avondale as one of the “Ten Great Neighborhoods in America.” Carmen serves as Vice President of the Florida Trust for Historic Preservation, Vice Chair of the Fishweir School Advisory Committee, and is past Chair of the Florida Association of Museums Foundation. She previously served six years as Director of the Amelia Island Museum of History, which underwent a million dollar historic renovation and permanent exhibit installation during her tenure. Godwin holds a B.A. in American history from Rutgers University, *summa cum laude*, and an M.A. in American history from the University of Florida, where she received the Linda Vance Award for her thesis on Eartha White.

W. Marc Hardesty, J.D.

Marc is a founding law partner of Hardesty, Tyde, Green & Ashton, P.A. a Jacksonville and Jacksonville Beach law firm that handles complex trial cases to include Personal Injury, Medical Negligence, Social Security Disability, Criminal, Family and Military Law since 1994. Prior to going into private practice Marc served as an Assistant State Attorney in both Duval and Nassau Counties prosecuting in the Sex Crimes and Homicide units. Hardesty also served as Company Commander of the 345th Combat Support Hospital during the Gulf War and was awarded the Bronze Star Medal. Marc then transferred branches and served as in the Judge Advocate General Corps (JAG). After almost 22 years of service in the Army Hardesty retired as a Lieutenant Colonel in 2003. Currently Marc serves as Chairman of the Jacksonville Planning Commission that is responsible for review of land use and zoning changes and has served on the commission for almost 6 years. Marc graduated from Furman University with a BA degree and Mercer University with his Juris Doctorate. He has two wonderful children Meredith and Marcus.

Murray F. “Lad” Hawkins, III

As a land planner and landscape architect, Lad has been actively involved in Jacksonville community and civic matters since 1969. Upon graduation from LSU with a degree in Landscape Architecture, Lad moved to Jacksonville and began work in the Planning Department of Reynolds Smith and Hills. Lad has lived and worked as a planner in the private sector here in Jacksonville for over forty years. Lad currently works as a senior Vice President at Genesis Group where he has been employed for over 22 years. Lad is the president of the Greater Arlington Civic Council [GACC], serves on the Arlington Beaches Citizens Planning Advisory Committee [CPAC], Was a member of the Arlington Beaches 2030 Comprehensive Plan Visioning Steering Committee, the Rogero Town Center Steering Committee, and is on the boards of the Jacksonville Arboretum, the Communities of East Arlington, JaxPride and Scenic Jacksonville.

Alberta Hipps

Alberta has served as the President and owner of Hipps Group Inc., a government relations, business development and strategic planning company since 2004. Under her management, Hipps Group Inc. has worked on numerous development teams to create jobs and enhance the communities in Northeast Florida. Alberta served on the Jacksonville City Council from 1995 and served until term limited in 2003. She received the Charles D. Webb Award for most effective member of the City Council. She served as President of the City Council and was instrumental in the redevelopment of Cecil Naval Air Station to Cecil Commerce Center after its closure in the Base Realignment actions of the Federal Government in the mid 1990’s. Prior to her public service, she served at the Director of Medical Staff Support at St. Vincent’s Health Systems, where she was responsible for supervising and fiduciary duties of more than 800 physicians. Alberta has served on numerous boards in the community and has received numerous awards throughout both her professional and governmental careers. Hipps holds a Master of Arts in Business Administration from Jacksonville University and a Bachelor of Science in Nursing from the University of North Florida.

Tillis Q. DeVaughn

A native of Jacksonville, Tillis is a disabled US Army veteran who was actively involved in the 2011 Alvin Brown for Mayor Campaign since its inception. Tillis is a "Community Servant", and has been involved in other pro-community endeavors for years, such as being one of the lead Deacons at Shiloh Metropolitan Baptist Church, who help manage the Christian In Action Ministry to assist the elderly and underprivileged. Tillis is President of the JU TRIO Alumni Organization and President of the Jones-Hedgeman Reunion Foundation. He co-founded "The Village," in the spirit of an old African adage "It takes a village to raise a child", an organization which provides volunteers who assist students with tutoring and mentoring at schools that are in intervene status. He is also the current Education Chair of the 100 Black Men of Jacksonville, responsible for providing mentoring, tutoring and scholarship opportunities for underprivileged students. In that role, he partnered with COJ, Jax Parks and JSO to help organize the Summer Night Lights program. Tillis participated in JU's Upward Bound Program, and attended JU from 1982-19985 on an academic scholarship. Tillis holds an A.A. in Business Administration from Florida State College of Jacksonville, a B.A. in Organizational Management from Edward Waters College, *summa cum laude*, and is currently pursuing an M.A. in Educational Leadership from UNF, with plans to obtain a Ph.D. in Organizational Behavior.

Dr. John Allen Newman (Co-Chairman)

John, is a dynamic preacher, teacher, counselor and leader. Throughout his tenure as Senior Pastor of The Sanctuary@ Mt. Calvary in Jacksonville, his has been a ministry different from others. Pastor Newman has been called upon to provide leadership to business organizations on a local and national scale. His communication skills and his ability to make listeners feel at ease in his presence have led others to seek him for direction and guidance. Active in the community and a member of various organizations, Pastor Newman holds or has held memberships on the Education Board of the National Baptist Convention of America, Inc., the Social Justice Commission of The National Baptist Convention of America, Inc., Board of Directors of Jacksonville Urban League, Duval County School Board Issue Task Force, the Mayor's Education Council, The Mayor's Council On Community Reconciliation, the Sheriff's Advisory Board, Board of Directors of Cornerstone Jacksonville, Advisory Board of McKnight Center of Excellence, Jacksonville Together, The First Tee, and The Board of Directors of the Help Center. He has participated on the Jacksonville Chamber of Commerce on issues specifically related to quality of life issues for citizens in our community. He has also served as a political advisor and resource for past Sheriffs and Mayors of our city.

Ju'Coby Pittman

Ju'Coby is the CEO/President of the Clara White Mission. For the past 19 years, under her leadership, the Clara White Mission has expanded from a soup kitchen to a one-stop community development center designed to support workforce development and housing. The facility includes: a 24-hour transitional housing program, job training and job placement in Culinary Arts, Janitorial, Highway Safety and Construction Maintenance; Drop-In Day Center, Organic Garden and daily feeding program. She has developed jobs for graduates through Ashley Street Catering and Project Clean City, which provide commercial and residential cleaning; and opened Clara's at the Cathedral, a training restaurant, operated by students in their Culinary Arts Program. In 2010, the 107 year, Clara White Mission was recognized by Al Roker, Anchor, NBC "Today Show" for their success, innovation and cost effective approach, in stabilizing and rebuilding lives of previous homeless and low-income residents. In 2008 the Clara White Mission was the National recipient of the HUD Secretary's Empowerment Award. Ju'Coby received an AA Degree from FCCJ and a BS Degree and Honorary Doctorate from Jones College and Edward Waters College CLIMB Program.

Deborah A. Robinson (Committee Staff Person)

Deborah has lived in her neighborhood for 54 years and attended all local schools, graduating from Raines High School in 1970. She received her B.A. in Psychology and a Minor in Education from Spelman College in 1974 and a M.A. Counseling and Guidance from Atlanta University in 1977. She was a Residence Life Counselor at Spelman College from 1974 until 1977. She worked in Duval County Public Schools from 1977 to 2010, starting at Andrew Jackson Senior High where she was counselor. She also began work as a counselor for the Jacksonville University Upward Bound Program in 1978 until 2002. She was a Counselor at Ribault Senior High from 1978 to

1984, at which time she accepted the position of counselor and curriculum coordinator in a school with disruptive behavior students known then as John E. Ford Career Center, now known as Grand Park Career Center. The school was the only school like this in existence whose primary interest was focused on improving the drop-out rate, and it included helping incarcerated students receive their high school diploma. After 16 years at Grand Park, she accepted a counseling position at Mandarin High School where she remained until her retirement in 2010. In January 2011 she accepted a Student Services Advisor position with "Ready For Tomorrow" to work with the school district's intervening schools. She has served on Local School Advisory Boards. She was commissioned by the school district to serve on the S.O.A. R. committee for students seeking M.A. and M.S. degrees in Counseling at University of North Florida. She has given all of her adult life to serving as an academic, career, and personal counselor for young people. As a teenager she saw her neighborhood decline and made a promise to work to make it better. In 1977 she initiated the neighborhood watch. She called meetings, convinced the neighbors, and collected the money for the signs. She and her father put up the 1st sign on the corner of King Cole Drive and Polan Lane. Serving on this committee for Mayor Brown has renewed her passion, and she will begin her new mission of knocking on doors and meeting her new neighbors.

Chris Shakib

Chris Shakib is a partner in the Jacksonville law firm, Terrell Hogan Ellis Yegelwel, P.A. He received his bachelors degree from Wake Forest University, and his law degree *with honors* from the University of Florida, College of Law. After graduating from law school, he served as an Assistant State Attorney in Jacksonville from 1992 until 1996. Since then he has practiced civil trial law, specializing in pharmaceutical, medical device, and medical malpractice litigation. He is also a volunteer with Jacksonville Area Legal Aid. He and his wife, Joy, live in the Colonial Manor section of San Marco with their two children, Ashley and Evan. Chris has been an advocate for improving Jacksonville's neighborhoods through his work as a board member of the Colonial Manor Community Association, which successfully challenged an attempt to rezone to commercial a portion of the neighborhood.

Brenda R. Simmons, Ph.D.

Brenda recently retired after a 37-year association with Florida State College at Jacksonville where her final position was Executive Dean for Instruction and Student Services. In her role as a College Administrator, she often visited neighborhood and community groups advising them on the value of a college education and the career advantages of enrolling in the myriad of workforce programs available at the College, especially the North Campus. She has provided community leadership to numerous projects one of which is her role as the creative force behind the 21 year annual publication of the Jacksonville Black History Calendar, telling the story of individuals and their contributions to the First Coast. Dr. Simmons is the Vice Chair of the Jacksonville Public Library Board of Directors, Treasurer of Community First Credit Union Board of Directors, Secretary of the Jacksonville Women's Network and a second term member of the Florida Humanities Council. Dr. Simmons holds degrees from Florida State College, Bethune-Cookman University, Clark-Atlanta University and her doctorate in English and American Literature from Indiana University of Pennsylvania. Her literary interest and topic for her master's thesis and doctoral dissertation was Zora Neale Hurston, Florida's "Genius of the South."

Dr. Wayne W. Wood (Co-Chairman)

Regarded as one of the foremost chroniclers of Jacksonville's history and architecture, Wayne founded Riverside Avondale Preservation in 1974. It has become one of the largest neighborhood preservation groups in the South. He served for many years on the Jacksonville Historic Landmarks Commission starting in 1975, including three years as chairman. Wayne has played a key role in saving many of the city's endangered landmarks. With his leadership the Riverside Avondale neighborhood was listed in the National Register of Historic Places and is the largest Historic District in Florida. In 2010 Riverside Avondale was named as one of the "Ten Great Neighborhoods in America" by the American Planning Association. Wayne is also the founder of the Riverside Arts Market (RAM), which in three years has become Florida's largest free weekly arts and entertainment venue. Wayne has published seven books about Jacksonville history, including the best-selling *Jacksonville's Architectural Heritage*. Recently retired as an optometrist, last year Wayne was named one of the "Top Twenty Change Agents" in Northeast Florida by the *Times-Union*; the Arts Volunteer of the Year by Hands-On Jacksonville; and one of the "50 Most Influential People in Northeast Florida" by *Jacksonville Magazine*.