PLANNING FOR NORTHEAST FLORIDA'S UNCERTAIN MILITARY FUTURE

IMPLEMENTATION TASK FORCE

FINAL REPORT TO THE
JCCI BOARD OF DIRECTORS
July 21, 1995

IMPLEMENTATION AT A GLANCE

RECOMMENDATION	RESULT	IMPLEMENTATION STATUS
#1 Preparation for BRAC 1995	Establishment of Cecil Field Re-Use Commission City staff hired to prepare city for BRAC 1995	Fully implemented
#2 Establishment of First Coast Economic Development Council for regional economic development	* Mayor Austin established the Economic Development Council Mayor Delaney committed to an Economic Summit within 90 days of taking office	Partially implemented
#3 Economic diversification, small business development, target high skill jobs	Ongoing programs meet most of the elements of this recommendation	Essentially implemented
#4 Development and implemen- tation of a plan for base conver- sion	* Establishment of Cecil Field Re-Use Commission	Fully implemented (Cecil Field re-use plan is not completed.)
#5 Expansion of small business management training	Last three years, funding has been capped by Federal Government	Not warranted beyond existing effort per UNF
#6 Small business outreach program	Establishment of the North Florida Technology Innovation Corporation of Jacksonville	Partially implemented
#7 Increased venture capital funding	Establishment of the North Florida Technology Innovation Corporation of Jacksonville	Fully implemented
#8 Streamlining state environ- mental permitting process	Passage of Jobs-Siting Act of 1994 which simplified some processes	Partially implemented Not far enough, but various groups continue to push
#9 Dissemination of military job descriptions translated into civil- ian descriptions	Implementation by agencies in progress when study ended	Fully implemented

#10 Job transition assistance for military personnel leaving the military	Establishment of Private Industry Council/ Urban Resource Center Transition facility near Cecil Field	Partially implemented
#11 Job transition assistance for civilian personnel affected by base closure or military cut- backs	Implementation by agencies in progress during implementation	Fully implemented
#12 Congressional acceleration of environmental clean up of bases slated for closure	The 1994-95 federal budget included large increases to speed environmental cleanups at bases	Fully implemented
#13 Data collection to predict impact of military changes to local human-services delivery system	This is not a viable option. It is covered by each situational response.	Partially implemented

^{*} Direct result of JCCI recommendation

TASK FORCE STRUCTURE

The steering committee of the **Uncertain Military Future** implementation task force consisted of the eight individuals who served on the management team for the study. In addition, Carol Hergert, congressional aide to U.S. Representative Tillie Fowler, and T. R. Hainline, a local attorney who coordinated the Chamber of Commerce's 1995 BRAC efforts, were invited to participate on the steering committee. About 15 other study committee members served on the task force. **David Williams**, who chaired the study committee, chaired the implementation task force.

The steering committee began meeting in August of 1993. The group's first action was to prepare a list of the nine organizations to which recommendations were directed. The recommendations were indexed under each organization. The steering committee used the nine organizations as the basis for forming subcommittees and plans of action for implementation. These areas include the Mayor's Office, Chamber of Commerce, Private Industry Council, HRS, FCCJ Urban Resource Center, University of North Florida, Jacksonville University, U.S. Navy, and Florida Legislature/U.S. Congress.

From those nine areas, seven subcommittees were formed. In order to keep the implementation focused, the steering committee decided its members should chair the subcommittees. Members from the study committee were invited to join one or more of the subcommittees.

The following is a list of the subcommittees and their corresponding chairs:

Mayor's Office Subcommittee	David Williams, chair
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Chamber of Commerce Subcommittee Jack Moriarty, chair

FCCJ Urban Resource Center Subcommittee

HRS Subcommittee Leroy Johnson, chair

University of North Florida/ Joan Carver, co-chair Jacksonville University Subcommittee Earle Traynham, co-chair

U.S. Navy Subcommittee Tom Watson, chair

Florida Legislature/ Bruce Barcelo, chair

U.S. Congress Subcommittee

IMPLEMENTATION STRATEGY

Initial focus on Recommendations #1 and #2 and BRAC 1995

Jacksonville Mayor Ed Austin responded to the JCCI **Uncertain Military Future** study in July of 1993, announcing the formation of the Mayor's Base Conversion and Redevelopment Commission and the creation of an Economic Development Council to study economic development issues.

As JCCI's implementation efforts began, current events led the steering committee to give early priority to Recommendation 1 (formation of a regional military reuse task force) and Recommendation 2 (creation of a First Coast Economic Development Council).

In mid 1993, the Mayor's Base Conversion and Redevelopment Commission was beginning to work on alternative civilian futures for Cecil Field, and the Mayor's Economic Development Council had just been formed. Meanwhile, in Washington, discussion and lobbying had already begun related to further military cutbacks by the 1995 BRAC Commission, but Jacksonville was not initially involved.

The steering committee took the following initial actions:

- met with key Mayor's Office staff to learn about the two new commissions and determine to what extent their makeup and missions match JCCI's recommendations;
- members joined the Base Conversion and Redevelopment Commission, making sure that adequate planning was being done to prepare for civilian reuse of Cecil Field and that Jacksonville would be properly positioned to receive federal assistance dollars for conversion;
- met with area congressional representatives and City and Chamber leaders regarding development of a strategy to protect local bases in the 1995 BRAC;

Involving committee members from the study

On November 1, 1993 the entire Uncertain Military Future Implementation Task Force met. Sixteen people attended this meeting. Dave Williams updated the members on what had transpired since the study was released. Task force members signed up for subcommittees.

Implementing other recommendations

In February 1994, the five subcommittees working on recommendations three through 11 began meeting with officials in agencies targeted in the other 11 recommendations. Those subcommittees met through August of 1994, when members decided the recommendations had been met or no further action could be taken by JCCI.

IMPLEMENTATION RESULTS

The following pages provide a synopsis of contacts made and outcomes achieved, as well as an assessment of progress achieved, on each of the study's 13 recommendations.

Recommendation 1: The Mayor of Jacksonville should immediately take the lead, with the cooperation of the Jacksonville Chamber of Commerce, in creating a permanent, broad-based task force to develop plans to address potential military changes and their impacts on Northeast Florida. The Jacksonville City Council should provide funding for necessary staff support through at least 1996. The task force should:

- combine the roles of existing military-oriented committees and task forces;
- include representation and solicit input from concerned organizations throughout
 Northeast Florida;

maintain a close liaison with major, local military-facility commanders and the Northeast Florida congressional delegation;

gather pertinent information, including the availability of resources to assist communities in dealing with the impacts of military cutbacks;

work to maintain and expand the local military presence;

develop contingency plans for potential military changes; and

Contacts:

- 1) Herb McCarthy, City of Jacksonville Base Conversion and Redevelopment Commission
- 2) Taylor Smith, City of Jacksonville director for intergovernmental affairs

seek to make the Naval Station Mayport upgrade a reality.

- 3) Mike Weinstein, City of Jacksonville director of administration and finance
- 4) Jim Rinaman, Chairman of the Jacksonville Chamber of Commerce
- 5) U.S. Representative Tillie Fowler
- 6) U.S. Representative Corrine Brown
- 7) Debra Corkhill, defense liaison, Florida Department of Commerce, Economic Development Division
- 8) Tom Jones, Governor's appointee to the state Defense Conversion and Transition Commission
- Emory White, Governor's appointee to the Florida Defense Conversion and Transition Commission
- 10) Brig. Gen. John H. Bridges, Governor's base closure coordinator
- 11) Adam Hollingsworth, Mayor's Commission on Base Realignment and Closure
- 12) Office of U.S. Sen. Connie Mack (by letter and phone)
- 13) Office of U.S. Sen. Bob Graham (by letter and phone)
- 14) Lawton Chiles, Governor of Florida

Beyond urging City and Chamber action to implement the recommendation, JCCI task force members became directly involved, in coordination with local officials, in making contacts directly addressing potential military changes and their local impacts.

Dave Williams and Tom Watson attended meetings of the Mayor's Base Conversion and Realignment Commission regularly.

Outcomes:

Jacksonville's military facilities have been spared from the 1995 Base Closure list. Mayor Austin increased staff to handle military developments, especially those related to the 1995 BRAC Commission. The Chamber of Commerce and the City of Jacksonville worked jointly on BRAC 1995 and other military issues. Florida Senators Bob Graham and Connie Mack toured Jacksonville military installations and heard Jacksonville officials' concerns about Jacksonville's military future. The Senators also met jointly with U.S. Navy Secretary John H. Dalton.

The local Base Conversion and Redevelopment Commission, working on the reuse of Cecil Field, has membership from Duval, Nassau, Clay, Baker, and St. Johns Counties.

Assessment:

This recommendation was implemented. Although a permanent, broad-based task force was not developed, the Chamber of Commerce, the Mayor's Commission on Base Realignment and Closure, and the Mayor's Base Conversion and Redevelopment Commission worked cooperatively on the items listed in the recommendation.

Recommendation 2: The Mayor of Jacksonville should take the lead in establishing a First Coast Economic Development Council. Membership on the Council should be broadly representative of the Northeast Florida region, including governmental economic-development agencies, chambers of commerce, academic institutions, and trade associations. Among its activities, the Council should:

n	develop a long-range,	regional, strategic,	economic-develo	oment plan;
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- specifically include planning for the potential economic impacts of military changes;
- coordinate local and state economic-development planning in Northeast Florida;
- create a comprehensive collection of economic-development information for planning and decision-making purposes; and
- facilitate the establishment and operation of a small business incubator.

Contacts:

- 1) Mike Weinstein, director of Jacksonville's Department of Administration and Finance
- 2) Jim Rinaman, chairman of the Jacksonville Chamber of Commerce
- 3) Frank Nero, City of Jacksonville deputy mayor of economic development
- 4) Jesse Smith, City of Jacksonville deputy director of planning and development
- 5) Jerry Mallot, Chamber of Commerce economic development director
- 6) Don Davis, City Council
- 7) Jake Godbold, candidate for mayor
- 8) Jim Tullis, City Council president
- 9) Tommy Hazouri, candidate for mayor
- 10) Harry Reagan, City Council, candidate for mayor
- 11) John Delaney, candidate for mayor
- 12) Dick Kravitz, City Council President-Elect
- 13) Mike Hogan, City Council
- 14) Howard Dale, City Council
- 15) Alberta Hipps, City Council
- 16) George Banks, City Council
- 17) Jim Overton, City Council

Outcomes:

The Mayor formed an Economic Development Council (EDC) in July 1993.

Chamber of Commerce officials are meeting with Chambers from surrounding counties to discuss plans for regional economic development planning and marketing.

Assessment:

This is the most important recommendation in the study. Many of the other recommendations depend on progress being made on this recommendation. However, at this time, the recommendation has not been fully implemented.

Reasonable beginning progress was made on this recommendation during the Austin administration. However, the existing Economic Development Council does not have regional membership and is not doing long-term planning. John Delaney was chief of staff when the council was formed and told implementation task force members that he supports regional economic development. He was not satisfied with the EDC. It has met only three times since it was established. He believes that strong mayoral leadership is the key to economic development for Jacksonville. He has pledged to call an economic development summit within ninety days of taking office. If this includes regional membership and a long-term vision is developed, it could mark the beginning of implementation of this recommendation.

However, Delaney -- as did most officials -- expressed reservations about discussing regional economic development before Jacksonville had an economic development plan. Since the study determined that any plan for Jacksonville must fit into a regional plan, steering committee members do not believe a Jacksonville plan solely would meet the intent of this recommendation. The Jacksonville Chamber has been meeting with surrounding Chambers to create a dialogue about regional cooperation in economic development, however.

Dave Williams, Jack Moriarty, and Tom Watson have asked to participate in the summit. JCCI involvement could help move planning toward implementation.

Recommendation 3: To ease the economic impact of local military changes, the Mayor of Jacksonville, the Jacksonville Chamber of Commerce, and other Northeast Florida economic-development entities should:

	emphasize economic diversification, especially toward more manufacturing;
□	encourage small business development;
	actively promote the military-trained workforce as a local asset;
-	target industries that use the skills of the military-trained workforce, such as manufacturing and transportation; and
П	assist businesses forced to relocate because of the loss of military customers.

Contacts:

- 1) Frank Nero, deputy mayor of Jacksonville for economic development
- 2) Jerry Mallot, Chamber of Commerce economic development director
- 3) Jim Rinaman, chairman of the Jacksonville Chamber of Commerce
- 4) Lad Daniels, president of the First Coast Manufacturers Association

Outcomes:

The City, the Chamber, and other Northeast Florida economic development entities are implementing the items suggested in this recommendation. In particular, they are actively promoting the military-trained workforce and encouraging small business development.

Assessment:

This recommendation is essentially being implemented.

Recommendation 4: If a local military installation is officially identified to be closed in the Base Closure and Realignment Commission's report to the President, the First Coast Economic Development Council should immediately form a committee to develop and implement a plan for base conversion and civilian reuse. This committee should coordinate efforts with the U.S. Office of Economic Adjustment and should seek useful information from organizations in other communities involved in base reuse planning. Membership in this committee should include, among others, the Jacksonville Port Authority and individuals who have a detailed, hands-on knowledge of base conversion procedures.

Contacts:

- 1) Mike Weinstein, director of Jacksonville's Administration and Finance Department
- 2) Herb McCarthy, Jacksonville Base Conversion and Redevelopment Commission
- 3) Jim Rinaman, chairman of the Jacksonville Chamber of Commerce

Outcomes:

The Mayor of Jacksonville established a Base Conversion and Redevelopment Commission in August 1993 to plan for Cecil Field reuse. Membership includes Jacksonville Port Authority representatives and others familiar with base conversion procedures. The Commission is regional, including members from Baker, Clay, Nassau, and St. Johns Counties.

Commission members are working closely with the U.S. Office of Economic Adjustment, which provides funding and assistance to communities planning for and dealing with base closures. Dave Williams is a member of the Base Conversion and Redevelopment Commission, and Tom Watson regularly attends meetings.

Assessment:

This recommendation is being implemented.

Recommendation 5: The Small Business Development Center at the University of North Florida should expand its small business management training and entrepreneurship programs as a means of encouraging small businesses which can provide jobs for the military-trained workforce and others displaced because of military cutbacks.

Contacts:

Lowell Salter, director of the UNF Small Business Development Center

Outcomes:

The Small Business Development Center is in a holding pattern because the national Small Business Administration (SBA) is in a downsizing mode and has capped funding to the center for the past three years. Therefore, they have no funds to expand their outreach programs.

Assessment:

This recommendation cannot be implemented at this time.

Recommendation 6: The Jacksonville Chamber of Commerce and the Colleges of Business Administration at the University of North Florida and Jacksonville University should cooperate to create a small-business outreach program which provides people with information on local resources for small business management assistance. One effective way to reach entrepreneurs may be to contact them when they apply for or renew business licenses.

Contacts:

Lowell Salter, director of the UNF Small Business Development Center

Outcomes:

A new nonprofit organization, funded by Enterprise Florida, called the North Florida Technology Innovation Corporation of Jacksonville, has been formed to recruit and maintain companies offering high-technology jobs. Michael Lewis has just been appointed as president. Business students and professors will assist in identifying and marketing new technology ideas in the university and the business community. The main emphasis will be on developing technology in existing companies for other uses — something companies are rarely interested in doing. In addition, a small business incubator for new technical companies eventually will be established at UNF. The state allocated \$300,000 per year for 10 years to the project as one of four sites across the state. A combination of funds from the City of Jacksonville, First Union, Barnett, ITT, Winn Dixie and UNF served as needed matching funding to secure the state grant.

The Small Business Development Center is not interested in additional general outreach and recruitment of small business clients because it does not have funding. It will focus on maintenance of the new center and technological job creation.

The Small Business Referral Network, a network of services and programs to assist small businesses, has just been added to the Internet. Small businesses can now directly access network members who include bankers, insurance brokers, attorneys, consultants of all kinds, real estate developers and agencies like the Small Business Development Center. All members of the referral network have completed an orientation on their role in helping to provide or refer services to small businesses.

Assessment:

The North Florida Technology Innovation Corporation, if successful and maintained, will recruit and provide start-up funding and information to create new technological businesses.

Although the Small Business Development Center concedes that recruitment of small business owners when they apply for or renew business licenses would be effective, the Center has no plans for an outreach or recruitment effort because it does not foresee receiving additional funding to serve a larger number of businesses. No change in this situation is expected, so implementation of this part of the recommendation cannot be accomplished at this time.

No other specific efforts are underway at the Chamber or JU.

Recommendation 7: The Center for Entrepreneurial Studies at the University of North Florida should expand and intensify its efforts through the Venture Capital Exchanges to match entrepreneurs with sources of venture capital.

Contacts:

Lowell Salter, director of the UNF Center for Entrepreneurial Studies

Outcomes:

The North Florida Technology Innovation Corporation at UNF will provide a new avenue to expand the availability of venture capital in Northeast Florida. Plans are to make available between \$10 and \$30 million in new venture capital money through the Center.

Assessment:

If the new center is successful, a significant step will have been taken toward implementation of this recommendation.

Recommendation 8: The Florida Governor and Legislature should streamline the state's lengthy and cumbersome environmental permitting processes, without sacrificing the integrity of environmental regulations. Action toward this end should begin in 1993.

Contacts:

- 1) Debra Corkhill, defense liaison, Florida Department of Commerce, Economic Development
- 2) Tom Jones, Atlantic Marine, Inc., Governor's appointee to the Florida Defense Conversion and Transition Commission
- 3) Emory White, Governor's appointee to the Florida Defense Conversion and Transition Commission

Outcomes:

In 1993, the Florida Legislature passed the Florida Jobs-Siting Act, which provides a consolidated process for environmental permits and land use planning approvals for certain economic development projects promising significant increases in jobs. The content of regulations and standards is not weakened by the law. In 1994, the Legislature amended this law to enable communities dealing with military base closures to use the jobs-siting process in converting those bases to new uses.

Assessment:

Implementation of the new state law, as amended, would appear to provide relief for some specific economic development projects--including base reuse projects--from Florida's cumbersome permitting process. However, overall reform of the regulatory/permitting system has not been undertaken.

Recommendation 9: The Jacksonville Chamber of Commerce (through its Partnership for Workforce Preparation), in conjunction with Florida Community College at Jacksonville's Urban Resource Center, should identify military-oriented job descriptions and skills and translate these into private-sector language. This information should be disseminated to local employers, employment agencies, and military personnel offices.

Contacts:

- 1) Stan Block, executive director of the Urban Resource Center
- 2) Art Ward, TAMP manager, Family Service Center, NAS Jacksonville

Outcomes:

Both the Urban Resource Center and the military Transition Assistance Office are helping military personnel to convert their resumes into the language of civilian job descriptions. They are also using U.S. Department of Labor codes which translate between military and civilian job titles.

Assessment:

The recommendation is being implemented. The proper organizations are aware of the need to help military personnel to be prepared to make the transition to civilian employment. These organizations appear to be making reasonable responses to the current need.

Recommendation 10: The Transition Assistance Programs at each of the local naval bases should offer programs specifically designed to assist military personnel in meeting licensing requirements, translating job titles and descriptions into private-sector language, and improving job-hunting skills. The Jacksonville Private Industry Council and Florida Community College at Jacksonville's Urban Resource Center should seek funding to establish a similar program for civilian workers.

Contacts:

- 1) Stan Block, executive director of the Urban Resource Center
- 2) John Griffith, executive director of the Jacksonville Private Industry Council
- 3) Cindy Wadsworth, director of the Jacksonville PIC's dislocated worker programs
- 4) Art Ward, TAMP manager, Family Service Center, NAS Jacksonville (military personnel)
- 5) Steve Gregg, area director, U.S. Navy Human Resources Office (civilian personnel)
- 6) Jim Jamison, U.S. Navy Human Resources Office, NAS Jacksonville

Outcomes:

The Navy is responding appropriately to the needs of both military and civilian personnel working on local who need assistance in making the transition to civilian employment. They have the resources to meet any expected expansion of demand for their services. Little major expansion is anticipated from the downsizing and ultimate closing of Cecil Field. Most military personnel will either retire or be absorbed into Navy operations elsewhere. Only about 300 civilian personnel will be affected, and at present NADEP is expanding by 1,500 positions, more than enough to absorb early displacement from Cecil Field. The greatest challenge for Navy human resources officers seeking to assist workers leaving base employment is finding appropriate job opportunities for them in the local economy. Insufficient high-skill and technical jobs are available. The PIC and URC are actively working with Navy and Florida Department of Labor officials to develop a coordinated response to the coming transition needs of workers at Cecil Field. A transition center is now open at Cecil Field staffed by PIC and Florida Jobs and Benefit personnel. FCCJ's Urban Resource Center is planning on joining them at this cite by the end of September, 1995, if funding becomes available. The first real downsizing is expected during 1997. The URC and Jacksonville and Northeast Florida PICs are currently funded to assist "dislocated" workers. Additional, special federal funding is expected in the future to meet transition needs related specifically to the closing of Cecil Field. These resources should be adequate to meet the need.

Assessment:

The Navy, Florida Department of Labor, Private Industry Councils, and the Urban Resource Center are all responding effectively and cooperatively to this recommendation. Adequate planning and resources seem to be in place to handle the expected needs to assist base workers in making a successful transition to civilian employment. The primary outstanding question remains the availability of sufficient high-skill jobs so that these workers will not be underemployed in the local civilian economy. The new Innovation Center, if successful, could begin making positive steps in establishment of more high-skill jobs.

Recommendation 11: In the event of civilian layoffs from base closure or other military cutbacks, the Jacksonville Private Industry Council and Florida Community College at Jacksonville's Urban Resource Center should immediately pursue all available sources of funding for retraining all dislocated workers.

Contacts:

- 1) Stan Block, executive director of the Urban Resource Center
- 2) John Griffith, executive director of the Jacksonville Private Industry Council
- 3) Cindy Wadsworth, director of the Jacksonville PIC's dislocated worker programs

Outcomes:

Both the Jacksonville and Northeast Florida PICs, as well as the Urban Resource Center, have adequate staffing to pursue funding if needed. Special funding is expected, and these organizations are poised to request it, beginning probably in January 1995.

Assessment:

Both PICs and the Urban Resource Center are prepared to implement this recommendation. No further action from JCCI is needed at this time.

Recommendation 12: Congress should enforce legislation and appropriate the funds necessary to accelerate the clean-up of environmental contamination, so that local bases will be more readily available for potential civilian reuse.

Contacts:

- 1) Tillie Fowler, U.S. Representative
- 2) Corrine Brown, U.S. Representative

Outcomes:

The 1994-95 U.S. Department of Defense budget includes expanded funding for environmental clean up. Since July 1, 1995, Congress has made significant cuts in environment clean-up funding for bases not slated for closing. (NAS, Mayport, Kings Bay) On the other hand, funding from a separate source continues to fund environment clean-up at Cecil Field.

Assessment:

Congress is making funding commitments toward implementing this recommendation. No further JCCI action is needed at this time.

Recommendation 13: The Florida Department of Health and Rehabilitative Services, District IV, in cooperation with appropriate higher-education institutions and human-service agencies, should collect data and develop information that can be used to identify and predict the impact that changes in the local military presence would have on the human-services delivery system.

Contacts:

- 1) Lee Johnson, district administrator, Department of HRS, District IV
- 2) Harry Smith, Department of HRS, District IV, program administrator
- 3) Clovia Russell, director of the City of Jacksonville Department of Community Services
- 4) Virgii Green, chief of mental health services in the City of Jacksonville Community Services Department.

Outcomes:

HRS officials do not feel that their human-services system would be substantially impacted by military layoffs because layoffs would occur over a period of time, and personnel would have to deplete all of their savings before receiving assistance from HRS. The HRS system is so large that a layoff of this type would be a "blip" in its system.

City of Jacksonville officials also do not perceive that their emergency-assistance system would become overburdened as a result of military changes because people are apt to seek financial assistance at varying rates as their savings are depleted. Should massive emergency assistance be needed, the City Council might have to enact a special appropriation because those seeking help would probably not be as low-income as those the program currently serves.

Assessment:

Neither HRS nor the City expects a major impact from possible base closures. Given this situation, JCCI task force members decided against pressing HRS or other agencies to collect new or additional information. The recommendation was partially implemented in that JCCI raised the possibility of an increased human services needs resulting from changes in Jacksonville's military presence.