SURTAX PERFORMANCE AUDIT OF

Martin County, Florida

Deliverable #6: Final Report

August 27, 2024

Overview of Performance Audit Findings

Martin County
August 27, 2024

MARTIN COUNTY REPORT DIGEST

Overall, Across 24 Areas, the County Met Expectations in 19 Areas, Partially Met Expectations in 5 Areas, and Not Met in 0 Areas.

Issue Area (Number of Subtasks Examined)	Overall Conclusion	Did the County Meet Subtask Expectations?		
		Yes	Partially	No
Economy, efficiency, or effectiveness of the program (6)	Met	6	0	0
Structure or design of the program (2)	Met	2	0	0
Alternative methods of providing program services or products (3)	Met	2	1	0
Goals, objectives, and performance measures (4)	Partially Met	0	4	0
Accuracy or adequacy of public documents, reports, and requests prepared by the County (5)	Met	5	0	0
Compliance with appropriate policies, rules, and laws (4)	Met	4	0	0
All Areas (24)		**19**	**5**	**0**

Results in Brief

In accordance with s. 212.055(11), F.S., and Government Auditing Standards, McConnell & Jones LLP conducted a performance audit of the Martin County programs within the administrative unit(s) that will receive funds through the referendum approved by Resolution adopted by the Martin County Board of Commissioners on April 9, 2024. Should the referendum pass, the County will use the proceeds to acquire environmentally significant land and perpetual interests in lands through conservation easements in environmentally significant land for the purposes of preserving, conserving and restoring the St. Lucie River, the Indian River Lagoon, Pal-Mar, the Loxahatchee and St. Lucie River headquarters, thereby protecting water sources, preserving natural areas and beaches, providing open space, protecting wild life habitat and water storage/ recharge areas and provide municipal infrastructure allowed by law. The performance audit included an examination of the issues identified below.

- The economy, efficiency, or effectiveness of the program.
- The structure or design of the program to accomplish its goals and objectives.
- Alternative methods of providing program services or products.
- Goals, objectives, and performance measures used by the program to monitor and report program accomplishments.
- The accuracy or adequacy of public documents, reports, and requests prepared by the County, or which relate to the program.
- Compliance of the program with appropriate policies, rules, and laws.

Findings for each of the six (6) issue areas were based on the extent to which the program met expectations established by audit subtasks. Overall, the audit found that Martin County met expectations in five (5) of the six (6) areas and partially met expectations in one (1) area.

A summary of audit findings by issue area is presented below. A more detailed overview of the findings can be found in the Executive Summary.

Findings by Issue Area ----------

Economy, Efficiency, or Effectiveness of the Program

Martin County (the County) meets this research objective. The MJ Team reviewed County departments associated with the surtax and determined that all program managers use various reports and data on a regular basis and that the information is adequate to monitor program performance and costs. All programs are periodically evaluated using performance information and other reasonable criteria to assess performance and costs. We also reviewed findings and recommendations in relevant internal or external reports on program performance and costs noting that administrators for each program took reasonable and timely actions to address deficiencies in program performance and costs identified in such reports. The Critical Natural Land Acquisition program demonstrated they were of reasonable costs, completed well, on time and within budget. The program established their exemption from competitive procurement and observance of pricing guidelines.

The structure or design of the program to accomplish its goals and objectives

Martin County (the County) meets this research objective. The County demonstrated it has an effective organizational structure in place with clearly defined units, that minimizes overlapping functions and excessive administrative layers, and has lines of authority that minimize administrative costs. Additionally, the County has a workload model in place to determine if current program staffing levels are reasonable. Turnover and vacancy rates are within industry guidelines which also means staffing levels are reasonable to manage workloads.

Alternative methods of providing services or Products

Martin County (the County) meets this research objective. The County demonstrated that program administrators formally evaluate existing in-house services and assess alternative contracting methods to ensure costs are reasonable. This finding is based on the MJ Team review/assessment of information gathered from interviews and provided data sources. The County's program administrators regularly participate in national and regional meetings and collaborate with peer organizations comparing management practices and service delivery methods for operational improvement and cost saving opportunities.

Goals, objectives, and performance measures used by the program to monitor and report program accomplishments

Martin County (the County) partially meets this research objective. Program-level goals and objectives do not address key aspects of the program's performance and costs. The County maintains five (5) strategic goals documented in the budget yet lacks a

strategic plan. The performance measures primarily focus on maintaining an inventory list of leases and real property instead of focusing on program performance and cost. The Public Land Acquisition Manual has not been updated since January 2014 and the Real Estate Acquisition Practices and Procedures are not signed or dated and do not include examples of forms, checklists, and other key documents or references to software used and records retention.

The accuracy or adequacy of public documents, reports, and requests prepared by the County which relate to the program

Martin County (the County) meets this research objective. The County demonstrated that it has financial and non-financial information systems that provide useful, timely, and accurate information to the public. The County provides program performance and cost information that is readily available and easy to locate. The County has processes in place to ensure the accuracy and completeness of program performance and cost information provided to the public. Additionally, the County demonstrated that is has procedures in place to ensure that timely actions are taken to correct any erroneous and/or incomplete program information included in public documents and adequate notice of such corrections are provided to the public. Lastly, the County demonstrated that it takes reasonable and timely actions to correct any erroneous and/or incomplete program information when the need arises.

Compliance of the program with appropriate policies, rules, and laws

Overall, Martin County (the County) meets this research objective. The County has a process to assess its compliance with applicable federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies. Internal controls in place include independent external audits, policies and procedures, property acquisition checklist and segregation of duties. In addition, the referendum requires an Environmental Land Oversight Committee. Although limited examples were available for review, information was provided to determine whether corrective actions were completed timely in response to an external audit report recommendation, actions related to an environmental site assessment as discussed in Subtask 1.3, and a follow up internal audit report.

Program administrators took reasonable and timely actions to determine whether planned uses of the surtax are in compliance with applicable state laws, rules, and regulations; local laws, rules, and regulations; contracts; grant agreements; and local policies.

McConnell Jones

TRANSMITTAL LETTER

August 27, 2024

Don Donaldson, County Administrator
Martin County Board of County Commissioners
2401 SE Monterey Rd
Stuart, Florida 34996

Dear Mr. Donaldson:

McConnell & Jones LLP (the "MJ Team") is pleased to submit our final report of the performance audit of Martin County. Pursuant to s. 212.055(11), *Florida Statutes,* the Office of Program Policy Analysis and Government Accountability (OPPAGA) selected the MJ Team to conduct a performance audit of the program area related to Critical Natural Land Acquisition program associated with the discretionary sales surtax.

We conducted this performance audit in accordance with Government Auditing Standards issued by the Comptroller General of the United States. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on the audit objectives.

The objective of the audit was to fulfill the requirements of s. 212.055(11) *Florida Statutes*. This statute requires that Florida local governments, with a referendum on the discretionary sales surtax undergo a performance audit conducted of the program associated with the proposed sales surtax adoption. The audit must be conducted at least 60 days before the referendum is held. OPPAGA is charged with procuring and overseeing the audit. The primary county departments that expend Local Option Sales Tax funds are the subject of the performance audit.

The objectives of the audit are consistent with the requirements of the statute, which are to evaluate the program associated with the proposed sales surtax adoption based on the following criteria:

1. The Economy, Efficiency, or Effectiveness of the Program.
2. The Structure or Design of the Program to Accomplish its Goals and Objectives.
3. Alternative methods of providing services or products.

4828 Loop Central Dr.
Suite 1000
Houston, TX 77081
Phone: 713.968.1600
Fax: 713.968.1601

WWW.MCCONNELLJONES.COM

McConnell Jones

4. Goals, Objectives, and Performance Measures used by the Program to Monitor and Report Program Accomplishments.
5. The Accuracy or Adequacy of Public Documents, Reports, and Requests Prepared by the County which Relate to the Program.
6. Compliance of the Program with Appropriate Policies, Rules, and Laws.

We developed a work plan outlining the procedures to be performed to achieve the above audit objectives. Those procedures and the results of our work are summarized in the Executive Summary and discussed in detail in the body of the report.

Based upon the procedures performed and the results obtained, the audit objectives have been met. We conclude that, except for the findings discussed in the report and based upon the work performed, the departments that expend funds have sufficient policies and procedures in place, supported by appropriate documentation, reports, monitoring tools, and personnel to address the statutory criteria defined in s. 212.055(11) *Florida Statutes*.

McConnell + Jones LLP

McConnell & Jones LLP
Houston, Texas

TABLE OF CONTENTS

MARTIN COUNTY REPORT DIGEST I

TRANSMITTAL LETTER IV

EXECUTIVE SUMMARY 1

RESEARCH TASK 1 11

RESEARCH TASK 2 42

RESEARCH TASK 3 50

RESEARCH TASK 4 60

RESEARCH TASK 5 74

RESEARCH TASK 6 91

MARTIN COUNTY – MANAGEMENT RESPONSE 106

EXECUTIVE SUMMARY

MARTIN COUNTY OVERVIEW

Martin County is one of the 67 Florida counties, and it is situated in the part of the eastern seaboard called the Treasure Coast. It is the fifty-fourth largest county in Florida by land area and was created in 1925 with the northern portion coming from St. Lucie County and the southern portion coming from Palm Beach County. It was named for John W. Martin, Governor of Florida from 1925 to 1929. By the authority of General Law, as found in the Constitution of the State of Florida, the Board of County Commissioners shares the functions of government with Martin County's Constitutional Officers including the Clerk of the Circuit Court and Comptroller, Property Appraiser, Tax Collector, Supervisor of Elections and Sheriff. The Board of County Commissioners has a responsibility to provide general government services (fire/rescue, library services, and building inspections), to oversee the development of infrastructure (roads, utility systems, parks, government buildings), and to determine regulations regarding zoning and land use provisions. The daily responsibilities for running Martin County Government are vested in the County Administrator, who is appointed by the Board. Martin County has a population of162,857, with a projection for 2025 of 165,900.

MARTIN COUNTY BUDGET SUMMARY

Each year the County develops a budget in accordance with Chapters 129, 200 and 197 of the *Florida Statutes*. Chapter 129 guides overall budget development and administration, while Chapter 200 provides specific directions for the annual levy of property taxes and the corresponding budget adoption timeline. Chapter 197 provides for the uniform method for levy, collection and enforcement of non-ad valorem assessments. The County operates on an October 1 to September 30 Fiscal Year.

2024 All Funds Budget

The County categorizes funds into eight (8) groups based upon the type of funding. The General Fund is the primary operating fund and is the default fund used to account for and report all financial resources not required to be accounted for and reported in another fund. Special Revenue Funds are for specific purposes provided only to the unincorporated areas. Grant, Debt, and Capital Project Funds are self-explanatory. Enterprise Funds are those operations that are funded by a fee that supports the services provided. The Internal Service Fund reflects the County's self-insured activities as well as the internal maintenance activities for vehicles and equipment. Trust and Agency Funds are very specific funds held on behalf of others.

Figure ES-1 summarizes Fiscal Year 2024 budgeted appropriations by fund and shows that the General Fund comprises 36 percent of all appropriations.

Fund	Amount	Percentage
General	$226,210,735	36%
Enterprise	161,172,637	25%
Special Revenue	151,172,667	24%
Capital Projects	43,081,679	7%
Internal Service	38,352,259	6%
Debt Service	8,523,977	1%
Trust & Agency	7,776,268	1%
Grant Revenue	828,862	<1%
Total	**$637,119,084**	**100%**

FIGURE ES-1: *Martin County's General Fund comprises more than a third of all fund appropriations.*
Source: Martin County Fiscal Year 2024 Adopted Budget.

Figure ES-2 presents Fiscal Year 2024 General Fund budgeted revenue. The County receives 81 percent of revenues from ad valorem taxes. The next highest source of revenue is from state shared sources.

Fiscal Year 2024 General Fund Revenue Budget

Category	Amount	Percentage
Ad Valorem Taxes	$163,152,347	81%
State Shared Revenues	21,981,868	11%
Miscellaneous Revenues	5,105,265	3%
Transfers	4,711,223	2%
Charges for Services	2,780,500	1%
Other Sources	2,149,597	1%
Franchise Fees	1,400,000	1%
Interest Earnings	500,000	<1%
Other Taxes	300,000	<1%
Federal, State, & Local Grants	190,000	<1%
Fines and Forfeits	163,600	<1%
Other Non-Operating	(500,000)	<1%
Subtotal	**201,934,400**	**100%**
Fund Balance	22,338,625	
Interfund Transfer	1,937,710	
Total General Fund Revenues	**$226,210,735**	

FIGURE ES-2: *Ad valorem taxes make up 81 percent of Martin County's Fiscal Year 2024 budgeted revenue.*
Source: Martin County Fiscal Year 2024 Adopted Budget.

2024 General Fund Expenditure Budget

Figure ES-3 presents Fiscal Year 2024 General Fund budgeted expenditures. Half of the County's expenditures are transfers to the Constitutional Officers, which include the Clerk of the Circuit Court and Comptroller, Property Appraiser, Sheriff, Supervisor of Elections, and Tax Collector.

Category	Amount	Percentage
Transfers to Constitutional Officers	$113,087,113	50%
Operating Expenses	43,321,195	19%
Personal Services	34,593,336	15%
Transfers & Reserves	32,825,336	15%
Capital Expenses	2,383,755	1%
Total General Fund Expenditures	**$226,210,735**	**100%**

FIGURE ES-3: *Fifty percent of the County's expenditures are transfers to the Constitutional Officers.*
Source: Martin County Fiscal Year 2024 Adopted Budget.

DISCRETIONARY SALES SURTAX

According to the State of Florida Department of Revenue website, a half-cent infrastructure tax program funded by a discretionary sales surtax (DSS) is imposed by most Florida counties and applies to most transactions subject to sales tax. The State of Florida Department of Revenue collects and distributes the sales surtax to counties and municipalities based on the state's sales tax formula.

Each county is responsible for administering the funds it receives. On April 9, 2024, the Martin County Board of County Commissioners (BOCC) voted 5 to 0 to send to referendum a proposed one-half cent sales tax ordinance for voter approval on November 5, 2024.

Should the referendum pass, the County will use the proceeds to acquire environmentally significant land and perpetual interests in lands through conservation easements in environmentally significant land for the purposes of preserving, conserving and restoring the St. Lucie River, the Indian River Lagoon, Pal-Mar, the Loxahatchee and St. Lucie River headwaters, thereby protecting water sources, preserving natural areas and beaches, providing open space, protecting wild life habitat and water storage/recharge areas. Land acquisition and preservation using the County's share of the Surtax proceeds shall be limited to the properties known or identified within the Pal-Mar Water Control District, the Natural Lands Component of the Indian River Lagoon South Project of the Comprehensive Everglades Restoration Plan, Loxahatchee and St. Lucie Headwaters and Blueways Areas within Martin County.

AUDIT OBJECTIVE

In accordance with s. 212.055(10), *Florida Statutes*, and Government Auditing Standards, the certified public accountant must conduct a performance audit of the Martin County program areas within the administrative unit(s) that will receive funds through the referendum. The performance audit must include a review of program areas for Martin County related to the acquisition of critical natural lands. Audit fieldwork must include interviews with program administrators, review of relevant documentation, and other applicable methods to complete the assessment of the six (6) research tasks.

PROJECT SCOPE

The performance audit was conducted in accordance with Generally Accepted Government Auditing Standards (GAGAS). Those standards require that the audit be conducted in a manner to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on the audit objectives. The MJ Team believes that the evidence obtained provides a reasonable basis for our observations and conclusions.

METHODOLOGY

The MJ Team began fieldwork with a kickoff meeting on June 11, 2024, where the MJ Team discussed the project scope, process, timeline, and priorities. Audit team members conducted 18 interviews with management and executive-level staff during the fieldwork period. The interviews had varying management team members in attendance depending on their involvement with a particular research task.

During the interviews, management team members' roles were discussed along with processes and procedures the County follows to address the six (6) research tasks and underlying subtasks. The MJ Team initiated multiple follow-up contacts with County management team members to clarify information outlined in processes, procedures, and management reports the County provided to address the research tasks. Performance audit team members reviewed and analyzed extensive, relevant operational and financial data to document and report findings and conclusions.

SUMMARY OF RESULTS

Figures ES-4 through **ES-9** present a summary of the overall results of this performance audit. As required in the contract between OPPAGA and the MJ Team, this report includes an analysis of six (6) research tasks, containing 24 subtasks. The MJ Team's assessment of six (6) administrative units against the subtasks revealed that nineteen (19) of the 24 subtasks were met, and five (5) were partially met, and zero (0) were not met.

RESEARCH TASK 1 – The Economy, Efficiency, or Effectiveness of the Program.

Finding Summary: Overall, Martin County meets Task 1

Overall, Martin County (the County) meets this research objective.

The MJ Team reviewed County departments associated with the surtax and determined that all program managers use various reports and data on a regular basis and that the information is adequate to monitor program performance and costs. All programs are periodically evaluated using performance information and other reasonable criteria to assess performance and costs. We also reviewed findings and recommendations in relevant internal or external reports on program performance and costs noting that administrators for each program took reasonable and timely actions to address deficiencies in program performance and costs identified in such reports. The Critical Natural Land Acquisition program demonstrated they were of reasonable costs, completed well, on time and within budget. The program established their exemption from competitive procurement and observance of pricing guidelines.

FIGURE ES-4
SUMMARY OF MARTIN COUNTY RESEARCH RESULTS

RESEARCH RESULTS			
1. The Economy, Efficiency, or Effectiveness of the Program.			
Research Subtask	Critical Natural Land Acquisition	Overall Conclusion	Recommendation
1.1	Met	Met	None.
1.2	Met	Met	None.
1.3	Met	Met	None.
1.4	Met	Met	None.
1.5	Met	Met	None.
1.6	Met	Met	None.

RESEARCH TASK 2 – The Structure or Design of the Program to Accomplish its Goals and Objectives.

Finding Summary: Overall, Martin County meets Task 2

Overall, Martin County (the County) meets this research objective.

The County demonstrated it has an effective organizational structure in place with clearly defined units, that minimizes overlapping functions and excessive administrative layers, and has lines of authority that minimize administrative costs. Additionally, the County has a workload model in place to determine if current program staffing levels are reasonable. Turnover and vacancy rates are within industry guidelines which also means staffing levels are reasonable to manage workloads.

FIGURE ES-5
SUMMARY OF MARTIN COUNTY RESEARCH RESULTS

RESEARCH RESULTS			
2. The Structure or Design of the Program to Accomplish its Goals and Objectives.			
Research Subtask	**Critical Natural Land Acquisition**	**Overall Conclusion**	**Recommendation**
2.1	Met	Met	None.
2.2	Met	Met	None.

RESEARCH TASK 3 – Alternative methods of providing services or products.

Finding Summary: Overall, Martin County meets Task 3

Overall, Martin County (the County) meets this research objective.

The County demonstrated that program administrators formally evaluate existing in-house services and assess alternative contracting methods to ensure costs are reasonable. This finding is based on the MJ Team review/assessment of information gathered from interviews and provided data sources. The County's program administrators regularly participate in national and regional meetings and collaborate with peer organizations comparing management practices and service delivery methods for operational improvement and cost saving opportunities.

FIGURE ES-6
SUMMARY OF MARTIN COUNTY RESEARCH RESULTS

RESEARCH RESULTS			
3. Alternative methods of providing services or products.			
Research Subtask	**Critical Natural Land Acquisition**	**Overall Conclusion**	**Recommendation**
3.1	Partially Met	Partially Met	Conduct a formal analysis to evaluate whether it is more cost effective to outsource land acquisition services rather than hire staff to perform in-house.
3.2	Met	Met	None.
3.3	Met	Met	None.

RESEARCH TASK 4 – Goals, Objectives, and Performance Measures used by the Program to Monitor and Report Program Accomplishments.

Finding Summary: Overall, Martin County partially meets Task 4

Overall, Martin County (the County) partially meets this research objective.

Program-level goals and objectives do not address key aspects of the program's performance and costs. The County maintains five (5) strategic goals documented in the budget yet lacks a strategic plan. The performance measures primarily focus on maintaining an inventory list of leases and real property instead of focusing on program performance and cost. The Public Land Acquisition Manual has not been updated since January 2014 and the Real Estate Acquisition Practices and Procedures are not signed or dated and do not include examples of forms, checklists, and other key documents or references to software used and records retention.

FIGURE ES-7
SUMMARY OF MARTIN COUNTY RESEARCH RESULTS

RESEARCH RESULTS			
4. Goals, Objectives, and Performance Measures used by the Program to Monitor and Report Program Accomplishments.			
Research Subtask	**Critical Natural Land Acquisition**	**Overall Conclusion**	**Recommendation**
4.1	Partially Met	Partially Met	Develop and maintain documentation to indicate whether the department's benchmark is met and the status of meeting all goals and objectives. In addition, ensure that goals and objectives address program cost.
4.2	Partially Met	Partially Met	Develop and implement a county-wide strategic plan to further develop the strategic goals and provide guidance for program goals and objectives. In the interim, the department should update and cross-reference program goals and objectives to the BOCC strategic goals and objectives.
4.3	Partially Met	Partially Met	Develop and implement more robust and informative performance measures including those which address program costs and maintain reports with the calculation of the key performance indicators and performance measures.
4.4	Partially Met	Partially Met	Improve internal controls to ensure that program goals and objectives will be met by updating policies and procedures and implementing software to replace manual processes and automate the reporting process.

RESEARCH TASK 5 – The Accuracy or Adequacy of Public Documents, Reports, and Requests Prepared by the County which Relate to the Program.

Finding Summary: Overall, Martin County meets Task 5

Overall, Martin County (the County) meets this research objective.

The County demonstrated that it has financial and non-financial information systems that provide useful, timely, and accurate information to the public. The County provides program performance and cost information that is readily available and easy to locate. The County has processes in place to ensure the accuracy and completeness of program performance and cost information provided to the public. Additionally, the County demonstrated that is has procedures in place to ensure that timely actions are taken to correct any erroneous and/or incomplete program information included in public documents and adequate notice of such corrections are provided to the public. Lastly, the County demonstrated that it takes reasonable and timely actions to correct any erroneous and/or incomplete program information when the need arises.

FIGURE ES-8
SUMMARY OF MARTIN COUNTY RESEARCH RESULTS

RESEARCH RESULTS		
5. The Accuracy or Adequacy of Public Documents, Reports, and Requests Prepared by the County which Relate to the Program.		
Research Subtask	Overall Conclusion	Recommendation
5.1	Met	None.
5.2	Met	None.
5.3	Met	None.
5.4	Met	None.
5.5	Met	None.

RESEARCH TASK 6 – Compliance of the Program with Appropriate Policies, Rules, and Laws.

Finding Summary: Overall, Martin County partially meets Task 6

Overall, Martin County (the County) meets this research objective.

The County has a process to assess its compliance with applicable federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies. Internal controls in place include independent external audits, policies and procedures, property acquisition checklist and segregation of duties. In addition, the referendum requires an Environmental Land Oversight Committee. Although limited examples were available for review, information was provided to determine whether corrective actions were completed timely in response to an external audit report recommendation, actions related to an environmental site assessment as discussed in **Subtask 1.3**, and a follow up internal audit report.

Program administrators took reasonable and timely actions to determine whether planned uses of the surtax are in compliance with applicable state laws, rules, and regulations; local laws, rules, and regulations; contracts; grant agreements; and local policies.

FIGURE ES-9
SUMMARY OF MARTIN COUNTY RESEARCH RESULTS

RESEARCH RESULTS		
6. Compliance of the Program with Appropriate Policies, Rules, and Laws.		
Research Subtask	**Overall Conclusion**	**Recommendation**
6.1	Met	None.
6.2	Met	None.
6.3	Met	None.
6.4	Met	None.

RESEARCH TASK 1

SCOPE

The MJ Team evaluated all six (6) subtasks that comprise Research Task 1.

The MJ Team evaluated Subtasks 1.1 through 1.5 for one program area to assess the economy, efficiency, or effectiveness of the lone program that will benefit from the surtax proceeds. This program area is Critical Natural Land Acquisition and includes environmentally significant land and conservation easements.

The MJ Team assessed Subtask 1.6 related to procurement policy and processes for Martin County ("the County") rather than for one program because procurement policy and related processes applies to the County as a whole.

FINDING SUMMARY

THE ECONOMY, EFFICIENCY, OR EFFECTIVENESS OF THE PROGRAM.

Overall, Martin County (the County) meets this research objective.

The MJ Team reviewed County departments associated with the surtax and determined that all program managers use various reports and data on a regular basis and that the information is adequate to monitor program performance and costs. All programs are periodically evaluated using performance information and other reasonable criteria to assess performance and costs. We also reviewed findings and recommendations in relevant internal or external reports on program performance and costs noting that administrators for each program took reasonable and timely actions to address deficiencies in program performance and costs identified in such reports. The Critical Natural Land Acquisition program demonstrated they were of reasonable costs, completed well, on time and within budget. The program established their exemption from competitive procurement and observant of pricing guidelines.

SUBTASK CONCLUSIONS, ANALYSIS AND RECOMMENDATIONS

SUBTASK 1.1 – Review any management reports/data that program administrators use on a regular basis and determine whether this information is adequate to monitor program performance and cost.

OVERALL CONCLUSION

Overall, Martin County (the "County") met expectations for Subtask 1.1. To reach this conclusion, the MJ Team assessed the County's Critical Natural Land Acquisition program that will administer and/or benefit from the sales surtax. The Critical Natural Land Acquisition program is analyzed below.

ANALYSIS

The County manages its Critical Natural Land Acquisition program through the Environmental Resource and Real Property Management divisions within its Public Works Department.

Should the referendum pass, the County will use all of the County's share of the proceeds from the ½ cent sales tax ("surtax") to acquire and preserve critical natural lands Known or identified within the Pal-Mar Water Control District, the Natural Lands Component of the Indian River Lagoon South Project of the Comprehensive Everglades Restoration Plan, Loxahatchee and St. Lucie Headwaters and Blueways Areas within Martin County. To address the requirements of all subtasks related to critical natural land acquisition, the MJ Team conducted joint interviews with the following individuals:

- Environmental Resource Administrator (Public Works Department)
- Public Works Senior Grants Coordinator (Public Works Department)
- Director of Office of Management and Budget (OMB)
- Budget & Fiscal Operations Coordinator (OMB)

During the interview, the MJ Team discussed management reports and data that program administrators use regularly to monitor Critical Natural Land Acquisition performance and costs. The MJ Team requested various information for further review and analysis. The information provided is outlined and discussed below:

Capital Improvement Program

Martin County's Capital Improvement Plan (CIP) facilitates the planning for maintaining, preserving, and protecting the County's infrastructure system. The County's CIP is a proposed schedule for the expenditure of funds to maintain, acquire, or construct necessary improvements over a 10-year period. According to the Total FY24 Adopted CIP, the County's CIP consists of capital projects with a life span of at least three years and a total cost of more than $60,000.

The BOCC adopts the CIP annually each fiscal year, which includes all current proposed and approved projects for the ensuing ten (10) years. In this instance the County's FY24 Adopted CIP is the most recent CIP and includes a summary of projects by CIP section (i.e., Coastal, Roads, etc.), and funding source, with projected funding for each fiscal year during this 10-year period.

The CIP includes projects by Commission District, by fiscal year, and separate pages for each project containing the following detailed information:

- Project identifying information
- Lead department or division (e.g., Public Works/Ecosystem)
- Project description, background, and origination (e.g., Commissioners)
- Justification for project

- Budgeted expenditures and funding source by fiscal year
- Projected impact on operating budget

Figures 1-1A through **1-1D** present excerpts from the County's FY24 Adopted CIP.

MARTIN COUNTY FY 2024 CAPITAL IMPROVEMENT PLAN (CIP)

10 Year CIP Expenditure Summary

CIP Section	Total	FY2024	FY2025	FY2026	FY2027	FY2028	FY2029-FY2033
Airport	29,225,000	1,325,000	2,875,000	275,000	4,150,000	1,075,000	19,525,000
Coastal	186,953,737	10,387,600	25,608,337	20,637,600	3,285,000	19,763,800	107,271,400
Community Development	65,337,562	6,549,781	6,701,059	6,856,874	7,017,362	7,182,666	31,029,820
Ecosystem Restoration & Mgmt	33,709,000	3,800,000	7,710,000	3,290,000	4,045,000	2,845,000	12,019,000
Fire Rescue	28,890,354	2,877,697	2,828,197	3,059,460	2,713,000	2,790,000	14,622,000
Law Enforcement	34,431,346	8,379,918	3,879,844	12,070,439	2,885,686	2,912,256	4,303,203
Library	3,896,819	880,000	632,500	541,250	617,819	229,750	995,500
Parks	57,327,261	9,577,542	7,576,332	5,578,784	6,103,288	4,959,177	23,532,138
Public Buildings	82,175,253	8,306,869	11,491,595	6,750,643	5,674,112	4,771,286	45,180,748
Public Transportation	12,260,000	450,000	800,000	450,000	450,000	450,000	9,660,000
Roads	189,908,648	30,691,583	15,307,309	13,142,683	23,915,474	23,735,684	83,115,915
Solid Waste	15,379,000	5,627,000	1,144,000	1,235,000	921,000	1,255,000	5,197,000
Stormwater Management	87,534,321	7,627,321	5,583,000	783,000	783,000	783,000	71,975,000
Utilities	148,629,650	11,056,000	22,784,000	35,912,300	7,733,500	6,610,500	64,533,350
Expenditure Totals	975,657,951	107,536,311	114,921,173	110,583,033	70,294,241	79,363,119	492,960,074

FIGURE 1-1A: *Martin County's FY24 CIP forecasts capital expenditures over a rolling 10-year period.*
Source: Martin County FY24 Adopted Capital Improvement Plan (CIP), p. 8.

MARTIN COUNTY FY 2024 CAPITAL IMPROVEMENT PLAN (CIP)

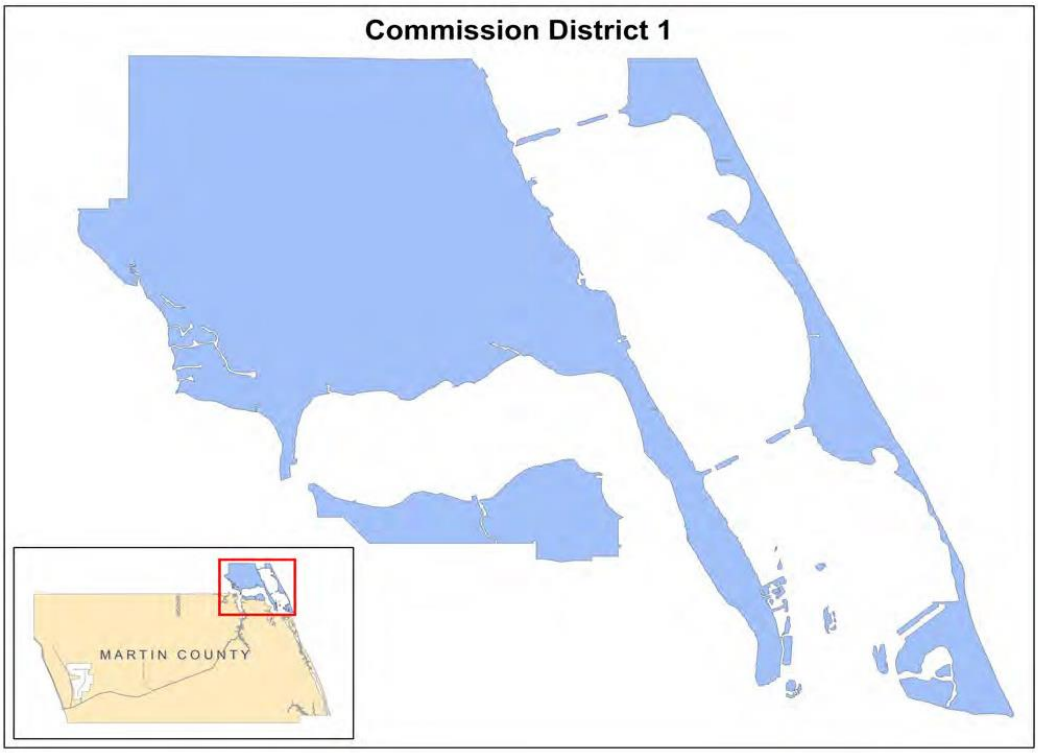
10 Year CIP Revenue Summary

Revenue	Total	Carryover	FY2024	FY2025	FY2026	FY2027	FY2028	FY2029-FY2033
Ad Valorem	232,914,516	21,594,390	27,889,439	26,932,771	23,992,866	21,456,836	20,910,289	90,137,925
Airport Fees	3,707,500	0	360,000	275,000	85,000	890,000	275,000	1,822,500
ARPA Funds	1,462,000	1,462,000						
Assessment	7,040,900		0	0	0	0	0	7,040,900
Bed Tax	7,000,000	0	700,000	700,000	700,000	700,000	700,000	3,500,000
CFC	16,325,000	0	2,575,000	6,850,000	550,000	550,000	550,000	5,250,000
City Funds	316,317		316,317	0	0	0	0	0
Debt Proceeds	34,351,300	0	0	5,740,000	28,611,300	0	0	0
Disaster Recovery	250,000	250,000	0	0	0	0	0	0
District MSTU	100,000	100,000						
Donation	11,982,164	424,820	2,344,744	78,800	2,185,000	78,800	2,185,000	4,685,000
Federal Funds	27,823,750	15,000,000	0	5,823,750	0	0	2,000,000	5,000,000
Fire MSTU	29,907,714	0	3,348,697	3,993,197	3,709,460	2,969,000	2,647,180	13,240,180
FPL Franchise Fee	91,610,000	4,780,000	7,783,000	7,783,000	9,283,000	9,283,000	9,283,000	43,415,000
Gas Tax	16,223,000	143,000	1,608,000	1,608,000	1,608,000	1,608,000	1,608,000	8,040,000
Grant	119,126,085	5,744,321	18,653,182	19,365,284	11,878,031	9,457,367	11,793,800	42,234,100
Hutchinson Island MSTU	3,865,000	800,000	306,500	306,500	306,500	306,500	306,500	1,532,500
Impact Fee	5,218,180	350,680	917,500	750,000	750,000	350,000	350,000	1,750,000
PEMT	7,500,000	0	750,000	750,000	750,000	750,000	750,000	3,750,000
Road MSTU	29,522,086	1,247,256	2,712,483	2,812,483	2,812,483	2,812,483	2,812,483	14,312,415
Solid Waste Fees	15,379,000	0	5,627,000	1,144,000	1,235,000	921,000	1,255,000	5,197,000
SPARC	79,000	79,000	0	0	0	0	0	0
State Funds	24,003,198	0	8,204,901	4,767,684	3,657,200	2,383,972	4,989,441	0
State Revenue Sharing	12,000,000	0	0	0	2,000,000	2,000,000	2,000,000	6,000,000
Stormwater MSTU	4,600,000	0	780,000	780,000	380,000	380,000	380,000	1,900,000
TIF	65,375,139	7,456,750	5,159,208	5,193,909	5,349,724	5,510,212	5,675,516	31,029,820
Utilities Fees	4,850,000	0	400,000	400,000	1,250,000	400,000	400,000	2,000,000
Utilities Renewal & Replacement	62,512,450	0	8,081,000	7,244,000	5,501,000	6,783,500	5,660,500	29,242,450
Vessel Registration Fee	1,810,000	10,000	180,000	180,000	180,000	180,000	180,000	900,000
Revenue Totals	**836,854,299**	**59,442,217**	**98,696,971**	**103,478,378**	**106,774,564**	**69,770,670**	**76,711,709**	**321,979,790**

Throughout the document, revenue lines are color-coded to distinguish between Restricted and Unrestricted funding sources. Restricted revenue sources will be highlighted red, while unrestricted revenue sources will be highlighted green.

FIGURE 1-1B: *Martin County's FY24 CIP forecasts revenue over a rolling 10-year period.*
Source: Martin County FY24 Adopted Capital Improvement Plan (CIP), p. 9.

Martin County, FL
Fiscal Year 2024 Adopted Budget



FY24	FY25	FY26	FY27	FY28	FY29-FY33
Jensen Beach CRA Improvements	Jensen Beach CRA Improvements	Jensen Beach CRA Improvements	Jensen Beach CRA Improvements	Jensen Beach CRA Improvements	Jensen Beach CRA Improvements
Rio CRA Improvements	Rio CRA Improvements	Rio CRA Improvements	Rio CRA Improvements	Rio CRA Improvements	Rio CRA Improvements
Beach Management	Beach Management	Beach Management	Beach Management	Beach Management	Beach Management
Bathtub Beach & Sailfish Point Beach Restoration	Bathtub Beach & Sailfish Point Beach Restoration	Bathtub Beach & Sailfish Point Beach Restoration	Bathtub Beach & Sailfish Point Beach Restoration	Bathtub Beach & Sailfish Point Beach Restoration	Bathtub Beach & Sailfish Point Beach Restoration
Warner Creek/ Jensen Beach Elementary Water Quality Project	Indian River Lagoon Estuary Restoration Project	Indian River Lagoon Estuary Restoration Project	Indian River Lagoon Estuary Restoration Project	Warner Creek/ Jensen Beach Elementary Water Quality Project	MacArthur Blvd Dune Restoration
Indian River Lagoon Estuary Restoration Project	Stuart Impoundment Hydrologic Restoration	Stuart Impoundment Hydrologic Restoration	US-1 (NW Federal Highway) Turn Lane at NW Baker Road	Indian River Lagoon Estuary Restoration Project	Indian River Lagoon Estuary Restoration Project
MC-2 Shoreline Stabilization	US-1 (NW Federal Highway) Turn Lane at NW Baker Road	Rio Neighborhood Restoration	Jensen Beach Neighborhood Restoration	Jensen Beach Neighborhood Restoration	Stuart Impoundment Hydrologic Restoration
Neighborhood Improvements- City of Stuart	Rio Neighborhood Restoration	NW Pine Lake Drive Bridge Replacement	Rio Neighborhood Restoration	Rio Neighborhood Restoration	Stuart Beach Addition
US-1 (NW Federal Highway) Turn Lane at NW Baker Road	Beach Improvements (Parking)	Beach Improvements (Parking)	NW Pine Lake Drive Bridge Replacement	NW Pine Lake Drive Bridge Replacement	SE MacArthur Boulevard Crosswalk
Beau Rivage Neighborhood Restoration	Indian Riverside Park	Sand Dune Cafe Replacement	Beach Improvements (Parking)	Beach Improvements (Parking)	NE Plantation Road Sidewalk
NE Jensen Beach Boulevard Resurfacing	Sand Dune Cafe Replacement			Pine Lake Drive Bridge Water Main	Sidewalk & Intersection Modifications
Beach Improvements (Parking)	North Plant Floridian Aquifer Well				NE Candice Avenue Extension
Indian Riverside Park					Beach Improvements (Parking)
Sand Dune Cafe Replacement					House of Refuge Rehabilitation
North Plant High Service Pumps					Warner Creek Raw Water Main Relocation
North Storage Facility Rehabilitation					
North WTP and WWTP Replacement					

FIGURE 1-1C: *Martin County's FY24 CIP lists individual capital projects in Commission Districts, by fiscal year, over a 10-year period.*
Source: Martin County FY24 Adopted Capital Improvement Plan (CIP), p. 24.

Environmentally Sensitive Lands

Category Non-Concurrency
Project Number 2155
Location Countywide Conservation Lands
District Countywide

Project Limits Martin County

Related Projects Resilience
Lead Dept/Division Public Works/Ecosystem
Year Project Initiated N/A

Project Life Cycle _____ Years
Resilience Requirements ☑ 2040 Vulnerabilty ☐ 2070 Vulnerability ☐ 2100 Vulnerability

DESCRIPTION
Martin County manages approximately 35,000 acres of environmentally sensitive lands. Priority natural resource management needs include exotic plant and animal control, prescribed fire, and mechanical vegetation management. In addition, development, maintenance, and improvement of infrastructure are necessary to ensure public access and safety. The focus for these funds in the next 5 years includes large scale restoration projects at multiple Martin County natural areas.

BACKGROUND
Martin County partnered with the Florida Communities Trust Program (FCT) in the 1990's-2000's to acquire environmentally sensitive lands. Each acquisition required an agreement for the management and restoration of these lands. Natural areas must be managed to balance recreation and public access with the health and protection of our native wildlife and ecosystems. Healthy natural communities are essential to the County's tourism industry and economy.

PROJECT ORIGINATION
Commissioners

JUSTIFICATION
The Conservation and Open Space Element of the Comprehensive Growth Management Plan sets goals to "effectively manage, conserve and preserve the natural resources of Martin County," and "to pursue an aggressive program to identify, preserve, and provide appropriate public access to areas of natural beauty and scenic importance." The activities related to this item support those elements.

				Funded					Unfunded
Expenditures	**Total**	**To Date**		**FY24**	**FY25**	**FY26**	**FY27**	**FY28**	**FY29-FY33**
Exotic Vegetation Control	4,000,000			400,000	400,000	400,000	400,000	400,000	2,000,000
Construction	1,000,000			100,000	100,000	100,000	100,000	100,000	**500,000**
Expenditure Total	5,000,000	**0**		500,000	500,000	500,000	500,000	500,000	**2,500,000**
Revenues	**Total**	**To Date**	**Carryover**	**FY24**	**FY25**	**FY26**	**FY27**	**FY28**	**FY29-FY33**
Ad Valorem	5,000,000			500,000	500,000	500,000	500,000	500,000	2,500,000
Revenue Total	5,000,000	**0**	**0**	**500,000**	**500,000**	**500,000**	**500,000**	**500,000**	**2,500,000**
								Total Unfunded	**0**

OPERATING BUDGET IMPACT
On-going maintenance costs for the upkeep of facilities are expected to come out of future operating budgets, although we will pursue grant funding to the extent possible, and develop volunteer agreements for those groups willing to assist in activities like trail maintenance. The anticipated recurring maintenance costs for facilities (repair/maintenance of signs, gates, fencing, pavilions, trails, etc.) is $100,000/year for all sites.

139

FIGURE 1-1D: *Martin County's FY24 CIP includes specific detail for each capital project included in its CIP. Source: Martin County FY24 Adopted Capital Improvement Plan (CIP), p. 139.*

Management Data and Reports

The MJ Team reviewed management data related to project management, performance, project costs, budget vs. actual expenditure tracking, and periodic meetings to determine the availability and use of these documents by management to sufficiently assess the performance and cost of the critical land acquisition program.

The County established a Land Acquisition Selection Committee (LASC) in 1990. The purpose of the LASC is to evaluate and prioritize parcels of land identified for acquisition by the County. The committee is composed of representatives from business and environmental organizations, as well as the Board of County Commissioners (BOCC). The primary goal of the committee is to ensure that land acquisitions align with the County's conservation and public use objectives. The LASC is critical to monitoring and periodically reporting performance on lands acquired with proceeds from the surtax.

The LASC periodically updates the BOCC on the performance of the land acquisition program related to surtax referendums during its regular board meetings as the County's land acquisition program progresses. These updates assess priorities, approve acquisitions, and present strategies for how best to use funds from the surtax or other sources. The County passed a previous surtax referendum on August 24, 2010, and Public Works staff presented the periodic update on land purchases using surtax revenues during the December 8, 2010, meeting of the LASC. The County will follow the same process for its upcoming surtax referendum in November 2024. **Figure 1-2A** and **Figure 1-2B** present excerpts from the LASC meeting.

December 8, 2010
Land Acquisition Selection Committee (LASC)
MINUTES
2:00 pm – Commission Chambers
2401 SE Monterey Road, STUART, FLORIDA 34996

PRESENT		**REPRESENTING**
Committee Members		
	Chairman Tom McNicholas	Economic Council of Martin County
	Vice Chairman Greg Braun	Audubon of Martin County
	Ed Fielding	Martin County Commission
	Joan Bausch	MC Chapter of the Florida Native Plant Society
	Wilford Brown	Treasure Coast Builders Association
	Erik Martin	Environmental Studies Council
ABSENT		
Committee Members		
	Donna Bannister	Realtor Association of Martin County, Inc.
STAFF PRESENT		
	Patrick Hayes	Martin County Commission
	Don Donaldson	Engineering Department Director
	Paul Millar	Engineering/Water Resource Manager
	Baret Barry	Engineering/Environmental Lands Coordinator
	Irene Grant	Engineering/Administrative Specialist II
GUESTS PRESENT		
	Jayne Bergstrom	South Florida Water Management District
	Kevin Henderson	Representing City of Stuart
	Peter Merritt	Treasure Coast Regional Planning Council (TCRPC)
	Ricou Hartman	
	Toby Oberdorf	

*** Indicates a motion** **** Indicates a vote** *** For the record comment

1. **CALL TO ORDER**

The meeting was called to order at 2:10 pm.

2. **CONSENT AGENDA**

A. **Approval of Minutes with changes:** 11/3/2010

Under Election of Chair and Vice Chair:
Ms. Bausch stated to change the nomination and subsequent motion to state:
* Ms. Bausch nominated Mr. Braun.
** The motion for Mr. Braun to Chair failed 2-5. (no changes to those opposed within parenthesis)

Under CONSENT AGENDA:
The correct spelling is 'Ricou Hartman' on page two.
The correct spelling is 'Blaine Ellington' as in the November 2009 minutes; therefore, the spelling is correct in the November 2010 minutes.

Under UNFINISHED BUSINESS:
A. Intent and purpose of the LASC:
Change the word 'pass' in the second line, to 'send'.

B. Ordinance 711:
After Jennifer Manning's name, add the title, 'Grants Compliance/Budget Manager' in the first sentence.

C. LASC Acquisition Selection Manual:
Change the word 'committee' to… 'staff' in the first sentence.

E. Previous Purchases and Expenditures:
Replace the last part of the first sentence of paragraph 3, with changes to have the sentence now read…. Ms. Bausch stated that in April 2010 she asked Gary Roderick 'for information relative to properties bought and the amount of each sale.'

FIGURE 1-2A: *Martin County formed a Land Acquisition Selection Committee (LASC) comprised of stakeholders in the County to recommend acquisitions of critical natural lands to the Board of County Commissioners. Source: Land Acquisition Selection Committee (LASC) minutes, December 8, 2020 meeting, page 1.*

Land Acquisition Selection Committee **December 8, 2010**

for which the applicant can show that they have matching funds that would meet our program, even if the City of Stuart were the one and only respondent to that request for nomination for properties."

B. Discussion

Purchases Utilizing Discretionary Half-Cent Sales Tax Revenues:

Mr. Millar and Mr. Donaldson updated the committee, as follows: At the last meeting, Ms. Manning reported, "There should be about $6.8M (estimate) at end of calendar year 2011, the close of the discretionary half-cent sales tax collection." The $6.8M is above the $17M already spent and may be usable for the 'Properties Ranked in Feb 2009' (green) and 'Properties Ranked in Jan 2008' (yellow). We have a line of credit to move forward on acquisitions and can pay ourselves back with the half-cent sales tax revenue, dependent on half-cent sales tax revenues.

There is approximately $1M in accumulated unmatched purchases to buy properties without a match. The remaining $6M needs another $6M from another source to complete the sale, per a 50/50 match as the program directs. It is possible, depending upon the transaction and multiple partners as on other projects, to have a match greater than 50/50 with the potential of buying up to $14M+ in property.

Mr. Donaldson reported that a change in the state funding programs means the probability of matches is unpredictable. Unless they have a match, the assumption is that they are equally unmatched, until such time that changes. Staff recommended ranking the properties either collectively as unmatched or matched, and treating them as the same.

C. Schedule of Future Meetings

1. Next meeting will be held on 01/12/2011

5. COMMENTS

A. Public

Mr. Textor questioned why the committee did not make decisions regarding his high ranked property as well as other program participants, when it appears that funds are available. Mr. Donaldson commented that the plummeting half-cent sales tax revenues prevented us from moving forward.

B. Members

Chairman Tom McNicholas left the meeting at 4:08 pm.

C. Staff

6. ADJOURN

* Commissioner Fielding motioned to adjourn the meeting.
** Mr. Martin seconded and the motioned carried 5-0.

There was no further business, and the meeting adjourned at 4:15 pm.

Recorded and Prepared by:

Irene Grant / Administrative Specialist II — Date

Greg Braun, Vice Chairperson — Date

Page 5 of 5

FIGURE 1-2B: *The Land Acquisition Selection Committee (LASC) openly discussed financing land acquisitions using discretionary sales tax revenue in its public meetings before recommending specific land purchases to the Board of County Commissioners.*
Source: Land Acquisition Selection Committee (LASC) minutes, December 8, 2020, meeting, page 5.

In FY 2013, the County Office of Management and Budget (OMB), collaborating with Public Works' Real Estate Management and Environmental Resource divisions, developed a "Conservation Land Sales Tax Purchase List," which is a customized Excel spreadsheet that tracks land acquisitions purchased with sales tax proceeds. The County created this spreadsheet so OMB, Real Estate Management, Environmental Resources, and the public could track the cost of all parcels of land the County acquired with sales tax proceeds. The spreadsheet includes the following information:

- Property, date purchased, and number of acres purchased
- Amount of surtax funds used for each purchase and matching funds and percentage of match where appropriate
- State or local agency that purchased the land with the County
- The County's interest in the land, with accompanying notes
- Summary of year-to-date surtax revenue, interest earned, and matching funds

Figure 1-3 presents the actual Conservation Land Sales Tax Purchase List developed in FY 2013, which will be used should the surtax referendum pass.

	A	B	C	D	G	H	I	J	K
1	**Conservation Land Sales Tax Purchase List**								June 1, 2013 - CJH
2	**Property**	**Date**	**Acres**	**Sales Tax Funds**	**Total Match Funds**	**Agency**	**% Match**	**County Interest**	**Notes**
3									
4	Clifton S. Perry Beach (Crystal Beach/Olson)	10/17/2007	17.1	$ 4,451,547	$ 4,448,547	FCT	100%	100%	Reimb. - Restrictive Covenants
5	Pal Mar	N/A	361.5	*$ 761,960*	$ -	N/A	0%		Acreage undetermined
6	Williamson	5/20/2008	547.0	$ 4,166,040	$ 4,211,540	SFWMD/WRP	101%	50% - 50% SFWMD	Match at closing
7	Santagata	5/23/2008	37.6	$ 331,930	$ 331,930	SFWMD	100%	50% - 50% SFWMD	Match at closing
8	Deggeller	5/20/2008	74.0	$ 158,852	$ 158,852	SFWMD	100%	50% - 50% SFWMD	Match at closing
9	Turnpike Dairy	6/25/2008	98.5	$ 718,323	$ 718,323	SFWMD/WRP	100%	50% - 50% SFWMD	Match at closing
10	Gables	3/5/2009	70.0	$ 5,362,725	$ -	N/A	0%	100%	Land purchased for ROW deducted
11	Datillio	4/24/2009	45.0	$ 1,508,855	$ 1,000,000	LRPI	40%	100%	Refund
12	Haney Creek	6/20/2011	50.6	$ 1,839,700	$ 1,840,693	Stuart	100%	50% - 50% Stuart	Match at closing
13	River Cove	10/21/2011	5.0	$ 926,161	$ -	N/A	0%	100%	3.48 - uplands; 1.42 - submerged
14	Clifton S. Perry Beach Sign			$ 1,480		N/A			Cost
15	Interest Paid on Loan			$ 618,523	-	N/A	0%	N/A	Cost
16	**SUBTOTAL**		**1306.3**	**$ 20,845,497**	**$ 12,709,885**				
25									
26									
27	*Estimate & $1,849 credit for selling property in Palm Beach County to PBC*								
28	Includes $42,500 credit for FPL Gas Easement Payment and $3,000 credit for cattle lease on Williamson property								
29									
30	FCT - Florida Communities Trust								
31	LRPI - Loxahatchee River Preservation Initiative								
32	SFWMD - South Florida Water Management District								
33	WRP - Wetlands Reserve Program - National Resource Conservation Service								
34									
35	Per Ord. 711 - must have 100% match on 50% of acquisitions for conservation								
36									
37	**Sales Tax Revenue Collected to Date (Conservation):**		**$ 26,260,711.00**						
38	**Interest**		**$ 192,532.00**						
39	**Interest from 8/22/12 - 5/30/13**		**$ 45,528.00**						
40		**Total:**	**$ 26,498,771.00**						
41									
42		x.50	$ 13,249,385.50						
43		Match to date	$ (12,709,885.00)						
44		Match still needed	$ 539,500.50						
45									
46									
47	**Funds Remaining:**		**$ 5,653,265.26**						
48	**Match still needed:**		**$ 539,500.50**						
49	**Funds Not Needing Match:**		**$ 5,113,764.76**						

FIGURE 1-3: *The County tracks and monitors purchases of critical natural lands with sales tax proceeds. Source: Public Works Department, Environmental Resource division.*

The County uses the Banner Enterprise Resource Planning (ERP) system to capture and produce budget status reports by County organization for any period during the fiscal year. Each month, the County financial analyst runs an "Organization Budget Status Report" for Fund 3206, "Conservation Lands ½ Discretionary Sales Tax." This report provides the adjusted budget for the fiscal year, current period (month) activity, and year-to-date activity by department and account, to facilitate monitoring of budget vs. actual costs land acquisition account. The Real Estate Management and Environmental Resource managers review this report monthly.

Figure 1-4 below presents an Organization Budget Status Report from FY 2011, the last period in which a surtax referendum passed as an example of how the County uses the report to track land acquired with surtax proceeds. **Figure 1-5** below presents a sample report for Fund 3206, Conservation Lands ½ Discretionary Sales Tax, Actual Expenditures by Project by fiscal year through June 2024.

BOARD OF COUNTY COMMISSIONERS
MARTIN COUNTY, FL
MONTHLY ACCOUNT ACTIVITY TOTAL AND BALANCE FOR FISCAL YEAR: 11
PERIOD:
14 - Total for year including accrual (October payments to prior FY)

Page 2
07/02/2024
10:54:53
FZGRBDSC

Fund: 3206 - CONSERV LANDS ~ 1/2 DISC SALES TAX
Dept: 1312 - PARKS AND RECREATION

Acct	Account Title	Prog	Actv	Adjusted Budget	Current Period	Year to Date	Budget Reservation	Available Budget
03400	OTHER CONTRACTUAL SERVICES	537		$0.00	$650.00	$1,450.00	$0.00	($1,450.00)
06100	LAND	572	0212	$1,837,500.00	$0.00	$1,837,500.00	$0.00	$0.00
06100	LAND	572	0213	$0.00	$50,000.00	$50,000.00	$0.00	($50,000.00)
06101	LAND ~ PROFESSIONAL SERVICES	537		$1,800.00	$2,545.21	$13,445.20	$6,982.80	($18,628.00)
06101	LAND ~ PROFESSIONAL SERVICES	537	0212	$0.00	$0.00	$2,200.00	$0.00	($2,200.00)
06101	LAND ~ PROFESSIONAL SERVICES	572	0213	$0.00	$17,533.00	$17,533.00	$0.00	($17,533.00)
			SubTotal:	**$1,839,300.00**	**$70,728.21**	**$1,922,128.20**	**$6,982.80**	**($89,811.00)**
09902	BUDGET RESERVES/ CAPITAL OUTLAY	537		$3,252,346.00	$0.00	$0.00	$0.00	$3,252,346.00
09902	BUDGET RESERVES/ CAPITAL OUTLAY	572		$3,119,163.00	$0.00	$0.00	$0.00	$3,119,163.00
			SubTotal:	**$6,371,509.00**	**$0.00**	**$0.00**	**$0.00**	**$6,371,509.00**
			Department Totals:	**$8,210,809.00**	**$70,728.21**	**$1,922,128.20**	**$6,982.80**	**$6,281,698.00**

FIGURE 1-4: *The County's Banner ERP system produces budget status reports by County organization.*
Source: County Office of Management and Budget (OMB), Banner ERP system.

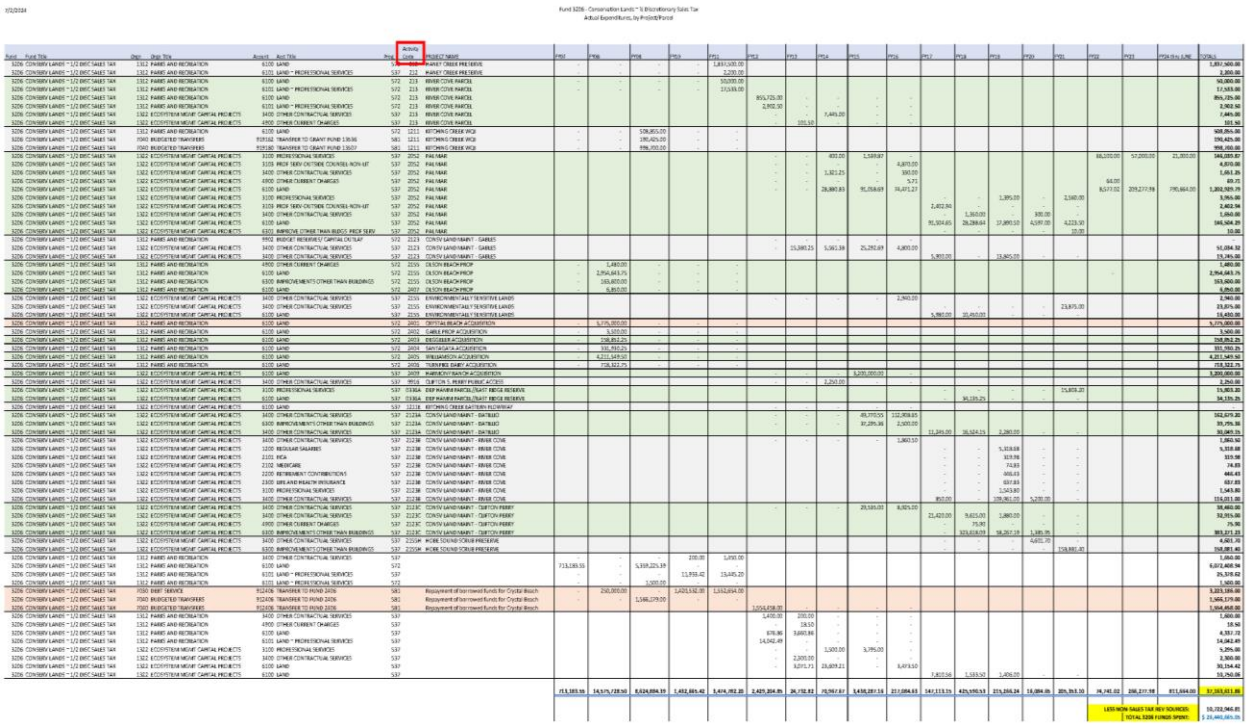


FIGURE 1-5: *The Banner ERP system's Organization Budget Status Report for Fund 3206, Conservation Lands ½ Discretionary Sales Tax tracks actual expenditures for conservation lands purchased with sales tax proceeds. Source: County Office of Management and Budget (OMB), Banner ERP system.*

SUBTASK 1.2 – Determine whether the program is periodically evaluated using performance information and other reasonable criteria to assess program performance and cost.

OVERALL CONCLUSION

Overall, Martin County met expectations for Subtask 1.2. To reach this conclusion, the MJ Team assessed the County's Critical Natural Land Acquisition program that will administer and/or benefit from the sales surtax. We determined that the Critical Natural Land Acquisition program is periodically evaluated using performance information and other reasonable criteria to assess performance and costs. The Critical Natural Land Acquisition program is analyzed below.

ANALYSIS

During the interview, the MJ Team discussed how County program administrators used performance information and other reasonable criteria to Critical Natural Land Acquisition performance information and criteria program administrators use to assess program performance and cost. The information provided the County provided is outlined and discussed below.

Adopted Capital Improvement Plan (CIP) – Level of Service (LOS) Analysis

The County measures the performance of its critical natural lands acquisition program through a Levels of Service (LOS) Analysis included in its annual Adopted CIP. This LOS analysis, which the County updates annually, documents the County's performance on conservation lands and critical natural lands acquisitions that are BOCC-approved priorities. A LOS calculation for conservation lands is often developed and used by various organizations, including local government agencies, environmental organizations, and planning departments to help ensure that conservation lands are managed sustainably and meet ecological, recreational, and community needs.

The County's LOS calculation is based on acres available for the weighted average total population for each fiscal year. A higher LOS is preferable to a lower LOS because a higher LOS means more land is allocated per person, which translates into more conservation lands available for public use. Also, a higher LOS provides environmental benefits as areas of conserved land can better support biodiversity, protect ecosystems, and contribute to environmental sustainability.

The County has an inventory of conservation lands acquired through its critical natural lands acquisition program that has been approved as conservation lands and prioritized by the BOCC. This inventory is included in the annual LOS analysis. The BOCC adopted Ordinance No. 577 on August 22, 2000, which established a required LOS standard of 0.02 acres per weighted resident for open space and conservation lands as a component of the County's *2000 Comprehensive Growth Management Plan*.

The LOS compares the County's current LOS to the required LOS standard approved by the BOCC each fiscal year to evaluate the performance of the critical natural lands acquisition program. The County's current LOS for FY24 is 0.42 acres per county resident, resulting in a cumulative surplus of acres allocated per resident, indicating that the County exceeded the established LOS objective. **Figure 1-6** presents the Levels of Service Analysis – Conservation Lands – FY24 included in the FY24 Adopted CIP.

LEVELS OF SERVICE ANALYSIS - CONSERVATION LANDS - FY24
CATEGORY B
LOS: .02 ACRES PER WEIGHTED RESIDENT
LOS SERVICE AREA: COUNTY

FISCAL YEAR	WT AVER TOT POP 1 Apr of FY	ACRES AVAIL. 1 Oct of FY	REQUIRED LOS	CURRENT LOS	ACRES CUM SURPLUS OR DEFICIT (-)
FY24	178,927	74,860	0.02	0.42	71,282
FY25	179,718	74,860	0.02	0.42	71,266
FY26	180,877	74,860	0.02	0.41	71,243
FY27	182,035	74,860	0.02	0.41	71,220
FY28	183,192	74,860	0.02	0.41	71,196
FY29	184,350	74,860	0.02	0.41	71,173
FY30	185,507	74,860	0.02	0.40	71,150
FY31	186,472	74,860	0.02	0.40	71,131
FY32	187,436	74,860	0.02	0.40	71,112
FY33	188,401	74,860	0.02	0.40	71,092

INVENTORY	ACRES
Allapattah Ranch	21,709
Alex's Beach	18
Atlantic Ridge	5,748
Beachwalk	13
Bob Graham Beach/Addition	16
C-44	21,936
Clifton S. Perry Beach	18
Corsett Island	25
Culpepper Ranch	1294
Curtis	6
Cypress Creek	2,948
Danforth	27
Delaplane Peninsula	52
Dubner	3
Dutcher	62
Gables	80
Gomez	34
Halpatiokee Regional Park	525

Lands included in the inventory are those that have been approved by the Board of County Commissioners as conservation lands.

FIGURE 1-6: *The County uses Levels of Service (LOS) to annually evaluate the performance of its conservation lands acquisition program and provides annual updates to the Board of County Commissioners.*
Source: FY24 Adopted Capital Improvement Plan (CIP), p. 277.

Expenditure Reports from Banner ERP System

The Environmental Resource Administrator and Real Property Manager use the Organization Budget Status for Fund 3206 – Conservation Lands ½ Discretionary Sales Tax report from the Banner ERP system discussed in Subtask 1.1 to monitor and evaluate the cost of the Critical Natural Land Acquisition program by project, by fiscal year.

While the Environmental Resource Administrator and Real Property Manager monitor and evaluate costs of the County's critical natural lands acquisition program monthly using expenditure data in the Organization Budget Status for Fund 3206 – Conservation Lands ½ Discretionary Sales Tax report, they provide the results of their evaluation to the BOCC in progress reports presented during annual updates linked to the Adopted CIP.

SUBTASK 1.3 – Determine whether program administrators have taken reasonable and timely actions to address any deficiencies in program performance and/or cost identified in management reports/data, periodic program evaluations, internal and external reviews, audits, etc.

OVERALL CONCLUSION

Overall, Martin County met expectations for Subtask 1.3. To reach this conclusion, the MJ Team assessed the County's Critical Natural Land Acquisition program that will administer and/or benefit from the sales surtax.

We determined that the Critical Natural Land Acquisition program administrators have taken reasonable and timely actions to address deficiencies in program performance and cost identified in external reviews. The Critical Natural Land Acquisition program is analyzed below.

ANALYSIS

To address the requirements of this subtask, the MJ Team interviewed staff from the Public Works Department, obtained legal descriptions from surveys of the property, reviewed Environmental Site Assessments (ESA) of the land to be acquired, and reviewed zoning and other pertinent property information. During this process, third-party appraisers, attorneys, or environmental engineers may discover deficiencies or preexisting issues that affect the purchase price, as well as potential issues during the due diligence phase that affect the County's decision to proceed with the acquisition.

The land acquisition process is not driven by internal processes when identifying potential issues with the performance or cost; rather the County relies on third party vendors to identify potential issues related to title, property appraisal, environmental assessments, easements, and zoning restrictions. The MJ Team sought alternative methods to identify instances in which a third party identified deficiencies the County had to correct to acquire land for its inventory. We focused on ESA because the assessments play a crucial role in understanding the potential risk to the County and liabilities associated with a property.

The County hires environmental engineers to conduct assessments to evaluate the environmental conditions of property it wishes to acquire, including the presence of hazardous substances, contaminants, or pollutants. Team MJ reviewed documents supporting the County's acquisition of a 30-acre property in Palm City, Florida, where the County requested that an environmental engineering firm conduct a Phase I ESA of the site. The environmental engineering firm delivered its report to the County on January 7, 2022. The firm's report identified *"possible application of long-lasting pesticides could potentially impact soil and/or groundwater,"* and recommended the County conduct additional *"soil and groundwater testing for Chlorinated Pesticides and Arsenic"* before closing on the property.

Based on the environmental engineering firm's findings and recommended corrective action, on April 22, 2024, the County issued a request for proposals (RFP) for an environmental engineering firm to conduct a limited Phase II ESA to test groundwater and soil samples for Chlorinated Pesticides and Arsenic. The County hired an environmental engineering firm, which delivered its Phase II ESA on May 24, 2022. The report concluded that there are no exceedances of pesticides or arsenic in the soil or groundwater. Accordingly, the Real Property Manager submitted the land acquisition agenda item to the BOCC for approval on June 21, 2022, which demonstrates the County took timely and reasonable corrective actions to address deficiencies in program performance.

Figure 1-7 presents an email the environmental engineering firm sent to the Real Property Manager submitting its proposal to conduct a Limited Phase II ESA of the 30-acre property in Palm City, Florida.

From: [redacted]
To: Carla Segura; Anne Murray
Subject: Phase II 30 acre parcel
Date: Friday, April 22, 2022 12:43:19 PM
Attachments: Proposal Limited Phase II ESA.pdf

Carla and Anne,

Attached is a proposal for a limited Phase II for the 30 acre parcel. Anne, the parcel you sent me was a bit large, 80 acres, however the prior phase II indicated 30 acres, did I miss something? The proposed scope is for 4 soil and 4 groundwater, figure attached. The prior Phase II ESA ([redacted]) was not clear on several items that concerned me. they did not have sampling logs to indicate turbidity, limited well construction, depth, measured depth to water. Also their analyte list was very, in my opinion, very limited, I include a more appropriate analytical scope etc.

In full disclosure, the Phase II ESA proposed should be thought of as a preliminary screening tool. please call me if you have any questions.

Thank you for the opportunity to help out with this.

[redacted]

FIGURE 1-7: *The County timely issued and received proposals to conduct a Limited Phase II Environmental Assessment based on findings in a Phase I Environmental Assessment.*
Source: Public Works Department, Real Property Manager.

Figure 1-8A and **Figure 1-8B** present excerpts from the actual Phase II ESA report delivered to the County on May 24, 2022.

Limited Phase II Environmental Site Assessment

KL WATERSIDE PROPERTY
KANNER HIGHWAY
MARTIN COUNTY, FLORIDA

May 24, 2022

Prepared for:
Martin County Board of County Comissoners
2401 S.E. Monterey Road
Stuart, Florida 34996

Prepared by:
Martian Environmental Services, Inc.
Saint Augustine, Florida

Martian Environmental Project No. 052202204

FIGURE 1-8A: *The County timely conducted a Limited Phase II Environmental Assessment to resolve environmental concerns based on findings in a Phase I Environmental Assessment.*
Source: Public Works Department, Real Property Manager.

May 2022 Limited ESA
KL Waterside, Martin County, FL

5.0 CONCLUSIONS

Groundwater COC parameters (iron and manganese) that exceeded FDEP GCTLs exceeded only for Aesthetic/Organoleptic parameters. Therefore, the considerations are for use of the shallow groundwater for drinking or irrigation. Additionally, iron and manganese are common elements that are likely the result of natural conditons (natural background) in the area.

Multilple COCs in both soil and groundwater were reported with a MDL higher than the respective clean up criteria. This is not uncommon for pesticides which have extremely low CTLs. The FDEP guidance letter, "Guidance for the Selection of Analytical Methods and for the Evaluation of Practical Quantitation Limits", dated October 12, 2004 (provided as an attachement) provides for alternative target Practical Quantitation Limits (PQLs). PQLs are the concentrations that the laboratory method can determine (or quantify) an acutal concentration of a chemical. These are provided in Table C for groundwater and Table K for groundwater-leachability in soil.

Based on these alternative PQLs all of the data can be qualified to indicate that there are no exceedances of pesticide compounds for leachability (Table K). Additonally, Table C indicates that there are no exceedances for pesticides in groundwater based on the alternative PQL approved by the FDEP.

6.0 STANDARD OF CARE

This LESA was performed in accordance with generally accepted practices of this profession, undertaken in similar studies at the same time and in the same geographical area. We have endeavored to meet this standard of care, but may be limited by conditions encountered during performance, a client-driven scope of work, or inability to review information not received by the report date. Where appropriate, these limitations are discussed in the text of the report, and an evaluation of their significance with respect to our findings has been conducted.

LESAs, such as the one performed at this site, are of limited scope and cannot eliminate the potential that hazardous, toxic, or petroleum substances are present or have been released at the site beyond what is identified by the limited scope of this LESA. No LESA can wholly eliminate uncertainty regarding the potential for the presence of soil and/or groundwater that exceed regulatory target levels. Performance of this LESA is intended to reduce, but not eliminate, uncertainty regarding the potential for contamination. No warranties, express or implied, are intended or made. The limitations herein must be considered when the user of this report formulates opinions as to risks associated with the site or otherwise uses the report for any other purpose. These risks may be further evaluated – but not eliminated – through additional research or assessment. We will, upon request, advise you of additional research or assessment options that may be available and associated costs.

This LESA report is prepared for the exclusive use and reliance of Martin County. Use or reliance by any other party is prohibited without the written authorization of Martin County and Martian Environmental Services, Inc. (Martian). Reliance on the LESA by the client and all authorized parties will be subject to the terms, conditions and limitations stated in the proposal, LESA report, and Martian's Agreement for Services. The limitation of liability defined in the Agreement for Services is the aggregate limit of Terracon's liability to the client and all relying parties.

Page **6** of **16**

FIGURE 1-8B: *The Limited Phase II Environmental did not find evidence of pesticides and arsenic for which the Phase I Environmental Assessment recommended additional testing.*
Source: Public Works Department, Real Property Manager.

The MJ Team also reviewed evidence of the County taking reasonable and timely actions to address deficiencies capturing program costs based on findings in the Schedule of Findings and Questioned Costs included in the County's Single Audit performed by MSL Certified Public Accountants (MSL) for FY22 and FY23. In the County's FY22 Schedule of Findings and Questioned Costs, MSL noted inaccuracies in the Schedule of Expenditures of Federal Awards and State Financial Assistance (SEFA). According to MSL's finding *"some of the issues identified related to incorrect expenditures reported and grant expenditures reported under inaccurate assistance listing numbers."* The report also stated: *"grant program managers did not ensure that all federal and state expenditures were reported in or reconciled to the appropriate general ledger accounts."*

MSL recommended the County implement a process to include County departments and program managers to ensure that appropriate information is correctly identified and reported in the County's SEFA. County management responded that corrective actions they would take to resolve the deficiency *"includes enhanced focus on contract review and correct identification of cost allocations and grantor cost share and implement continuous training for program managers and administrative staff on best practices and policy compliance as outlined in the grant policy."* **Figure 1-9** below presents the Schedule of Findings and Questioned Cost included in the County's FY22 Single Audit.

MARTIN COUNTY, FLORIDA
Schedule of Findings and Questioned Costs *(Continued)*
For the Year Ended September 30, 2022

SECTION II - FINANCIAL STATEMENT FINDINGS

2022-001 – SEFA Preparation

Type of Finding – Significant Deficiency

Criteria:
Information reported on the County's Schedule of Expenditures of Federal Awards and State Financial Assistance ("SEFA") should be accurate and complete.

Condition:
During our testing, we noted several inaccuracies on the SEFA originally provided by the County. Some of the issues identified related to incorrect expenditures reported and grant expenditures reported under inaccurate assistance listing numbers. The SEFA was subsequently revised to correct these issues.

Cause:
Grant program managers did not ensure that all federal and state expenditures were reported in or reconciled to the appropriate general ledger accounts.

Effect:
An incomplete or inaccurate SEFA could increase the risk that a major grant is not properly identified and tested.

Recommendation:
We recommend that the County implement a process to include County departments and program managers to ensure that appropriate information is correctly identified and reported in the County's SEFA.

Views of responsible officials and plan corrective action:
The County agrees with the recommendation to implement processes that require check and balance procedures between grant coordinators, Office of Management and Budget, and the Clerk's Finance Division, to ensure the SEFA is complete and accurate. This includes enhanced focus on contract review and correct identification of cost allocations and grantor cost share. Additionally, the County is implementing continuous training for program managers and administrative staff on best practices and policy compliance as outlined in the grant policy, which includes procedural safeguards and internal controls. The County will also implement new access controls for reimbursement and granting agency portals.

SECTION III - FEDERAL AWARD AND STATE FINANCIAL ASSISTANCE FINDINGS AND QUESTIONED COSTS SECTION

None reported.

SECTION IV - PRIOR-YEAR AUDIT FINDINGS

None reported.

- 13 -

FIGURE 1-9: *The County described specific actions it would take to correct findings in its Schedule of Findings and Questioned Costs included in the County's Single Audit for FY22.*
Source: Martin County Single Audit, September 30, 2022, p. 13.

As is customary, MSL followed up on the status of implementing actions included in management's response to Finding 2022-001 – SEFA Preparation in the County's Single Audit for the fiscal year ended September 30, 2023, noting County management had corrected the deficiency cited in FY 2022. **Figure 1-10** below presents the Schedule of Findings and Questioned Cost included in the County's FY23 Single Audit, demonstrating that the County took reasonable and timely action to address the deficiency noted in its Single Audit for FY22 that could potentially affect program cost.

MARTIN COUNTY, FLORIDA
Schedule of Findings and Questioned Costs *(Continued)*
For the Year Ended September 30, 2023

SECTION II - FINANCIAL STATEMENT FINDINGS

None reported.

SECTION III - FEDERAL AWARD AND STATE FINANCIAL ASSISTANCE FINDINGS AND QUESTIONED COSTS SECTION

None reported.

SECTION IV - PRIOR-YEAR AUDIT FINDINGS

Finding 2022-001 was corrected in the current year.

- 13 -

FIGURE 1-10: *The County timely corrected prior year findings noted in its Schedule of Findings and Questioned Costs included in the County's Single Audit for FY22.*
Source: Martin County Single Audit, September 30, 2023, p. 13.

SUBTASK 1.4 – Evaluate program performance and cost based on reasonable measures, including accepted industry standards and best practices, when available.

OVERALL CONCLUSION

Overall, Martin County (the "County") met expectations for Subtask 1.4. To reach this conclusion, the MJ Team assessed the County's Critical Natural Land Acquisition program that will administer and/or benefit from the sales surtax. Each relevant area is analyzed below.

ANALYSIS

To assess and evaluate program performance and cost based on reasonable measures, the MJ Team interviewed Public Works Department and OMB staff. During the interview, we discussed evaluating the performance and cost of critical natural land (i.e., conservation land) acquisitions to establish a baseline for determining the reasonable measures upon which we would evaluate program performance and cost, including best practices. We requested relevant information to enable us to conduct our analysis and evaluation, which is discussed below.

The County uses metrics to evaluate acquisition of conservation land performance for each acquisition and has identified a variety of metrics to conduct internal evaluations of program performance and cost. The BOCC approves conservation land acquisitions based on the following evaluative metrics:

- Negotiated purchase price relative to appraisals conducted by third parties.
- Whether the conservation land acquired meets the objective/need for the acquisition.
- Cost per unit area (i.e., cost per acre).
- Conformity with state law as it relates to specific real estate transactions.

The National Association of Counties (NACo) recommends using key performance indicators to evaluate conservation land acquisition programs as a best practice. Metrics might include the number of acres acquired, cost per acre, biodiversity indices, and public access improvements. Based on our evaluation, the County developed baseline metrics like NACo recommends.

The County contracted with an appraiser to conduct an appraisal of land considered for acquisition located at 3500 SW Palm City School Avenue in Palm City, FL to enable the County to negotiate the purchase price with the seller, JAMSZ Properties, Inc. The appraiser determined the appraised value if the land was $4,050,000, which the County used as its ceiling in negotiations with the seller. This appraisal enabled the County to purchase the land for $4,028,000, which was lower than the appraised value. **Figure 1-11A** and Figure **1-11B** present the cover letter from the appraiser, while **Figure 12** presents the Settlement Statement where lines 101 and 401 reflect the County's actual purchase price of $4,028,000.

Callaway & Price, Inc.

Real Estate Appraisers and Consultants
Licensed Real Estate Brokers
www.callawayandprice.com

Since 1972

SOUTH FLORIDA
1410 Park Lane South
Suite 1
Jupiter, FL 33458
Phone (561) 686-0333
Fax (561) 686-3705

Michael R. Slade, MAI, SRA, CRE
Cert Gen RZ116
m.slade@callawayandprice@cpwpb.com

Stephen D. Shaw, MAI, AI-GRS
Cert Gen RZ1192
s.shaw@callawayandprice.com

Robert A. Callaway, MRICS
Cert Gen RZ2461
r.callaway@callawayandprice.com

TREASURE COAST
1803 South 25th Street
Suite 1
Fort Pierce, FL 34947
Phone (772) 464-8607
Fax (772) 461-0809

Stuart
Phone (772) 287-3330
Fax (772) 461-0809

Stephen G. Neill, Jr., MAI
Cert Gen RZ2480
s.neill@callawayandprice.com

SPACE COAST
1120 Palmetto Avenue
Suite 1
Melbourne, FL 32901
Phone (321) 726-0970
Fax (321) 726-0384

Curtis L. Phillips, MAI
Cert Gen RZ2085
c.phillips@callawayandprice.com

CENTRAL FLORIDA
2816 E. Robinson Street
Orlando, FL 32803
Phone (321) 726-0970
Fax (321) 726-0384

Curtis L. Phillips, MAI
Cert Gen RZ2085
c.phillips@callawayandprice.com

Please respond to Treasure Coast Office
E-Mail: s.neill@callawayandprice.com

September 13, 2023

Ms. Carla Segura
Martin County Board of County Commissioners
2401 SE Monterey Road
Stuart, Florida 34996

Dear Ms. Segura:

We have made an investigation and analysis of the property located at 3500 SW Palm City School Avenue in Palm City, Florida. The Subject Property will be further described both narratively and legally within the following Appraisal Report. The purpose of this investigation and analysis was to provide our opinion of the Market Value of the Fee Simple Estate of the Subject Property as of August 26, 2023. **It is an extraordinary assumption of this report that the Subject Property is approved for the 90-unit multi-family development.**

This report has been prepared for our client, Martin County Board of County Commissioners. The intended use of this appraisal is to assist the client for internal decision-making purposes. The scope of work performed is specific to the needs of the intended user and the intended use. No other use is intended, and the scope of work may not be appropriate for other uses.

The scope of work performed included a complete analysis of the Subject Property with no omitted approaches to value. A detailed scope of work description can be found in the body of this report.

Based upon the scope of the assignment, our investigation and analysis of the information contained within this report, as well as our general knowledge of real estate valuation procedures and market conditions, it is our opinion that the Market Value of the Fee Simple Estate of the Subject Property as of August 26, 2023 was:

$4,050,000

FIGURE 1-11A: *The County evaluated the cost to purchase land with an appraisal by a third-party appraisal firm (p. 1). Source: Public Works Department, Real Property Division.*

Ms. Carla Segura
Martin County Board of County Commissioners
September 13, 2023
Page 2

A description of the property appraised, together with an explanation of the valuation procedures utilized, is contained in the body of the attached report. For your convenience, an Executive Summary follows this letter. Your attention is directed to the Limiting Conditions and underlying assumptions upon which the value conclusions are contingent.

Respectfully submitted,

CALLAWAY & PRICE, INC.

Stephen G. Neill, MAI
Cert Gen RZ2480

Melanie M. Ivey
Cert Gen RZ3241

SGN/MMI/clw:23-84800
Attachments

FIGURE 1-11B: *The County evaluated the cost to purchase land with an appraisal by a third-party appraisal firm (p. 2). Source: Public Works Department, Real Property Division.*

A. Settlement Statement — Settlement Statement

B. Type of Loan — Parcel ID # 18 38 41 000 058 00000 400000 RRM 3905

◯ 1. FHA ◯ 2. FmHA ◯ 3. Conv. Unins. ◯ 4. V.A. ◯ 5. Conv. Ins.	6. File Number 23-037	7. Loan Number ID:	8. Mortg. Ins. Case Num.

C. NOTE: This form is furnished to give you a statement of actual settlement costs. Amounts paid to and by the settlement agent are shown. Items marked "(p.o.c.)" were paid outside the closing; they are shown here for informational purposes and are not included in the totals.

D. NAME OF BUYER: Martin County, a political subdivision of the State of Florida
Address of Buyer: 2401 SE Monterey Road, Stuart, Florida 34996

E. NAME OF SELLER: JAMSZ Properties, Inc., a Florida corporation
Address of Seller: [redacted] TIN:

F. NAME OF LENDER:
Address of Lender:

G. PROPERTY LOCATION: 3500 SW Palm City School Ave., Palm City, Florida 34990

H. SETTLEMENT AGENT: [redacted]
Place of Settlement:

I. SETTLEMENT DATE: 11/2/23 DISBURSEMENT DATE: 11/2/23

J. Summary of buyer's transaction		K. Summary of seller's transaction	
100. Gross amount due from buyer:		400. Gross amount due to seller:	
101. Contract sales price	4,028,000.00	401. Contract sales price	4,028,000.00
102. Personal property		402. Personal property	
103. Settlement charges to buyer (Line 1400)	14,902.50	403.	
104.		404.	
105.		405.	
Adjustments for items paid by seller in advance:		Adjustments for items paid by seller in advance:	
106. City/town taxes		406. City/town taxes	
107. County taxes		407. County taxes	
108. Assessments		408. Assessments	
109. Trash/ Sanitation		409. Trash/ Sanitation	
110.		410.	
111.		411.	
112.		412.	
120. Gross amount due from buyer:	4,042,902.50	420. Gross amount due to seller:	4,028,000.00
200. Amounts paid or in behalf of buyer:		600. Reductions in amount due to seller:	
201. Deposit or earnest money	150,000.00	501. Excess deposit (see instructions)	
202. Principal amount of new loan(s)		502. Settlement charges to seller (line 1400)	76,210.83
203. Existing loan(s) taken subject to		503. Existing loan(s) taken subject to	
204. Principal amount of second mortgage		504. Payoff 2023 Real Estate Taxes to MC	
205.		505. Payoff of second mortgage loan	
206.		506. Deposits held by seller	
207. Principal amt of mortgage held by seller		507. Principal amt of mortgage held by seller	
208.		508.	
209.		509.	
Adjustments for items unpaid by seller:		Adjustments for items unpaid by seller:	
210. City/town taxes		510. City/town taxes	
211. County taxes		511. County taxes	
212. Assessments		512. Assessments	
213. Security Deposit(Sewell)	750.00	513. Security Deposit(Sewell)	750.00
214. No last month's rent		514. No last month's rent	
215. November Rent from 11/02/23 to 12/01/23	1,332.07	515. November Rent from 11/02/23 to 12/01/23	1,332.07
216.		516.	
217.		517.	
218.		518.	
219.		519.	
220. Total paid by/for buyer:	152,082.07	520. Total reductions in amount due seller:	78,292.90
300. Cash at settlement from/to buyer:		600. Cash at settlement to/from seller:	
301. Gross amount due from buyer (line 120)	4,042,902.50	601. Gross amount due to seller (line 420)	4,028,000.00
302. Less amount paid by/for the buyer (line 220)	(152,082.07)	602. Less total reductions in amount due seller (line 520)	(78,292.90)
303. Cash (☑ From ☐ To) Buyer:	3,890,820.43	603. Cash (☑ To ☐ From) Seller:	3,949,707.10

Substitute Form 1099 Seller Statement: The information contained in blocks E, G, H, and I and on line 401 is important tax information and is being furnished to the IRS. If you are required to file a return, a negligence penalty or other sanction will be imposed on you if this item is required to be reported and the IRS determines that it has not been reported.

Seller Instructions: To determine if you have to report the sale or exchange of your main home on your tax return, see Instructions for Schedule D (Form 1040 or 1040-SR). If not your main home, report the transaction on Form 4797, Form 6252, and/or Schedule D for the appropriate income tax form.

Buyer's Initial(s): Seller's Initial(s):

FIGURE 1-12: *The County purchased land at a price below the appraised value established in an appraisal by a third-party appraisal firm.*
Source: Public Works Department, Real Property Division.

Florida Natural Land Inventory

The Florida Natural Areas Inventory (FNAI) is the central repository for information on Florida's conservation lands. The FNAI Conservation Lands database includes boundaries and statistics for more than 3,000 federal, state, local, and private managed areas, all provided directly by the managing agencies. National parks, state forests, wildlife management areas, local and private preserves are examples of managed areas included in the database.

For a property to be considered conservation land by the Florida Natural Areas Inventory (FNAI), a significant portion of the property must be undeveloped and retain most of the attributes one could expect it to have in its natural condition. In addition, the managing agency or organization must demonstrate a formal commitment to the conservation of the land in its natural condition.

The MJ Team used FNAI data to compare percentages of local County land in conservation. **Figure 1-8** compares Martin County's percentage of land in conservation to that of its contiguous (contiguous counties highlighted in green) and non-contiguous neighboring counties, and the state average. Martin County ranks fourth highest in this subgroup of counties with almost 4 percent of local acreage in conservation, while contiguous counties such as Hendry and Okeechobee have no local acreage in conservation, which might suggest that the County's conservative natural land acquisition program outperforms three (3) of five (5) contiguous counties in acquiring conservation lands.

The County also has a Public Land Acquisition Manual, adopted by the BOCC January 7, 2014, which includes policies and procedures for acquiring environmentally sensitive land, open space land, and wildlife corridors, contributing to its performance when compared to contiguous counties.

County	Local	State	Federal	Private	Total Land in Conservation	Total Land Area	Percent of Total County in Conservation	Percent of Local Acreage in Conservation of Total Land in Conservation
St. Lucie	10,810	24,630	90	2,510	38,040	366,080	10%	28.42%
Palm Beach	49,440	296,270	144,110	110	489,930	1,301,760	38%	10.09%
Indian River	4,970	91,160	1,390	3,150	100,670	321,920	31%	4.94%
Martin	**3,740**	**89,620**	**4,340**	**1,120**	**98,820**	**355,840**	**28%**	**3.78%**
Highlands	1,450	70,760	116,810	19,740	208,760	657,920	32%	0.69%
Glades	290	125,610	1,800	23,390	151,090	495,360	31%	0.19%
Okeechobee	0	117,130	22,630	2,510	142,270	495,360	29%	0.00%
Hendry	0	139,280	41,510	3,740	184,530	737,920	25%	0.00%
Total State	**544,680**	**6,004,710**	**4,268,470**	**344,830**	**11,162,690**	**34,524,880**	**32%**	**4.88%**

FIGURE 1-8: *Martin County has more local acreage in conservation than three (3) of its five (5) contiguous counties (contiguous counties highlighted in green).*
Source: Florida Natural Areas Inventory database.

SUBTASK 1.5 – Evaluate the cost, timing, and quality of current program efforts based on a reasonably sized sample of projects to determine whether they were of reasonable cost and completed well, on time, and within budget.

OVERALL CONCLUSION

Overall, Martin County met expectations for Subtask 1.5. The Critical Natural Land Acquisition program demonstrated they are compliant with the components of the subtask and therefore meets the requirements of this subtask. To reach this conclusion, the MJ Team assessed the relevant area of the County that will administer and/or benefit from the sales surtax.

ANALYSIS

Based on information obtained from interviews, the MJ Team requested supporting documents to evaluate the reasonableness of cost, timing, and quality of current program effort Using a representative sample of projects, the MJ Team would determine whether they were completed well, on time, and within budget.

CRITICAL NATURAL LAND ACQUISITION

To address the requirements of this subtask related to Critical Natural Land Acquisition, the MJ Team conducted a joint interview with the following individuals:

- Real Property Manager, Public Works Department
- Environmental Resource Administrator, Public Works Department

During the interview, the MJ Team discussed the land acquisition process and key records maintained to determine if projects are completed well, for reasonable costs, within budget, and timely.

Examples of relevant information discussed are outlined below:

- Land acquisition manual
- Real estate acquisition practices and procedures
- Board agenda items for approval of acquisition of critical natural lands
- Land acquisition project files including a property acquisition checklist
- Contracts
- Title commitments
- Closing records

Figure 1-9 presents the sample of projects selected for review. The sample was discerningly selected from a list of FY2023 and FY2024 property purchases provided by the County.

Land Acquisition Project	Audubon MC – Conservation Land	JAMSZ Palm City – Acquisition	Pal-Mar/Saxon – Acquisition
Project Information			
Budget	$130,000	$4,058,000	$2,520,000
Fiscal Year	FY2023	FY2023	FY2024
Spent	$121,493	$4,050,587	$2,517,681
Status	Closed	Closed	Closed
Land Evaluation Matrix Date	Summary provided by the County	Summary provided by the County	Summary provided by the County
Priority Recommendation List Date	Summary of priorities for 2023 and 2024	Summary of priorities for 2023 and 2024	Summary of priorities for 2023 and 2024
Property Acquisition List Date	04/05/2023	07/26/2023	11/09/2023
BOCC Approval Date	07/11/2023	10/10/2023	01/09/2024
Appraisal Amount	No official Appraisal was completed on the conservation parcels as the five (5) parcels have remained vacant and conservation since before 1983. The properties will remain under conservation management through the Environmental Restoration and Management Division ("ERMD") of Martin County.	Appraisal #1 - $4,050,000, Appraisal #2 - $4,500,000	No official Appraisal was completed on the conservation parcels as the two hundred and forty-five (245) parcels have remained vacant and conservation since before 1983. The properties will remain under conservation management through the ERMD of Martin County.
Negotiated Amount	$119,543	$4,028,000	$2,500,000
Contract Amount	$119,543	$4,028,000	$2,500,000
Title Commitment Completed?	Yes	Yes	Yes
Asbestos Survey Completed?	No, there are no improvements on the properties. All five (5) parcels were vacant, untouched conservation lands since 1983	No, affidavit signed by seller that no improvements have been made on this property, thus survey was not needed	No, there are no improvements on the properties. All two hundred forty-five (245) parcels were vacant, untouched conservation lands since before 1983
County Commission Approval Memo	07/11/2023	10/10/2023	01/09/2024

Land Acquisition Project	Audubon MC – Conservation Land	JAMSZ Palm City – Acquisition	Pal-Mar/Saxon – Acquisition
Audit Assessment			
Reasonable Costs?	Yes, the land price was below average market value for conservation lands	Yes, the land was purchased for below appraisal value	Yes, per Board of County Commissioners approval
Completed within Budget?	Yes, the County was $8,507 under budget	Yes, the County was $7,413 under budget	Yes, the acquisition was $2,319 under budget
Completed Timely?	Yes, closing was within 90 days of the effective date of the contract	Yes, closing was within 90 days of the effective date of the contract	Yes, closing was within 120 days of the effective date of the contract
Completed Well?	Yes, per communication with the seller	Yes, per payment confirmation letter and closing documents	Yes, per closing documents

FIGURE 1-9: *Sample of projects.*
Source: Martin County Public Works Department

Our testing revealed all three (3) acquisitions were completed before the contracted closing date and under budget. Martin County provided two (2) appraisals for JAMSZ-Palm City project, closing below each of the appraised values. The Audubon MC and Pal-Mar/Saxon acquisitions were each comprised of multiple parcels purchased at a price less than $100,000, thus per *Florida Statute* 253.025, did not require an appraisal. Martin County provided BOCC approval and a narrative explanation to demonstrate these transactions were at a reasonable cost. Finally, the MJ Team examined email communications, closing documents and payment confirmations that all three (3) acquisitions were completed well. Therefore, we determined that Subtask 1.5 is met.

SUBTASK 1.6 – Determine whether the program has established written policies and procedures to take maximum advantage of competitive procurement, volume discounts, and special pricing agreements.

OVERALL CONCLUSION

Overall, Martin County met expectations for Subtask 1.6. The Critical Natural Land Acquisition program established their exemption from competitive procurement and observance of pricing guidelines. To reach this conclusion, the MJ Team examined purchasing policies and procedures and land acquisition procedures.

ANALYSIS

Based on information obtained from the County, there are written policies & procedures that state land acquisition is exempt from competitive procurement. This is outlined in Section 8: Transactions Exempt from Competitive Procurement of the County BOCC Purchasing Manual. It states "The following transactions are exempt from competitive procurement:

A. Real Property acquisition, such as land, easements, rights-of-way, existing buildings, structures, or improvements, resulting from negotiations and approved by the Board"

Although the County is not required to follow competitive procurement processes for land acquisition, it has established written policies that promote seeking land purchases outside the County. The County's Land Acquisition Manual provides this guidance, both internally and externally:

> "It is the policy of the County to work in a cooperative venture with each of the municipalities in Martin County…Further, the County will cooperate with the South Florida Water Management District Board in the acquisition of water recharge areas and lands which qualify under the "Save Our Rivers", Comprehensive Everglades Restoration Plan ("CERP") or other programs. The County will give priority consideration to projects which can qualify for joint participation."

The Real Estate Acquisition Practices and Procedures guide provides compulsory pricing practices for land acquisitions.

- Appraisals Section 4A states "Must solicit three bids before making a decision of which firm to be used."
- Appraisals Section 4E states that "Appraisals will establish the amount of the offer based on fair market value"
- Appraisals Section 4E., 2a states "Appraisal value in excess of $500,000, required as per Statutes 125.355(b), need to obtain a minimum of two (2) appraisals"

The Purchasing Manual, Land Acquisition Manual, and Real Estate Practices and Procedures outline how the Critical Natural Land Acquisition program manages competitive procurement, volume discounts and special pricing arrangements. Therefore, Subtask 1.6 is met.

RESEARCH TASK 2

SCOPE

The Martin County Administrative Division is responsible for establishing the organizational structure for all County departments and programs that those departments oversee. The Public Works Department works collaboratively with the Administrative Division to ensure that the County's organizational structure has the appropriate lines of authority and operates cost-effectively.

FINDING SUMMARY

THE STRUCTURE OR DESIGN OF THE PROGRAM TO ACCOMPLISH ITS GOALS AND OBJECTIVES.

Overall, Martin County meets this research objective.

The County demonstrated it has an effective organizational structure in place with clearly defined units, that minimizes overlapping functions and excessive administrative layers, and has lines of authority that minimize administrative costs. Additionally, the County has a workload model in place to determine if current program staffing levels are reasonable. Turnover and vacancy rates are within industry guidelines which also means staffing levels are reasonable to manage workloads.

SUBTASK CONCLUSIONS, ANALYSIS AND RECOMMENDATIONS

SUBTASK 2.1 – Review program organizational structure to ensure the program has clearly defined units, minimizes overlapping functions and excessive administrative layers, and has lines of authority that minimize administrative costs.

OVERALL CONCLUSION

Overall, Martin County (the County) met expectations for Subtask 2.1. The County demonstrated that it has an organizational structure that has clearly defined units, minimizes overlapping functions and excessive administrative layers, and has lines of authority that minimize administrative costs. To reach this conclusion, the MJ Team conducted relevant interviews and reviewed supporting documentation to the subtask.

ANALYSIS

The County's Administrative Division is responsible for establishing the organizational structure for all County departments and programs that those departments oversee. The Public Works Department works collaboratively with the Administrative Division to ensure that the County's organizational structure has the appropriate lines of authority and operates cost-effectively.

The MJ Team interviewed the Public Works Director, Real Property Manager, Environmental Resource Administrator, and the Director of the Office of Management & Budget.

Additionally, we assessed the Public Works Department's organizational structure and evaluated the span of control (number of direct reports) for key Public Works staff who will play a role in overseeing the surtax funds.

ORGANIZATION STRUCTURE

The MJ Team also compared the recommended span of control ratio for higher-level directors and managers and lower-level manager and supervisory levels using Society of Human Resources Management (SHRM) guidelines. The recommended span of control ratio for higher-level directors and managers is between 1:2 and 1:9 or slightly higher. The span of control ratio for lower-level managers and supervisors is 1:15 to 1:20. Several factors influence span of control guidelines, as described below:

- **Organizational size.** Large departments tend to have a narrow span of control, whereas smaller departments often have a wider span of control. This difference is usually due to the costs involved with more managers and the financial resources available to an organization.
- **Workforce skill level.** The complexity or simplicity of the tasks performed by the employees will affect the number of desirable direct reports. Generally, routine tasks involving repetition will require less supervisory control of a manager, allowing a wider span of control, whereas complex tasks or dynamic workplace conditions may be best suited for a narrower span of control, where managers can provide more individualized attention.
- **Director's and Manager's responsibilities.** Departments and organizational units' expectations allow managers to be effective with the number of direct reports they have, especially related to individual responsibilities, departmental planning, and training. For example, executives often have fewer direct reports than other managers in the organization.

Span of Control

Based on the organizational chart provided as shown in **Figure 2-1** below, current staff reporting relationships meet SHRM span-of-control guidelines. SHRM best practices guidelines recommend a maximum span of control of nine (9) direct reports to each director/managerial supervisor. The current organization chart for the Public Works Director who oversees the Public Works Department shows a span of control of 1:7, which is within the SHRM guidelines.

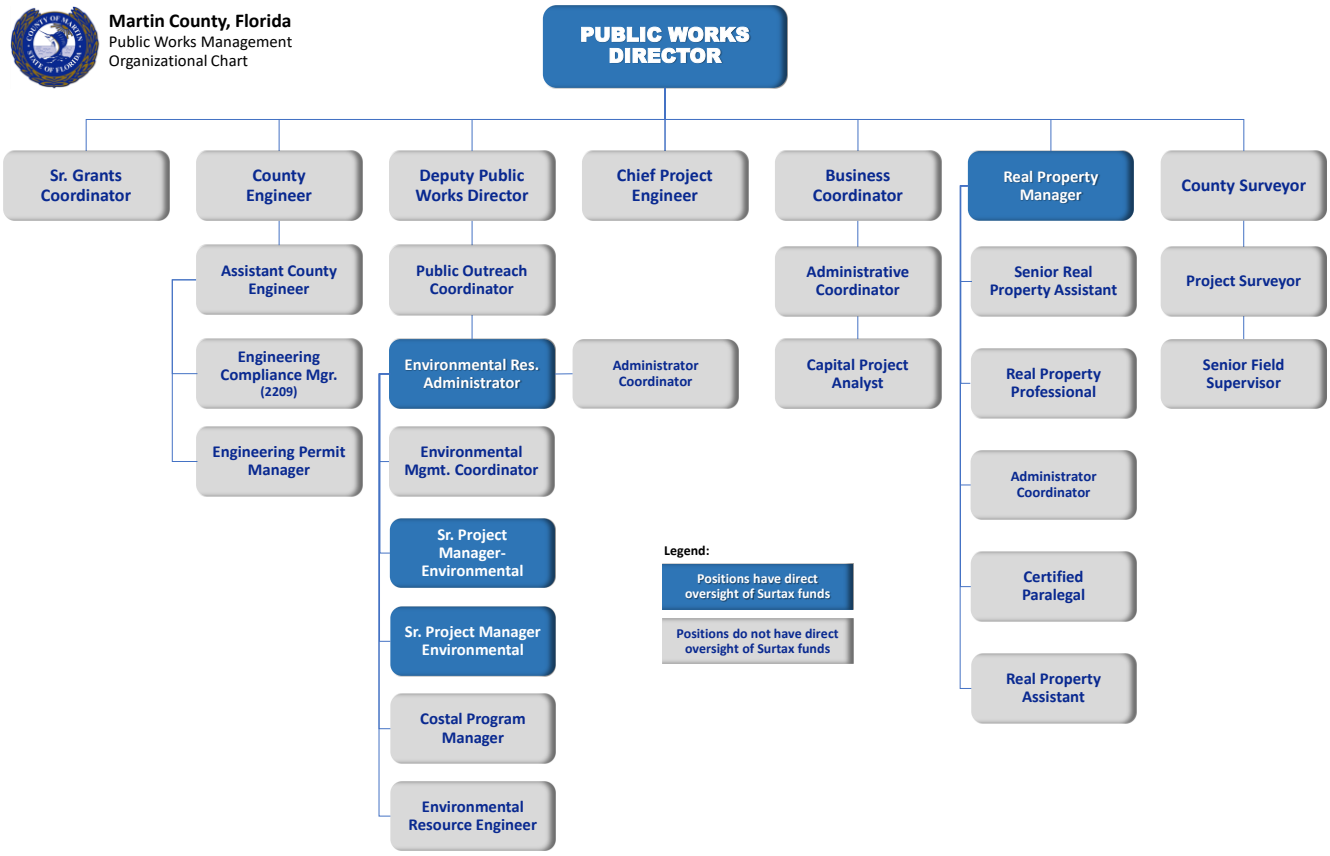


FIGURE 2-1: *Martin County, Public Works Organizational Chart.*
Source: Martin County.

Key Personnel Primary Job Functions and County Tenure

In addition to reviewing the County's high-level organizational structure, we reviewed a summary of the department's primary job functions and tenure with the County overall and in the current position that will have oversight of the surtax funds. **Figure 2-2** shows key administrators have been employed with the County for an average of 13 years and the average tenure in their current roles for five (5) years.

Position Title	Tenure with County	Tenure in Current Role	Major Position Responsibilities	Span of Control
Public Works Director	22 Years	Since 04/13/2020	• Formulates and administers plans and policies to achieve the county's long and short-term goals. • Oversees the development, implementation, and monitoring of the department's capital and/or operating budgets and ensures the fiscal efficiency and effectiveness of the budgets. • Ensures compliance of county engineering activities with appropriate federal, state	1:7

Position Title	Tenure with County	Tenure in Current Role	Major Position Responsibilities	Span of Control
			and local statutes, codes, ordinances and regulations.	
Real Property Manager	12 Years	Since 03/06/2017	• Conducts Property Purchases. • Performs due diligence activities for each property. • Conducts legality of procurement activities to complete purchases.	1:5
Environmental Resource Administrator	6 Years	Since 04/30/2018	• Performs comparative evaluations of the properties to be purchased. • Evaluates existing property conditions. • Assess reasonableness of maintenance of the properties after being purchased.	1:6
Senior Project Manager – Environmental	20 Years	Since 12/20/2021	• Participates in the preparation of budget reports and projections for the Ecosystem & Restoration budget. • Prepares Capital Improvement Plan sheets for natural lands restoration and water quality projects. • Conducts field reviews and evaluations of environmentally sensitive land and wetlands.	1:0 No direct reports
Senior Project Manager – Environmental	7 Years	Since 10/14/2019	• Develops concepts for ecosystem restoration projects with consideration to historic hydrologic conditions, current water management considerations, regional connectivity, long-term management needs, and public access/use. • Performs field reviews and evaluations of environmentally sensitive land and wetlands.	1:1

FIGURE 2-2: *Public Works Department direct reports and primary job functions.*
Source: Public Works Department.

In addition to reviewing the County's Public Works Department organizational structure, the MJ Team interviewed the key positions in the County's Office of Management & Budget's (OMB) fiscal support areas, which includes budgeting, fiscal operations, and grants management coordination. While the organizational chart for the OMB Office is not shown, a summary of relevant job functions performed by the administrators who will oversee the surtax funds along with their organizational span of control (ratio of staff that they directly oversee) is presented in **Figure 2-3**. Only the Director of OMB has direct reports and the span of control for this position is 1:6, which is within the SHRM recommended span of control guidelines of 1:9. Key OMB administrators have been employed with the County for an average of nearly 13 years and the average tenure in their current roles is approximately one (1) year.

Position Title	Tenure with County	Tenure in Current Role	Major Position Responsibilities	Span of Control
Director of Office of Management & Budget (OMB)	13 Years	Since 10/22/2023	• Facilitates and monitors the project management process for technical and non-technical related projects for the department.	1:6
Budget & Fiscal Operations Coordinator	6 Months	Since 02/05/2024	• Evaluates the status of projects and makes modifications as necessary to ensure project goals are met and established budgets adhered to.	No direct reports
Grants Management Coordinator	24 Years	Since 12/17/2023	• Oversees the development and implementation of all financial and grant administrative policies and procedures.	No direct reports

FIGURE 2-3: *Office of Management & Budget direct reports and primary job functions of administrators who will oversee the surtax funds.*
Source: Office of Management & Budget.

SUBTASK 2.2 – Assess the reasonableness of current program staffing levels given the nature of the services provided, program workload, and accepted industry standards and best practices.

OVERALL CONCLUSION

Overall, Martin County (the County) met expectations for Subtask 2.2. The County demonstrated that it uses a workload model to assess program staffing levels. Additionally, turnover and vacancy rates which are a major driver of favorable staffing levels are monitored by the County and are in line with industry standards. To reach this conclusion, the MJ Team conducted relevant interviews and reviewed supporting documentation to the subtask.

ANALYSIS

To address the requirements of this subtask the MJ Team interviewed the Public Works Director who oversees the entire department and the overall Public Works Administrative function. We also reviewed the workload models the Public Works Department uses to measure staff productivity for Land Acquisition and Environmental programs and the turnover and vacancy rates for the Public Works Department.

Workload and Productivity

Figure 2-4 and **Figure 2-5** present the workload staffing metrics the Land Acquisition and Environmental programs use to determine the optimal number staff based on the number of hours it should take staff to perform specific tasks. The models are also used to measure the efficiency of specific job tasks assigned by reviewing the quantity of tasks completed and the

time (hours) taken to complete the tasks. The data in the workload productivity report is adequate for the County to determine if staffing levels are reasonable.

WORKLOAD

Please list specific job tasks assigned to your Division, add the quantity completed, and the approximate amount of time it took to completed them. The total amount of hours will calculate autimatically in the last column.

Job Tasks	Quantity	Hours	Total Hours
Land Acquisition	3	20	60
Lease Development	140	3	420
Lease Management	167	2	334
Surplus Property Analysis/Review	4	10	40
Surplus Property Transactions	12	18	216
Easement Preparation	154	15	2,310
BOCC Agenda Item Preparation - Review	125	5	625
Staff Development / HR	87	5	435
Development Review	155	8	1,240
Meetings/Internal/External/BOCC	768	3	2,304
Training/Seminar/CLE/Certifications	32	8	256
PalMar / Assessments and Meetings	48	3	144
Title Certifications	20	15	300
RFS	200	1	200
Misc. Items - not logged	558	2	1,116
TOTAL			**10,000**

Staff of 5 / Total Hrs = 40 Hrs/Week x 52 Weeks - 2 Weeks Off (80 Hrs) = 5 x 2,000 Hrs = 10,000 Hrs

FIGURE 2-4: *Martin County Land Acquisition Workload Productivity Model.*
Source: Martin County Public Works Department.

WORKLOAD Please list specific job tasks assigned to your Division, add the quantity completed, and the approximate amount of time it took to completed them. The total amount of hours will calculate autimatically in the last column.			
Job Tasks	**Quantity**	**Hours**	**Total Hours**
Water Quality Program:			
Stormwater Treatment Areas & Estuary Design and Construction	4	420	1,680
Water Quality Monitoring	3	150	450
NPDES Compliance	2	260	520
BMAP Program	2	170	340
Environmental Sensitive Lands Program:			
Invasive Plant Removal (Contractor Oversight)	4	360	1,440
Prescribed Fire and Fuel Reduction	3	60	180
Public Access Facility Development	3	200	600
Coordination With Florida Communities Trust	2	100	200
Habitat Restoration	6	400	2,400
Facilities Maintenance	4	200	800
Public Outreach and Education	4	80	320
Construction Contractor Oversight	5	300	1,500
General Administrative, Advocacy, Resilience, Conservation	7	510	3,570
TOTAL			**14,000**

Staff of 7 / Total Hrs = 40 Hrs/Week x 52 Weeks - 2 Weeks Off (80 Hrs) = 7 x 2,000 Hrs = 14,000 Hrs

FIGURE 2-5: *Martin County Environmental Workload Productivity Model*
Source: Martin County Public Works Department.

Turnover and Vacancies

Figure 2-6 shows that key divisions to the program within the Public Works Department have a total headcount of 40 full-time equivalent (FTE) employees. For FY 2024 year-to-date, the overall turnover rate is 9 percent, and the overall vacancy rate is 1 percent. Both the turnover and vacancy rates are within SHRM recommended guidelines of 10 percent. Favorable turnover and vacancy rates typically indicate employees are satisfied with their roles, work environment, and organizational culture.

Organizations with low turnover rates typically have effective hiring practices and retention strategies in place and maintain a positive workplace atmosphere.

Public Works Department	FTE Count	Turnover Rates	# of Vacancies	Vacancy Rate
Public Works Administration (2201)	6	0%	0	0%
Real Property Management (2219)	5.5	0%	0	0%
Survey Division (2205)	8.5	20%	1.7	2.35%
Environmental Resources (2208)	7	12.5%	0	0%
Engineering Services (2209)	13	7.69%	1	0.8%
Total FTE/Turnover, Vacancy Count, and Vacancy % FY	40	8%	2.7	1%

FIGURE 2-6: *Public Works FTE Count, Turnover Rate, Vacancies, and Vacancy Rates, FY 2024 Year to Date. Source: Martin County.*

RESEARCH TASK 3

SCOPE

The MJ Team evaluated all three (3) subtasks that comprise Research Task 3.

Subtask 3.1 determined whether program administrators formally evaluated existing in-house services to assess the feasibility and cost savings of alternative methods for providing services. Subtask 3.2 determined whether program administrators assessed any contracted services to verify effectiveness and achieved cost savings. Subtask 3.3 identified possible opportunities for alternative service delivery methods that had the potential to reduce program costs.

FINDING SUMMARY

Overall, Martin County (the County) meets this research objective.

The County demonstrated that program administrators formally evaluate existing in-house services and assess alternative contracting methods to ensure costs are reasonable. This finding is based on the MJ Team review/assessment of information gathered from interviews and provided data sources. The County's program administrators regularly participate in national and regional meetings and collaborate with peer organizations comparing management practices and service delivery methods for operational improvement and cost saving opportunities.

SUBTASK CONCLUSIONS, ANALYSIS AND RECOMMENDATIONS

SUBTASK 3.1 – Determine whether program administrators have formally evaluated existing in-house services to assess the feasibility and cost savings of alternative methods of providing services, such as outside contracting and privatization, and determine if services were outsourced when the evaluations found that doing so could result in improved performance or cost savings.

OVERALL CONCLUSION

Overall, Martin County (the "County") partially meets expectations for Subtask 3.1. To reach this conclusion, the MJ Team assessed relevant areas of the County that will administer and/or benefit from the sales surtax. Each relevant area is analyzed below.

ANALYSIS

Based on information garnered during interviews, the MJ Team has determined that program administrators have reasonable processes in place to evaluate existing in-house services and activities to assess the feasibility of alternative methods of providing services, such as outside contracting and privatization. However, there was no documentation provided to validate that a formal analysis was performed to determine whether it was more cost effective to outsource

land acquisition services rather than doing them in-house. Therefore, the MJ Team's assessment is that this subtask is partially met.

To reach this conclusion, the MJ Team assessed relevant areas of the County that will administer and/or benefit from the sales surtax. The MJ Team assessed the County's Critical Natural Land Acquisition program that will administer and/or benefit from the sales surtax.

CRITICAL NATURAL LAND ACQUISITION

To address the requirements of this subtasks related to Critical Natural Land Acquisition, the MJ Team conducted a joint interview with the following individuals:

- Environmental Resource Administrator
- Public Works Director

The County's methodology for purchasing conservation land is detailed by its procurement policy with strict rules and regulations. This process is closely monitored at every step with checks and balances in place. These transactions are reviewed by the County Attorney, County's Real Property Manager and County's Chief Procurement Officer to ensure federal and state terms and conditions are met. Real property acquisitions, such as, land, easements, rights-of-way, existing buildings, structures and improvements resulting from negotiations must be approved by the board.

A Surplus Property Checklist is prepared, listing all properties, for presentation to the Board of County Commissioners to determine if the property is surplus . **Figure 3-1** provides an example of the Surplus Property Checklist content.

Surplus Property Checklist Example

Surplus Property Checklist

1. **Research required prior to presentation before the Board of County Commissioners (BCC) to determine possibility of declaring property surplus**

- ☐ Check with all County Department and obtain written confirmation from each to vet if the property is needed for any County purposes.

Collect the following information:

- ☐ Aerial outlining property
- ☐ Location Map
- ☐ Property Information Sheet- shows property info, jurisdiction, size, zoning, etc.
- ☐ Property Appraiser's Sheet - shows PCN, Market Value, etc.
- ☐ History of Acquisition
  - ☐ Copy of Deed/Court Order (any restrictions on property)
  - ☐ Copy of Agenda and Action Summary approving purchase
  - ☐ How property was funded:
    - Bond Funding must be reimbursed for the fair market value but no less than the appraised value of the property.
    - Grant Funding check for approval restrictions.
    - Check for any other restrictions that may be listed on the Deed.
- ☐ Determine whether or not property is within an HOA or POA.
  If yes, is it subject to Declarations? Contact the HOA or POA.
  - ☐ If yes, need to inform and provide copy
  - ☐ If no, should it be assigned prior to transfer?
- ☐ Determine whether or not property is within a CRA area.
  Must present to Neighborhood Advisory Committee and CRA prior to presenting to BCC.
- ☐ Determine whether or not the property was purchased with Bond funds through the Utilities System Refunding Revenue Bonds Series. Funding information can be found on page 322 of: T:\ADM\ASD\fmd\Debt Service\2016 UTILITIES BOND REFINANCING\17_OS\Official Statement Utilities System Refunding.pdf. If so, all funds from sale of property will need to be returned to appropriate parties.
- ☐ Future Land Use – Current - if governmental must be changed
  - ☐ Determine if change needed – consult GMD for correct designation
- ☐ Zoning – Current - if governmental must be changed
  - ☐ Determine if change needed – consult GMD for correct designation
- ☐ Location and is it of sufficient size/shape for building/construction permits
  - ☐ Frontage required – consult GMD

Page 1 of 6

FIGURE 3-1: *Surplus Property Checklist.*
Source: Martin County Public Works.

The County's Real Property Division (RP) uses the Surplus Property Checklist to determine the disposition process for Board approved surplus property. As part of the process, RP evaluates whether the work to dispose of the property can be performed in-house or outsourced. If the determination is to outsource, RP manages the process through contractor continuous service agreements.

The acquisition of surplus property must follow *Florida Statue* 274.05. **Figure 3-2** shows the requirements of *Florida Statue* 274.05.

Florida Statue 274.05

The 2023 Florida Statutes (including Special Session C)

Title XVIII PUBLIC LANDS AND PROPERTY	Chapter 274 TANGIBLE PERSONAL PROPERTY OWNED BY LOCAL GOVERNMENTS	View Entire Chapter

274.05 Surplus property.—A governmental unit shall have discretion to classify as surplus any of its property, which property is not otherwise lawfully disposed of, that is obsolete or the continued use of which is uneconomical or inefficient, or which serves no useful function. Within the reasonable exercise of its discretion and having consideration for the best interests of the county or district, the value and condition of property classified as surplus, and the probability of such property's being desired by the prospective bidder or donee to whom offered, the governmental unit may offer surplus property to other governmental units in the county or district for sale or donation or may offer the property to private nonprofit agencies as defined in s. 273.01(3) by sale or donation. If the surplus property is offered for sale and no acceptable bid is received within a reasonable time, the governmental unit shall offer such property to such other governmental units or private nonprofit agencies as determined by the governmental units on the basis of the foregoing criteria. Such offer shall disclose the value and condition of the property. The best bid shall be accepted by the governmental unit offering such surplus property. The cost of transferring the property shall be paid by the governmental unit or the private nonprofit agency purchasing or receiving the donation of the surplus property.

History.—s. 5, ch. 59-163; s. 21, ch. 94-226; s. 6, ch. 96-209; s. 1, ch. 96-236.

FIGURE 3-2: *Florida Statue 274.05.*
Source: Martin County Public Works.

The County is required to keep a list of any available surplus properties on its website: HTTPS://www.martin.fl.us/SurplusProperty. Real property acquisition is exempt from competitive procurement, so no contract is needed.

On some large acquisitions, the County outsources the closing process due to no approved staffing positions for these activities. Also, the County outsources appraisals, environmental assessments, and title work due to no staff availability for these activities. Through information garnered during the interviews, the County has determined that it is more cost effective and efficient to outsource these services than to employ in-house staff to do it. However, there was no documentation provided to validate that a formal analysis was performed to determine whether it was more cost effective to do these services in-house versus outsourcing.

Based on the interviews and assessment of provided information, the MJ Team has concluded this subtask is partially met for Critical Natural Land Acquisition.

The MJ Team recommends that the County conduct a formal analysis to evaluate whether it is more cost effective to outsource land acquisition services rather than hire staff to perform in-house.

RECOMMENDATION 3.1 – Conduct a formal analysis to evaluate whether it is more cost effective to outsource land acquisition services rather than hire staff to perform in-house.

SUBTASK 3.2 – Determine whether program administrators have assessed any contracted and/or privatized services to verify effectiveness and cost savings achieved and, when appropriate, made changes to improve the performance or reduce the cost of any outsourced services.

OVERALL CONCLUSION

Overall, Martin County (the "County") meets expectations for Subtask 3.2. The Critical Natural Land Acquisition program that will benefit from the surtax met this subtask. To reach this conclusion, the MJ Team assessed relevant areas of the County that will administer and/or benefit from the sales surtax. Each relevant area is analyzed below.

ANALYSIS

Based on information garnered through interviews and data sources provided by the County, the MJ Team has determined that County program administrators evaluate the effectiveness of contracted and privatized services and potential cost savings, where applicable.

Therefore, the MJ Team has determined that this subtask is met. To reach this conclusion, the MJ Team assessed relevant areas of the County that will administer and/or benefit from the sales surtax. The MJ Team assessed the County's Critical Natural Land Acquisition program that will administer and/or benefit from the sales surtax.

CRITICAL NATURAL LAND ACQUISITION

To address the requirements of this subtask related to Critical Natural Land Acquisition, the MJ Team conducted a joint interview with the following individuals:

- Environmental Resource Administrator
- Public Works Director

The County has an in-house Division that provides professional real property knowledge to staff and the public about activities concerning county-owned real property leases, and practices. The Division ensures compliance with applicable *Florida Statues* and initiates best management practices for real property interests.

The County's Purchasing Division uses the following methods of solicitation to ensure contracted services are provided at the least and most effective cost:

- Request for Bid (RFB) – required for the procurement of goods or services with an annual value over the small purchase threshold.
- Request for Proposal (RFP) – appropriate when the procurement is described in performance or functions specification or if described in detailed technical specifications.
- Request for Qualifications (RFQ) – appropriate when required by Florida Statues, Section 287.055, the Consultant's Competitive Negotiation Act (CCNA) for solicitation of professional services.

Figure 3-3 shows the RFQ Bid Document Checklist utilized in formal solicitations as a systematic tool to evaluate bids, ensuring they are both responsive (adhering to all formal requirements) and responsible (demonstrating capability and reliability). This process guarantees that the procurement is conducted fairly and transparently, leading to the selection of the most qualified bidder.

RFQ Bid Checklist

RFQ20XX-XXXX: CONTRACT NAME
BID DOCUMENT CHECKLIST

REQUIREMENTS:		BIDDER #1	BIDDER #2	BIDDER #3	BIDDER #4	BIDDER #5
A minimum of three (3) submittals received per CCNA (Refer to the first page on the bid document if it is a CCNA contract)	Yes / No					
	If no, state the date Statements of No Bid were sent to Planholders & Supplemental Suppliers.					
Bid Submittal Checklist						
Cover letter / Statement of interest (2pg limit)						
Professional qualifications of firm (3pg limit)						
Professional qualifications of specific individuals that will be assigned to Martin County (1pg per person)						
Description of past experience in the related field (4pg limit)						
Certified MBE/DBE/SBE status (provide copy of certificate)						
Statement of recent, current and projected workload (1pg limit)						
Statement of firm's willingness to meet time and budget requirements of tasks (1pg limit)						
Disclosure of any potential conflict of interest (1pg limit)						
Bidder's Qualification Statement						
Conflict Affidavit						
Contract exceptions (if any)						
Drug Free Workplace Certification						
Equal Opportunity Statement						
Non-Collusion Certification						
Public Entity Crimes Statement						
Addendum						
SAM.gov (Yes/No and Active/Inactive)						
Exclusions (Yes/No)						
SunBiz.com (Yes/No)						
DBPR (Yes/No and Active/Expired)						

FIGURE 3-3: *RFQ Bid Document Checklist.*
Source: Martin County Procurement Division.

Figure 3-4 shows a contractor's bid submission to an outsourced property surveying and mapping RFQ.

Property Surveying and Mapping Bid

CHRISTIAN FENEX AND ASSOCIATES, L.L.C.
PROFESSIONAL SURVEYING AND MAPPING
P.O. BOX 2533, PALM CITY, FL 34991
PHONE:(772)283-2977
surveysbyfenex@gmail.com

August 28, 2023
RE: JAMSZ Property, aka 18-38-41-000-058-00000-4

Tom Walker
Martin County Survey Dept
Christian Fenex and Associates, L.L.C. is pleased to submit this proposal for professional surveying and mapping service. Our proposed scope of services and fee schedule follow:

Scope of Services

Prepare Boundary Survey
Review and apply current title by Robert A Burson, P.A.
Cost: $4,750

Additional Services
We will provide, as requested by the Client or his representative, services that require analysis beyond those described above. Services, as they are requested, will be provided on a Time and Materials (Hourly) basis or on the basis of a mutually agreed upon lump sum fee per task. Our rate is $200 per hour for traditional survey field support and $125.00 per hour office support. G.P.S. support rate is $600.00 per day plus crew rate. Professional Surveyor rate is $200.00 per hour. Minimum two hour charge per field crew visit on construction service requests.

Fees and Billing
Project will be billed on a per item percentage complete basis and client shall pay on a percentage complete basis. All fees due upon receipt of invoice. Client is responsible for payment of invoice to Christian Fenex and Associates, LLC regardless if client is paid for its services or not and client is responsible for payment regardless of success or failure of any real estate transactions. Client will not hold any retainage of moneys invoiced to Client by Surveyor. Client will pay 100 percent of invoice. Any unpaid balance after 30 days shall accrue interest at the rate of 3% per month plus late penalty fee of 10%, beginning 30 from the invoice date and continuing until the outstanding balance is paid in full. Christian Fenex and Associates, LLC shall suspend services until all unpaid invoices are paid in full or if necessary shall terminate such services. In the event that a dispute arises over the terms and conditions of this agreement, payment, or for any other reason relating to services provided under this contract, the prevailing party shall be entitled to recover reasonable attorney's fees, cost, and expenses, including all appellate review proceedings. The parties also agree that Martin County, Florida is the proper venue for all legal actions and Florida law shall apply. Christian Fenex and Associates, LLC will not incur any liability for damages due to delay of the project as a result of stopping

1

performance of services due to the failure of the client to pay for services rendered. As Built or Record Surveys will not be signed and sealed until all invoices are paid in full.

Summary

Christian Fenex and Associates, L.L.C. would be extremely pleased to provide you with our professional services as outlined above. This proposal represents the entire understanding between you and us in respect of the Project, and may only be modified in writing and signed by the Client and the Surveyor. If this satisfactorily sets forth your understanding of our agreement, please sign in the space provided below and return it to my attention.

Authorization For Services

Project: JAMSZ Property, aka 18-38-41-000-058-00000-4

Christian Fenex and Associates, L.L.C.

Dated: _____

Signed:_____

Christian Fenex, PSM

Tom Walker

Martin County Survey Dept

Accepted this _____ day of _____, 2023

Signed:_____Print name and Title_____

2

FIGURE 3-4: *Property Surveying and Mapping Bid.*
Source: Martin County Public Works.

Based on the interviews and assessment of provided information, the MJ Team has concluded this subtask is met for Critical Natural Land Acquisition.

SUBTASK 3.3 – Identify possible opportunities for alternative service delivery methods that have the potential to reduce program costs without significantly affecting the quality of services, based on a review of similar programs in peer entities.

OVERALL CONCLUSION

Overall, Martin County (the "County") meets expectations for Subtask 3.3. The Critical Natural Land Acquisition program that will benefit from the surtax met this subtask. To reach this conclusion, the MJ Team assessed relevant areas of the County that will administer and/or benefit from the sales surtax. Each relevant area is analyzed below.

ANALYSIS

Based on information obtained through interviews and data sources provided by the County, the MJ Team has determined that program administrators have processes in place to make changes to service delivery methods when their evaluations/assessments found that such changes would reduce program cost without significantly affecting the quality of services.

Therefore, the MJ Team's assessment is that this subtask is met. To reach this conclusion, the MJ Team assessed relevant areas of the County that will administer and/or benefit from the sales surtax.

CRITICAL NATURAL LAND ACQUISITION

To address the requirements of all subtasks related to Critical Natural Land Acquisition, the MJ Team conducted a joint interview with the following individuals:

- Environmental Resource Administrator
- Public Works Director

The County exerts effort to collaborate with neighboring counties to assess and evaluate alternative methods and improvements for the land acquisition process. Thus far, no specific changes have been adopted.

The County's memberships in organizations demonstrate a commitment to stay abreast of the latest federal and state mandates, seek collaboration opportunities, and expand the staff's knowledge base. Exploring new opportunities support the conservation of the County's lands and waterways. The County engages with state agencies to maximize its purchasing power. These agencies are the South Florida Water Management District (SFWMD), The Florida Department of Environmental Protection (FDEP), and The Florida Inland Navigation District, (FIND) for Blueways sites. **Figure 3-5** shows a list of the County's association memberships and agency partners.

List of Association Memberships and Agency Partners

Associations we are member partners with:

- APWA: American Public Works Association
- FACERS: Florida Association of County Engineers and Road Superintendents
- FSA: Florida Stormwater Association
- FLERA: Florida Local Environmental Resource Agencies
- AWRA: American Water Resource Association

Organizations we partner with on acquisition and maintenance of conservation open space:

- South Florida Water Management District
- Florida Department of Environmental Protection
  - Florida Forever
  - Florida Communities Trust
  - Florida Park Service
- Florida Fish and Wildlife Conservation Commission
- Florida Forest Service
- US Department of Agriculture Natural Resource Conservation Service
- Conservation Fund
- Treasured Lands
- The Guardians of Martin County

FIGURE 3-5: *List of Association Memberships and Agency Partners.*
Source: Martin County Public Works.

The County partners with its neighboring counties to maximize its purchasing power for land acquisition. An example is the Pal-Mar program where the conservation lands extend into Palm Beach County. This partnership of shared responsibilities and resources contributes to making the cost of conservation land acquisition more affordable.

Based on the interviews and assessment of provided information, the MJ Team has concluded this subtask is met for Critical Natural Land Acquisition.

RESEARCH TASK 4

SCOPE

The MJ Team evaluated all four (4) subtasks that comprise Research Task 4.

The MJ Team evaluated Subtasks 4.1 through 4.4 for one program area that will benefit from the surtax proceeds. This program area is Critical Natural Land Acquisition and includes environmentally significant land and conservation easements.

FINDING SUMMARY

GOALS, OBJECTIVES, AND PERFORMANCE MEASURES USED BY THE PROGRAM TO MONITOR AND REPORT PROGRAM ACCOMPLISHMENTS.

Overall, Martin County meets this research objective.

Program-level goals and objectives do not address key aspects of the program's performance and costs. The County maintains five (5) strategic goals documented in the budget yet lacks a strategic plan. The performance measures primarily focus on maintaining an inventory list of leases and real property instead of focusing on program performance and cost. The Public Land Acquisition Manual has not been updated since January 2014 and the Real Estate Acquisition Practices and Procedures are not signed or dated and do not include examples of forms, checklists, and other key documents or references to software used and records retention.

SUBTASK CONCLUSIONS, ANALYSIS AND RECOMMENDATIONS

SUBTASK 4.1 – Review program-level goals and objectives to determine whether they are clearly stated, measurable and address key aspects of the program's performance and cost.

OVERALL CONCLUSION

This subtask is partially met. Program-level goals and objectives do not address program cost.

In addition, the County did not provide documentation to indicate whether the Real Property Division's benchmark to provide and complete high-quality professional products for all projects within the allotted deadlines 95% of the time is met.

or the status of meeting all goals and objectives.

ANALYSIS

To address the requirements of all subtasks related to land acquisition, the MJ Team reviewed the Real Property Division's program goals and objectives in the FY2024 Adopted Budget and conducted a joint interview with individuals in the following positions:

- Director of OMB, Office of Management and Budget

- Real Property Manager, Public Works Department
- Environmental Resource Administrator, Public Works Department

The Fiscal Year 2024 Adopted Budget provides Real Property's mission, services provided, goals and objectives, and the division's benchmark as follows.

Mission Statement:

Provide professional real property knowledge to all County staff and the public regarding all phases of activity concerning County-owned real property, County leases and real property practices.

Services Provided:

- Review development applications and plats for development applications to assure compliance with any required transfer of real property interests
- Provide outside professionals with information on County acquisitions of real property interests and costs
- Leases, acquisition, and disposition of real property
- Acquire leasehold interests as needed for County interests
- Administer leases for non-profits and government agencies in accordance with *Florida Statute* 125.38
- Liaison to local, state, regional and federal governments
- Provide support to County Attorney's office and outside legal counsel
- Responsible for acquiring or granting of easements to support County needs
- General research and support for all real property matters
- Ensure all operations are conducted in accordance with best management practices set forth by County Administration, Policy and *Florida Statutes*

Figure 4-1 presents the assessment of the Real Property's goals and objectives to determine whether they are clearly stated, measurable and address key aspects of the program's performance and cost. As indicated in the assessment, the program goals and objectives do not address program cost.

Goals and Objectives

Per FY2024 Adopted Budget		Per Team MJ Assessment			
Goals and Objectives	Performance Measure Reported	Clearly Stated?	Measurable?	Address Program Performance?	Address Program Cost?
1.Initiate new technology and cost savings measures for the division	None	No. Unclear regarding technology needs and specific cost savings measures to implement	No. Need clarity	No	No

Per FY2024 Adopted Budget		Per Team MJ Assessment			
Goals and Objectives	Performance Measure Reported	Clearly Stated?	Measurable?	Address Program Performance?	Address Program Cost?
2.Perform technical review of development application due diligence	% of Development Review Projects completed annually	Yes	Yes	Yes	No
3.Initiate best management practices for real property interests	None	No	No. Need clarity	No	No
4.Administer leases for non-profits and government agencies in accordance with *Florida Statute* 125.38	None	Yes	No. Need clarity	Yes	No
5.Develop lease management software application with IT	None	Yes	No	No	No
6.Maintain a current list of all County leases and insurance requirements for website	% of Lease Inventory that is updated on the master list as items change	Yes	Yes	Yes	No
7.Maintain a current inventory of County-owned real property interests	- % of Real Property Inventory on master list and updated on an annual basis -% of all requested acquisition items that meet the deadline or expected results each year	Yes	Yes	Yes	No
8.Ensure compliance with Affordable Housing public hearing requirements under *Florida Statute* 125.379	None	Yes	Yes	Yes	No
9.Effectively respond to public inquires on surplus properties, regulations, leases, easements, and all County Real Property activities	None	Yes	Yes	Yes	No

FIGURE 4-1: *Department Goals and Objective.*
Source: Martin County FY2024 Adopted Budget.

Benchmark

The Division's benchmark is to provide and complete high-quality professional products for all projects within the allotted deadlines 95% of the time. Based on discussions with the Division's manager, the County does not maintain documentation to demonstrate whether the

benchmark is met. The land acquisition contracts provide a timeline to close out the projects which could be used to monitor if deadlines are met 95% of the time. If a closing cannot occur within the allotted time provided in the contract, then a contract extension is completed by both buyer and seller and closing proceeds in a timely manner. The department director, County Administrator or designee, and the Board of County Commissioners would determine the quality of the completed projects using the property acquisition list.

Potential Cost Saving Measures

The division's first goal is to initiate new technologies and cost saving measures. The review team requested clarification regarding the specific cost saving measures. Management stated that cost saving measures could include:

- Obtaining quotes for appraisals, surveys and title work and selecting the best price.
- Handling some closing procedures internally to reduce closing costs.
- Negotiating the purchase price less than or equal to the appraised value.
- If a seller/owner has a recent environmental site assessment (ESA), the County may request to have it updated to save the full costs associated with a new assessment. An ESA is a process to evaluate the environmental liability of a real estate asset. It involves gathering information about a property's history and potential for contamination. The assessment may include intrusive investigations to collect samples of soil, groundwater, or building materials to analyze for contaminants.

In monitoring the accomplishment of programs goals and objectives, the Division should incorporate the program cost for applicable objectives and document the status of meeting its benchmark and all goals and objectives.

RECOMMENDATION 4.1 – Ensure that goals and objectives address program cost. In addition, develop and maintain documentation to indicate whether the department's benchmark is met and the status of meeting all goals and objectives.

SUBTASK 4.2 – Review program-level goals and objectives to ensure that they are consistent with the county's strategic plan.

OVERALL CONCLUSION

This subtask is partially met. The County maintains five (5) strategic goals documented in the budget yet lacks a strategic plan. Real Property's goals and objectives were not aligned with the BOCC's strategic goals consisting of Board Planning, Infrastructure and Project Priorities, Internal Policies and Procedures, and Economic Development. Department management indicated that some goals and objectives align with statutory requirements and some with BOCC priorities or legislative strategies listed in the adopted budget. However, it is not

apparent how the program goals and objectives directly relate to the BOCC priorities or legislative strategies.

Furthermore, the first program level goal and objective is to initiate new technology although the applicable Lease Management System has already been implemented.

ANALYSIS

To address the requirements of all subtasks related to land acquisition, the MJ Team reviewed the goals and performance measures in the FY2024 Adopted Budget and conducted a joint interview with individuals in the following positions:

- Director of OMB, Office of Management and Budget
- Real Property Manager, Public Works Department
- Environmental Resource Administrator, Public Works Department

County Strategic Goals

The following are the Strategic Goals of the BOCC included in the FY2024 Adopted Budget. The County does not maintain a strategic plan.

- **Regional Issues:** Martin County shall work with all governments and across county lines to advocate for projects of regional interest.
- **Board Planning:** Martin County shall review its planning and development efforts to ensure that it maintains quality residential and non-residential uses, protects natural resources, and enhances economic development in a fiscally conservative manner.
- **Infrastructure and Project Priorities:** Martin County shall maintain its infrastructure in an efficient, cost- effective manner to ensure public facilities serve county residents' needs.
- **Internal Policies and Procedures:** Martin County shall continue to refine its internal policies and procedures to ensure that it achieves the highest level of efficiency and accountability for its use of taxpayer monies.
- **Economic Development:** Martin County shall continue efforts to support economic diversification of its local economy. In addition to Strategic Goals, the BOCC establishes legislative strategies at the state and federal levels. The BOCC partners with other counties and municipalities such as the Treasure Coast Council for Local Governments (TCCLG) to establish legislative priorities and strategies to ensure there is a focus on targeted critical issues.

Legislative Strategies

In addition to Strategic Goals, the BOCC establishes legislative strategies at the state and federal levels. The BOCC partners with other counties and municipalities such as the Treasure Coast Council for Local Governments (TCCLG) to establish legislative priorities and strategies to ensure there is a focus on targeted critical issues.

Should the surtax be approved, land acquisition and preservation shall be limited to the properties known or identified within the Pal-Mar Water Control District, the Natural Lands Component of the Indian River Lagoon South Project of the Comprehensive Everglades Restoration Plan, Loxahatchee and St. Lucie Headwaters and Blueways Areas within Martin County.

At the state level, the BOCC also requested state funding and partnership in the acquisition of natural lands in the Indian River Lagoon South Comprehensive Everglades Restoration Plan (CERP) project, including Bar-B Ranch and Pal-Mar, dedicated funding for Indian River Lagoon South water storage and treatment projects, and dedicated funding for beach renourishment projects.

On a federal level, the BOCC adopted policy statements on the following: Comprehensive Everglades Restoration Plan (CERP) (Indian River Lagoon South components), Coastal Resiliency (reauthorization of the Coral Reef Conservation Act), Water Resource Development Act (WRDA), National Estuary Program, Sand Acquisition, and the Nourishment and Development Act.

BOCC Priorities

In conjunction with the County's strategic goals and legislative strategies, the FY2024 Adopted Budget states the BOCC's priorities include commitment to the environment and maintaining the quality of life residents have come to expect understanding that the value of such makes Martin County not only unique, but very special. To address concerns about the pollution of the County's lagoon and rivers, the Board adopted a septic to sewer program to begin the process of converting over 10,000 septic systems over 10 years.

Figure 4-3 presents the Real Property Division's nine goals and objectives. The review team request clarification of Goal #1 regarding technology and Goal #4 for lease for non-profits to determine how they align with the County's strategic goals. The Division provided the following clarifications regarding Goal #1 and Goal #4.

The Division's Goal #1 refers to initiating new technologies. The MJ Team inquired regarding the new technologies referenced in the Division's goals and objectives. County management stated that the Division completed the development of the Lease Management system and the final product can be located at the following link https://owl.martin.fl.us/app/f?p=301:1:15517232715303::::P1_GROUP_ID:511 All insurance and payment information is located on the internal site at https://leases.martin.fl.us/app/f?p=107:2 but is not accessible to the public as it is for County staff use only. E-mails are sent to the lessee when insurance, term and payments are due. From a technology perspective, Real Property management indicated that software used by the Division includes the following:

- **Lease Management system** – as listed above for internal and external use.

- **OnBase** – this system is used for letters and or contracts and to find most historic documentation.
- **AltaStar** – used for creating contracts and addendums (Florida Bar docs).
- **Legistar** – this system is used for agenda items and all associated attachment for view by the BOCC at each meeting.
- **Microsoft Office** – Word, Excel, Outlook, etc.
- **Adobe Acrobat** – for pdf documents.
- **Faststone** – capturing screen shots or creating aerials for information.
- **Citrix** – for external connection to county documents (remote work).

See example of lease information available from the Lease Management system in **Figure 4-2**.

DEP - Easement - Bird Island_430356796 (42413)

Description

List description

Sovereignty Submerged Lands Easement-for artificial reef structures, shore stabilization and mangrove restoration

Details

Type:	**Public Purpose - Gov - Tenant**
District:	**District 1**
Copy of Lease:	**DEP - Easement - Bird Island_430356796 (42413)**
Term:	**November 19, 2020 - November 19, 2070**
Options:	**Year-To-Year** **50 Years from November 19, 2020**
Location Address:	
Lessee:	**Real Property**
County Contact:	**Real Property**

Photos

FIGURE 4-2: *Example lease data available from County's website.*
Source: Martin County Lease Management System

Real Property's Goal #4 addresses leases for non-profits. County management stated that Real Property's goals and objectives regarding leases and lease development programs is not applicable to the acquisition process and is mostly associated with *Florida Statute* regulations. As indicated in **Figure 4-3**, Real Property's goals and objectives were not aligned with the BOCC's strategic goals of Board Planning, Infrastructure and Project Priorities, Internal Policies and Procedures, and Economic Development. Division management indicated that some goals and objectives align with statutory requirements and some with BOCC priorities or legislative strategies listed in the adopted budget. However, it is not apparent how the program goals and objectives directly relate to the BOCC priorities or legislative strategies.

Goals and Objectives for Real Property Department	Relevant County Strategic Goal or Adopted Budget Section per County Management
1. Initiate new technology and cost savings measures for the division	Priorities section in the FY2024 Adopted Budget
2.Perform technical review of development application due diligence.	Legislative Strategies section in the FY2024 Adopted-Budget
3.Initiate best management practices for real property interests	Priorities section in the FY2024 Adopted Budget
4.Administer leases for non-profits and government agencies in accordance with *Florida Statute* 125.38	N/A for acquisition (statute driven)
5.Develop lease management software application with IT	Priorities section in the FY2024 Adopted Budget
6.Maintain a current list of all County leases and insurance requirements for website	Approved by the Board through the Budget Technology Portion to assist with timeliness of Lease Inspections and updates
7.Maintain a current inventory of County-owned real property interests	Approved by the Board through the Budget Portion to assist in review of county properties and documentation for reporting
8.Ensure compliance with Affordable Housing public hearing requirements under *Florida Statute* 125.379	Statute Driven Responsibilities
9.Effectively respond to public inquires on surplus properties, regulations, leases, easements, and all County Real Property activities	Technology related to the Request for Service (RFS) process to expediently respond to citizen or internal inquiries

FIGURE 4-3: *Department Goals and Objectives versus County Strategic Goal.*
Source: Martin County FY2024 Adopted Budget.

Martin County lacks a county-wide strategic plan to provide direction so that departmental goals are consistent with the vision and directives of the BOCC. A county-wide strategic plan offers several key benefits such as:

- **Clear Communication:** It serves as a communication tool for elected officials, staff, and the public, ensuring everyone is on the same page regarding the county's goals and priorities.
- **Prioritization of Resources:** It helps prioritize organizational work and allocate limited financial resources effectively.
- **Decision-Making Tool:** It provides a framework for making informed decisions, especially on controversial issues.
- **Accountability:** It creates clear guidance on the goals of the governing body and can serve as an accountability tool for performance.
- **Community Engagement:** By involving community members in the planning process, it ensures that the plan reflects the community's needs and aspirations.
- **Long-Term Vision:** It establishes a long-term vision for the county, balancing available resources with future aspirations.
- **Efficiency:** It improves the efficiency of county services by setting clear priorities and goals.

These benefits of a county-wide strategic plan collectively help create a more organized, transparent, and responsive county government. Although the County documents strategic goals, the County lacks a strategic plan to guide program-level goals and objectives. Furthermore, the program level goals and objectives include an unclear objective for new technologies although the Lease Management System has been implemented.

RECOMMENDATION 4.2 – Develop and implement a county-wide strategic plan to further develop the strategic goals and provide guidance for program goals and objectives. In the interim, the department should update and cross-reference program goals and objectives to the BOCC strategic goals and objectives.

SUBTASK 4.3 – Review the measures and standards the county uses to evaluate program performance and cost, and determine if they are sufficient to assess program progress toward meeting its stated goals and objectives.

OVERALL CONCLUSION

This subtask is partially met. The performance measures primarily focus on maintaining an inventory list of leases and real property instead of focusing on program performance and cost.

ANALYSIS

To address the requirements of all subtasks related to land acquisition, the MJ Team reviewed the goals and performance measures in the FY2024 Adopted Budget and conducted a joint interview with individuals in the following positions:

- Director of OMB, Office of Management and Budget
- Real Property Manager, Public Works Department
- Environmental Resource Administrator, Public Works Department

As shown in **Figure 4-3**, the FY2024 Adopted Budget includes the following performance measures.

Performance Measures

Description	Unit of Measure	FY 2022 Actual	FY 2023 Projected	FY 2023 Actual	FY 2024 Projected
Development Review Projects	%	90	90	90	90
Real Property Inventory	%	100	100	100	100
Lease Inventory	%	100	100	100	100
Real Property Acquisitions	%	100	100	100	100

Outcomes

Meet all Goals and Objectives by maintaining a highly efficient Division, satisfying internal/external requests and achieving expected levels of service to the public.

FIGURE 4-3: *Real Property Division Performance Measures.*
Source: FY2024 Adopted Budget.

The Real Property Department reports these performance measures annually. The definition of the performance measures follows:

- **Development Review Projects** – % of Development Review Projects that are completed on an annual basis.
- **Real Property Inventory** – % of Real Property Inventory is a list of all County owned properties that is maintained and updated on an annual basis so that staff and management have a complete list of properties and designated uses.
- **Lease Inventory** – % of Lease Inventory that is updated on a regular basis as items change and need to be updated. This list is a full and comprehensive list of all County Leased parcels and buildings. This is a list, which is available online, that provides dates, terms, insurance and any other items within the lease. It also helps with internal accounting of payments and receipt of insurance.
- **Real Property Acquisition** – % of all requested acquisition items by upper management and the amount that meet the deadline or expected results each year.

The MJ Team requested examples of spreadsheets or reports showing how the supporting information for performance measures is monitored.

As indicated in Subtask 4.2, lease and insurance information is maintained in the Lease Management system. **Figure 4-5** depicts an excerpt from the County's list of property purchases in FY2023-24. **Figure 4-5** presents an excerpt of the Division's County-owned Property spreadsheet. Neither list provides a comprehensive report of key performance indicators such as the cost per acre or negotiated rate versus appraisal amount.

COUNTY PROPERTY PURCHASES 2023-2024

YEAR	FILE NO.	RECEIVED	TYPE OF TRANSACTION	NAME OF FILE	BOCC APPROVAL	CLOSED	Property Acq.
2023							
	3836	1/23/2023	ROW Dedication	Oodles Land	9/26/2023	10/17/2023	Donation
	3727	1/10/2023	ROW Dedication	AHS Harbor Grove	4/4/2023	5/1/2023	Donation
	3872	4/5/2023	Conservation Land	Audubon MC	7/11/2023	8/9/2023	$ 119,543.00
	3890	5/17/2023	Transfer Property to VOI	Carter Park	9/12/2023	11/9/2023	None-Interlocal Agmt Transfer
	3898	6/22/2023	ROW Dedication	Project LIFT	9/26/2023	10/17/2023	Donation
	3822	1/20/2023	ROW Dedication	Sand Pine Ridge	6/6/2023	7/17/2023	Donation
	3760	1/11/2023	ROW Dedication	Three Lakes Golf Club	3/21/2023	4/7/2023	Donation

FIGURE 4-4: *Excerpt from List County Property Purchases FY2023-24.*
Source: Martin County's Real Property Division.

hyperli	TotImprSize	LandAcres	usa_type	Address	Decription
=13-37-41-000-000-00010-7		73.38	Primary	4626 NE Ocean Boulevard	West of A1A - Conservation
=13-37-41-000-000-00101-7		0.32	Primary	NE Ocean Boulevard	East of A1A - Beach Access
=13-37-41-000-000-00140-0	2,653	43.894	Primary	4191 NE Ocean Boulevard	East & West of AIA -Jensen Beach Public Beach & Conservation
=14-37-41-000-000-00010-5		1	Primary	NE Ocean Boulevard	West of A1A - Conservation
=14-37-41-000-000-00040-9		22	Primary	3101 NE Causeway Blvd, JB	North of Causeway Blvd on Intracoastal - Conservation
=14-37-41-000-000-00050-6		38	Primary	Causeway Blvd, JB	North of Causeway Blvd East of above - Conservation

FIGURE 4-5: *Excerpt from County-owned Property Spreadsheet.*
Source: Martin County's Real Property Division.

The Division selected basic performance measures which do not sufficiently address program performance and cost..

Key Performance Indicators (KPIs) for land acquisition in a county can help measure the efficiency and effectiveness of the process such as the following:

1. **Negotiated versus Appraisal Price:** This KPI measures the percentage of acquisitions completed for or less than the appraisal price.
2. **Land Acquisition Efficiency:** This KPI measures the percentage of targeted land parcels that have been successfully acquired. It's calculated as:

   KPI= Total Number of Targeted Land Parcels / Number of Acquired Suitable Land Parcels × 100
3. **Time to Acquire Land:** This tracks the average time taken to complete the acquisition of land parcels from the initial identification to the final acquisition.
4. **Cost per Acre:** This KPI measures the average cost incurred per acre of land acquired, helping to monitor budget adherence.
5. **Stakeholder Satisfaction:** This assesses the satisfaction levels of stakeholders involved in the land acquisition process, including landowners, government officials, and the community.

6. **Compliance Rate:** This measures the percentage of land acquisitions that comply with legal and regulatory requirements.
7. **Environmental Impact:** This KPI evaluates the environmental impact of the land acquisition process, ensuring sustainable practices are followed.

RECOMMENDATION 4.3 – Develop and implement more robust and informative performance measures including those which address program costs and maintain reports with the calculation of the key performance indicators and performance measures.

SUBTASK 4.4 – Evaluate internal controls, including policies and procedures, to determine whether they provide reasonable assurance that program goals and objectives will be met

OVERALL CONCLUSION

This subtask is partially met. The Public Land Acquisition Manual has not been updated since January 2014 and the Real Estate Acquisition Practices and Procedures are not signed or dated and do not include examples of forms, checklists, and other key documents or references to software used and records retention.

ANALYSIS

To address the requirements of all subtasks related to land acquisition, the MJ Team reviewed the goals and performance measures in the FY2024 Adopted Budget and conducted a joint interview with individuals in the following positions:

- Director of OMB, Office of Management and Budget
- Real Property Manager, Public Works Department
- Environmental Resource Administrator, Public Works Department

The MJ Team reviewed the following documents to assess internal controls and determined that opportunities for improvement exist.

- The Public Land Acquisition Manual, dated January 1, 2014, was implemented to assist and guide land acquisition activities for prior local option sales tax ordinances. It supports the Land Acquisition Selection Committee through the process, and it delineates a clear land acquisition methodology.
- The Real Estate Acquisition Practices and Procedures are not signed or dated. The guide provides detailed steps yet lacks examples forms, checklist, and other supporting information.
- The Property Acquisition Checklist is a tool used to ensure that all critical procedures are completed and supporting documents maintained. See example per **Figure 4-4**.

Type of Transaction:

☐ Purchased by Martin County or Donation
☐ Right of way ☐ Drainage ☐ Utilities ☐ Other

☐ Sale by Martin County Advertising Dates: _____
☐ Property Exchange Advertising Dates _____
☐ Grant (If checked all Grant Information for closing must be attached)

1. **Title Commitment**
   Company: _____ Date: _____
2. **Sketch & Description**
   _____ Date: _____
3. **Appraisals**
   _____ Date: _____
4. **Environmental Phase I ESA –**
   _____ Date: _____
5. **Asbestos Survey –**
   _____ Date:_____

Originals sent to Legal Department: Date Sent: _____

☐ Property Acquisition Checklist
☐ Contract
☐ Title Commitment
☐ Deed
☐ Sketch & Description
☐ Environmental Memo dated 3/26/2012
☐ Resolution 12-1.19 (Copy)

FIGURE 4-4: *Property Acquisition Checklist.*
Source: Martin County.

The Division provided additional policies and procedures on August 21, 2024, including the following:

- **Real Estate Policies and Procedures Manual dated June 2016** – The purpose is to provide operating procedures and a set of rules to ensure proper accountability in any real estate transaction involving the County and to ensure proper management of any real property owned by the County. The manual is not signed.
- **Draft-Real Property-Real Estate Acquisitions and Dispositions Policy and Procedure, Draft dated February 2021** – The purpose is to address the acquisition, disposition or leases of County owned property and provide operating procedures, along with a set of rules to ensure proper accountability in any real estate transaction involving the County and to ensure proper management of any real property owned by the County.

- **Board-Directed Policy-Real Estate Policy is not dated or signed** – The purpose of this policy is to establish consistency and ensure accountability for management of real estate owned, or contemplated to be owned, by the County or the Community Redevelopment Agency consistent with and in furtherance of Florida statutes.
- **Real Estate Acquisition Practices and Procedures dated January 2003** – The purpose is to document the process to ensure the proper implementation and acquisition of property for the public's benefit.

RECOMMENDATION 4.4 – Improve internal controls to ensure that program goals and objectives will be met by updating policies and procedures and implementing software to replace manual processes and automate the reporting process.

RESEARCH TASK 5

SCOPE

The MJ Team did not divide Research Task 5 into separate program areas because the County's management of public information is universal across all subtasks and applies to all County departments.

FINDING SUMMARY

THE ACCURACY OR ADEQUACY OF PUBLIC DOCUMENTS, REPORTS, AND REQUESTS PREPARED BY THE COUNTY WHICH RELATE TO THE PROGRAM.

Overall, Martin County meets this research objective.

The County demonstrated that it has financial and non-financial information systems that provide useful, timely, and accurate information to the public. The County provides program performance and cost information that is readily available and easy to locate. The County has processes in place to ensure the accuracy and completeness of program performance and cost information provided to the public. Additionally, the County demonstrated that is has procedures in place to ensure that timely actions are taken to correct any erroneous and/or incomplete program information included in public documents and adequate notice of such corrections are provided to the public. Lastly, the County demonstrated that it takes reasonable and timely actions to correct any erroneous and/or incomplete program information when the need arises.

SUBTASK CONCLUSIONS, ANALYSIS AND RECOMMENDATIONS

SUBTASK 5.1 – Assess whether the program has financial and non-financial information systems that provide useful, timely, and accurate information to the public.

OVERALL CONCLUSION

Overall, Martin County met expectations for Subtask 5.1. The County has financial and non-financial information systems in place that provide useful, timely, and accurate information to the public. To reach this conclusion, the MJ Team conducted relevant interviews and reviewed supporting documentation to the subtask.

ANALYSIS

To address the requirements of this subtask, the MJ Team interviewed the Director of Office of Management and Budget (OMB), the Public Works Director, and the Communications Director.

Martin County's Office of Communications reports to the Administration Division and is responsible for disseminating public information on behalf of the various County departments. The Office of Communications is also responsible for implementing the communications strategic plan and marketing County programs, managing content on the County website and

social media outlets, and working with Martin County Television (MCTV) on program development in addition to other communications-related functions.

Martin County's Office of Communication Division is responsible for maintaining and updating all communications that are disseminated to the public. The Division has eight (8) positions that perform different tasks needed to provide useful, timely, and accurate information to the public.

Figure 5-1 provides an overview of the County's Office of Communications' staff positions along with a brief description of their responsibilities. Three (3) key staff positions assigned to the County's Office of Communications will assist ensuring financial and non-financial information is available to the public.

Office of Communications Staff Breakdown	
Position Name	**Description/Responsibilities**
Communication Director	• Creates and implements brand-appropriate public relations, advertising and marketing programs for the County. • Manages website goals and objectives including writing, editing and ensuring updated content to maintain an attractive and consistent appearance for the County's website. • Oversees subordinate staff producing Martin County Television (MCTV-20) program development.
Senior Communications Coordinator	• Provides strategies to ensure consistent messaging throughout the County to convey the Board of County Commissioners' (Board) strategic plan, mission and goals. • Conducts training to improve communication efforts. • Represents the County at community events.
Web Content Analyst	• Implements, designs, and develops analysis and support strategies for the County's Internet websites using specialized software. • Integrates approved website content onto site. • Creates graphics and photos for use on the websites and in other various projects.

FIGURE 5-1: *Summary of key Office of Communications Division positions and roles the contribute to dissemination of financial and non-financial information to the public.*
Source: Compiled by the MJ Team.

Figure 5-2 provides sample financial and non-financial information that informed our conclusion that the County met the subtask.

Sample Documents Available to the Public on the Website	
Financial Information	**Description/Purpose**
Annual Comprehensive Financial Report (ACFR) Fiscal Year 2023	This report was prepared by the Division of Financial Services under the supervision of the Clerk of the Circuit Court and Comptroller. Section 218.39, *Florida Statutes* requires a local government audit annually. The report provides a complete set of fiscal year-end financial statements audited by independent certified public accountants in accordance with Generally Accepted

Sample Documents Available to the Public on the Website	
	Government Auditing Standards (GAGAS) issued by the Comptroller General of the United States. The Annual Comprehensive Financial Report includes the funds of the primary government and the Community Redevelopment Agency (CRA) as a single blended component unit. The public can view information about the County's revenues, expenditures, assets, and liabilities, as well as detailed data on various funds and component. https://www.martin.fl.us/martin-county-services/audits
Adopted Budget Fiscal Year 2024	This document was prepared in accordance with *Florida Statutes* 125.74(d). The adopted budget is balanced and provides a financial plan focusing on public safety, quality of life, and providing the services the community expects. This budget was developed based on Board of County Commissioners (BOCC) directives and prior consideration. https://www.martin.fl.us/Budget
Single Audit Report Fiscal Year 2023	The annual report is to provide an assessment of the County's financial statements, ensuring the County is following federal program's requirements for how funds can be used. https://www.martinclerk.com/Archive.aspx?AMID=43
Popular Annual Financial Report Fiscal Year 2023	This report provides a summary of the County's financial activities. It highlights the County's revenues and how money is managed and spent. It offers a condensed version of some of the financial, and demographic found in the Annual Comprehensive Financial Report. This user-friendly format includes charts, graphs, and narratives which makes it more understandable and engaging for the public. The public can view the budget, capital assets, debt, cash and investments. https://www.martinclerk.com/Archive.aspx?AMID=44
Capital Improvement Plan Fiscal Year 2024	The Capital Improvement Plan (CIP) is a multi-year planning instrument used to identify needs and financing sources for public infrastructure maintenance and improvements. The Board of County Commissioners annually reviews a ten-year Capital Improvement Program (CIP). The CIP is designed to balance the need for public facilities as expressed population projections with the fiscal capability of the County to meet those needs. Projects within the Capital Improvements Plan are prioritized according to the criteria in Section 14.4 of the Comprehensive Growth Management Plan. The CIP is the planning guide for the building of public facilities in the County. The plan provides the public, residents, and stakeholders transparent information on how the County plans to address capital needs over the next ten (10) years. https://www.martin.fl.us/CIP
Annual Report Fiscal Year 2023	This report highlights the County's significant achievements over the past year. Throughout the report, viewers can discover information about project completions, advancements in resiliency planning, public safety improvements, ongoing land preservation, and water resource protection. https://view.publitas.com/martin-county-board-of-county-commissioners/mcannualreport2023/page/1
Non-Financial Information	**Description/Purpose**
Martin County Project Portal	The public can access resources that offer insight into cost, timeline, and details about the County projects included in the Capital Improvement Program, as well as information about private developer projects. https://www.martin.fl.us/Projects

Sample Documents Available to the Public on the Website	
Meeting Agenda and Minutes	These types of agenda typically provide an opportunity for appropriate public participation. This can be used to increase awareness of an issue or proposal, and can be a starting point for, or an ongoing means of engaging, further public involvement. Meeting videos are available to the public to watch at any time. The public can also download meeting agenda and agenda packet. Agendas are available prior to the meetings. Minutes are available following approval. https://www.martin.fl.us/agendas
BOCC Public Meetings	Meetings are held on Tuesdays at 9am. They are open to the public and citizens to voice their opinions, concerns, and suggestions. • The County Commission is comprised of five (5) members. Utilizing their legislative authority, the County Commission enacts ordinances and resolutions to create policies and programs aimed at safeguarding the health, safety, and overall well-being of Martin County residents. • The County Administrator is appointed by the County Commission to oversee the operations of the County Government under the guidance of the Board of County Commissioners. These departments collaborate to deliver necessary services, information, and programs to residents. https://www.martin.fl.us/Commissioners
Public Media Center / Video Archives	The website link to live and archived video feeds are available on the County website homepage to keep community members informed of important meeting content. It includes recording of public meetings, such as Board of County Commissioners meetings, planning and zoning meetings, and other significant public forums. https://martin.granicus.com/ViewPublisher.php?view_id=24
News and Social Media	The Office of Communications informs and educates Martin County residents by providing accurate and timely information about the County government programs, projects, and services. They utilize social media platforms such as Facebook, Instagram, Twitter, and YouTube to connect to the public, promote county services, and to drive website traffic. https://www.martin.fl.us/contact-us
Comprehensive Growth Management Plan	This required plan was created in 1982 and expanded in 1990. It has been prepared pursuant to Florida (F.S) Chapter 163, Community Planning Act: Chapter 125, County Government; and Article VIII Florida Constitution. The Comprehensive Growth Plan purpose is to strengthen the comprehensive planning process, safeguard and rejuvenate both natural and manmade resources while preserving the character, stability, and quality of life for current and future residents, allow only orderly growth and development that achieves the purposes, and much more. https://www.martin.fl.us/CompPlan
GIS Map Data and Aerial Imagery	This system offers the public easy access to comprehensive geographic information about the County. The data includes detailed maps and high-resolution images of the County's landscape, infrastructure, and various geographic features. https://data-mcgov.opendata.arcgis.com/
Public Records Request	This service is the central resource for requesting records from all the County departments under the view of the Martin County Board of County Commissioner. This document allows the public to request access to additional public records not readily available on the County's website. They can do so by phone, email, mail, or online. https://www.martin.fl.us/PRR

FIGURE 5-2: *Martin County examples of financial and nonfinancial information available on the website and through social media platforms.*
Source: Compiled by the MJ Team.

SUBTASK 5.2 – Determine whether the public has access to program performance and cost information that is readily available and easy to locate.

OVERALL CONCLUSION

Overall, Martin County met expectations for Subtask 5.2. The County has procedures in place to ensure the public has access to program performance and cost information that is readily available and easy to locate. To reach this conclusion, the MJ Team conducted relevant interviews and reviewed supporting documentation to the subtask.

ANALYSIS

To address the requirements of this subtask, the MJ Team interviewed the Director of OMB, the Public Works Director, the Communications Director, and the Web Content Analyst.

Based on information obtained from interviews, the Office of Communications takes the lead in disseminating public information and media relations on behalf of the County. Several departments play a role in posting program performance and cost information on the website and social media platforms.

The County's website contains a "Financial Transparency" portal that is hosted by OpenGov. The portal is a web-based financial transparency tool that presents the County's revenues, budgets, and expenses in easy to view reports, charts, and graphs. Users can track financial and budget performance throughout the year, customize their views and compare data for up to five (5) prior years. Information contained on the Financial Transparency portal includes the following:

- Budget Information
- Capital Improvement Plan
- Check Registry Search
- County Code Ordinances
- GIS Maps, Data and Aerial Image

Figure 5-3 shows a screenshot of the website link to the County's transparency portal.

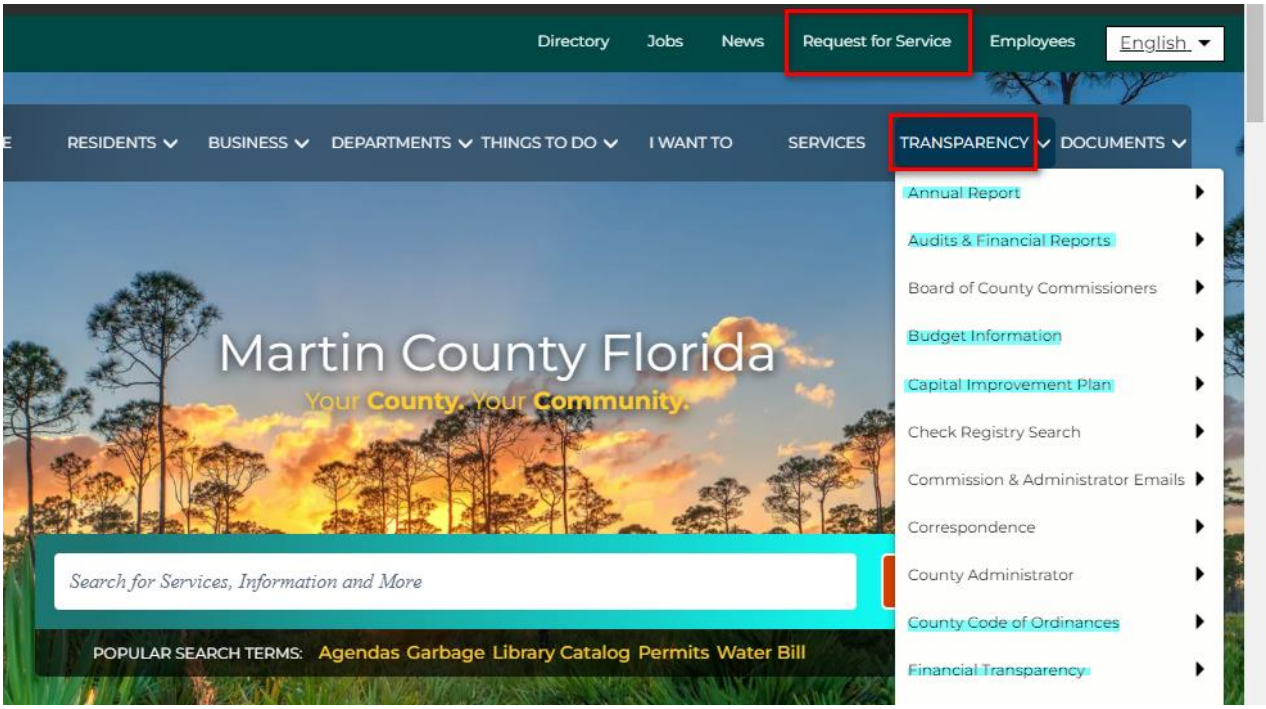


FIGURE 5-3: *Example of Transparency Portal and ease of access of information on the Martin County Website. Source: Martin County Website.*

Figure 5-4 shows an example of the Kitching Creek Eastern Flow Way Project that is on the County's website. The screenshot of the project shows both program performance and program cost information. It should be noted that program performance information is limited because the "program" in this instance is land acquisition. The program performance information shows that the anticipated life cycle for the land use is 50 years and resilience requirements in 30-year increments.

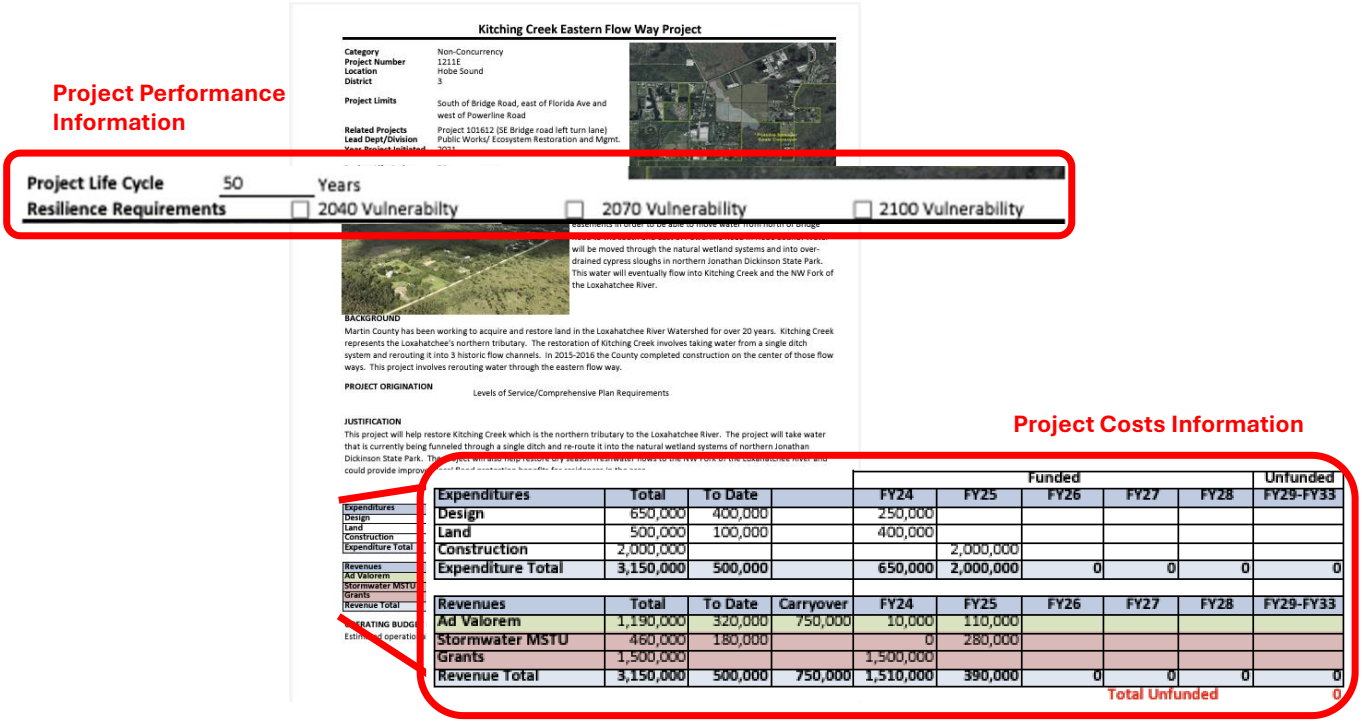


FIGURE 5-4: *Example of Program Performance and Cost Information.*
Source: Martin County Website.

SUBTASK 5.3 – Review processes the program has in place to ensure the accuracy and completeness of any program performance and cost information provided to the public.

OVERALL CONCLUSION

Overall, Martin County met expectations for Subtask 5.3. The County has multiple processes in place to ensure the accuracy and completeness of any program performance and cost information provided to the public. To reach this conclusion, the MJ Team conducted relevant interviews and reviewed supporting documentation for the subtask.

ANALYSIS

To address the requirements of this subtask, the MJ Team conducted interviews with the Director of OMB, the Public Works Director, and the Communications Director.

The County also presented multiple examples of operating procedures and processes that are in place to ensure program and cost information provided to the public are checked for accuracy and completeness.

- General Operating and Internal Control Procedures for Budgeting, Payroll, Purchases and Accounts Payable, Cash Disbursements, Revenue, AR & Cash Receipts Process, and Payroll
- FY 2024 Adopted Budget Capital Improvement Plan Process

- Overview of the Budget & Analysis of Actuals Against Budget
- Budget Process Timeline for FY 2025
- FY 2025 Budget Timeline with Position Responsibilities for Completing Tasks

Figure 5-5 provides an example of the budget process and analysis of actuals against budget the County uses to assist with validating accuracy of program and cost information for documents that are available to the public. The annual adopted budget each year contains projected financial information along with variance analysis.

Budget Process & Analysis of Actuals against Budget

October	Start of FY Adopted Budget – **Office of Management and Budget (OMB)** uploads budget line items into accounting system (Banner) by Fund-Organization-Account-Program, for BOCC and Supervisor of Elections. Clerk uploads Clerk budget into Banner; other Constitutional Officers' budgets and financial reporting are outside of Banner.
Ongoing	**OMB** financial analysts review and provide status to departments of their budget (at least monthly); they approve purchase orders, p-card purchases, payment confirmation letters, etc. (daily) to ensure budget availability and appropriate account strings. Additionally, Banner is equipped to alert non-availability of budget with each payment transaction at the Fund-Organization-Program level. OMB provides account string information to **Clerk Accounts Receivable** for anticipated revenues for the new fiscal year. **Clerk Accounts Payable** reviews all payments for accuracy and budget availability, coordinating with OMB and departments when necessary. **Clerk Accounts Receivable** confirms with OMB when payments (from Department of Revenue, granting agencies, etc.) are received to ensure accurate posting to Banner (by Fund-Organization-Account-Program-Activity). Budget transfers or corrections require Department, OMB, and in some cases County Administrator approval. Budget increases/resolutions are presented to the Board of County Commissioners for approval.
August	Independent Auditor begins **Countywide Interim Audit**. **Clerk** is responsible for coordinating the audit including BOCC and all Constitutional Officers. **OMB** provides information as requested: list of new funds during the year with information regarding purpose and evidence of approval for establishing the fund; updated policies/procedures if applicable; updated internal controls and "understanding the entity" information; and other items as needed. The interim audit reviews financial data through June 30. Additionally, **OMB** provides data for the Schedule of Expenditures of Federal Awards and State Financial Assistance (**SEFA**) through June 30.
December – March	Independent auditor completes **Countywide Audit**, **SEFA**, and review of County's Annual Comprehensive Financial Report (**ACFR**) prepared by the **Clerk**. **OMB** continues to assist **Clerk** throughout the audit, providing auditor-requested details on: budget, expenditures, variances in Final to Adopted Budgets, variances in Actuals to Final Budget, etc. **Clerk Finance Division** reviews **OMB's** data for concurrence, reviewing and analyzing any discrepancies. **NOTE:** The Adopted Budget is posted on the BOCC website at https://www.martin.fl.us/Budget; the ACFR and SEFA are on the Clerk's website at https://www.martinclerk.com/237/Annual-Financial-Reports.

FIGURE 5-5: *Martin County Budget Process & Coordination with Clerk.*
Source: Martin County Website.

Figure 5-6 provides an example of the budget process timeline for FY 2025 along with OMB's fiscal year activities as it pertains to the inter-departmental/inter-agency coordination for the creation of the County's budget.

The budget process timeline also gives the public a snapshot of the County's budget process so they are informed of the approximate dates and stages of the budget development progress and when public information will be available.

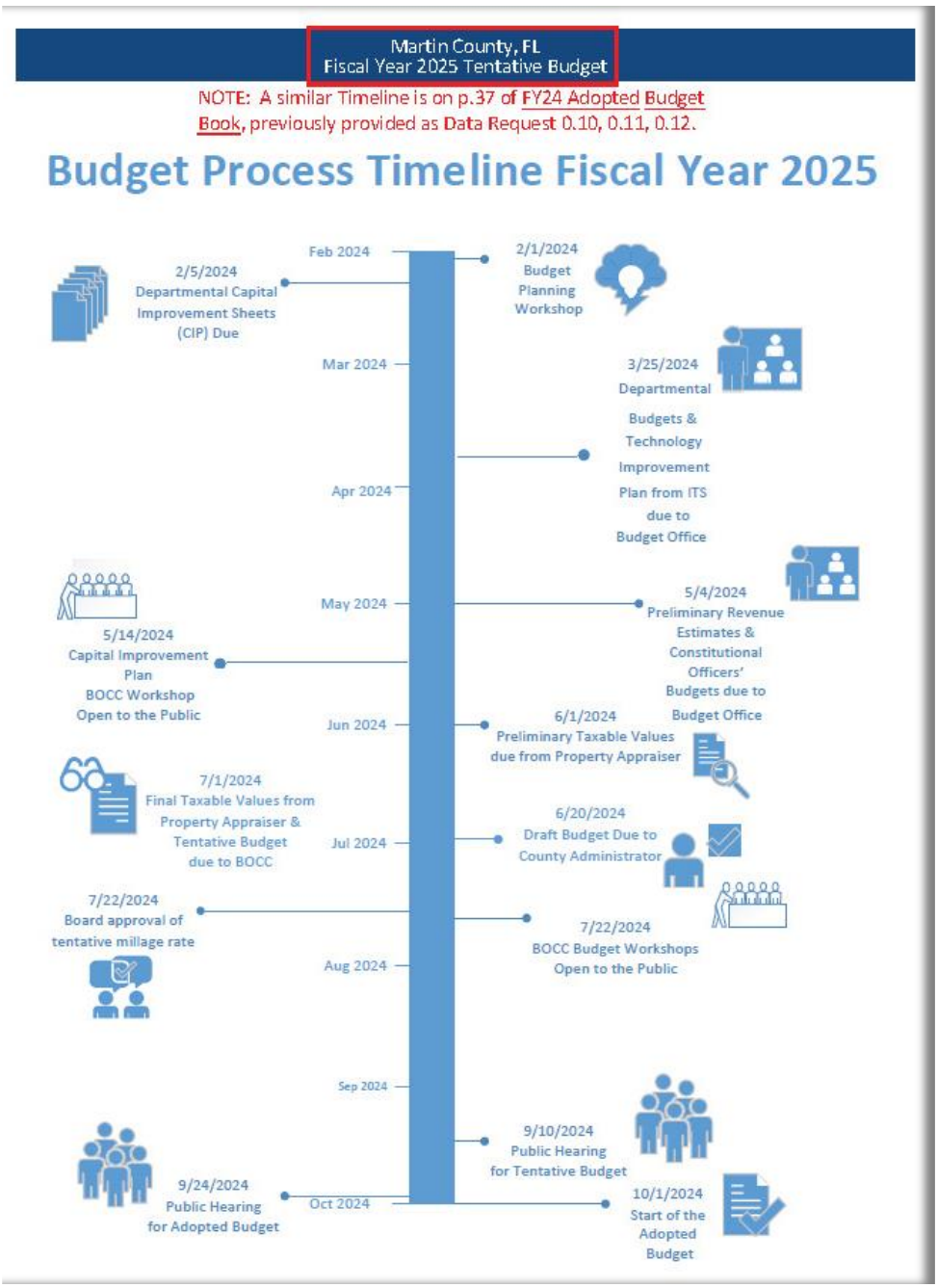


FIGURE 5-6: *Martin County FY25 Tentative Budget Timeline.*
Source: Martin County website.

Figure 5-7 provides the County's internal timeline for obtaining departments' budget requests, reviews, and other required information, as well as multiple full weeks of peer reviews. For example, the week of April 22, 2024 through April 26, 2024, County staff reviewed wording and pages for accuracy prior to the Administration Department's review by all analysts of each other's documents.

- The week of May 20, 2024 through May 24, 2024, preliminary budget reviews with departments are conducted.
- The week of June 3, 2024 through June 7, 2024, final review by financial analysts for the DRAFT budget document is completed.
- The week of June 18, 2024 through June 21, 2024, the final review is conducted, including formatting, prior to receiving final values from Property Appraiser Office, for final TENTATIVE budget book.

FY25 TENTATIVE BUDGET TIMELINE

Dates	Task	Assignment
2/1	FY25 Budget Kickoff Meeting	[redacted]
3/1-3/15	Verify preliminary positions/labor distributions	[redacted]
3/25	Budgets due from Departments	[redacted]
3/26-4/12	**ENTER BUDGETS/BUDGET REQUESTS INTO OPENGOV**. Retrieve all wording, performance measures (FY24 actual are left blank for tentative), significant changes, benchmarks, etc. from departments, and enter into wdesk	[redacted]
4/15	Initial Budget Upload into Wdesk	[redacted]
4/16-4/19	Mid-year reviews of Departments, continue to make any needed cost of doing business adjustments in the FY25 Preliminary Budget	[redacted]
4/22	Personnel upload into FY24 Preliminary Budget and disburse position counts (again)	[redacted]
4/22-4/26	Review wording and pages for accuracy prior to Administration review	[redacted]
4/30	CIP Workshop	[redacted]
First two weeks of May	Review Departmental Budgets with Administration	[redacted]
5/13-5/17	Make adjustments for any changes from Administration meetings (if any)	[redacted]
5/20	Budget upload into wdesk	[redacted]

5/20-5/24	Departmental reviews for budgetary accuracy in wdesk (using Opengov report to verify), add new rows with any new account numbers, email [redacted] to have them linked. Verify position info.	[redacted]
5/27-5/31	Updating front of book content; GFOA Award Criteria	[redacted]
5/27-5/31	Linking new rows in wdesk budget book to spreadsheet and do final upload into wdesk	[redacted]
6/3-6/7	Departmental reviews for accuracy (budgetary), formatting, accounts of interest, signficant changes, positions, etc.	[redacted]
6/10	Print a DRAFT FY25 Budget Book for [redacted] to start reviewing	[redacted]
6/14	Edits of DRAFT FY25 Tentative Book per [redacted]	[redacted]
6/17	Print Book for Don's preliminary review of DRAFT FY25 Tentative Book	[redacted]
6/18-6/21	Final Departmental reviews for accuracy (budgetary), formatting, accounts of interest, signficant changes, positions, etc. and verifying any changes per [redacted]	[redacted]
6/24-6/28	Get final values and make any necessary changes.	[redacted]
6/28	Print & distribute FY25 Tentative Book to BOCC, County Administration, Budget (if values are received timely)	[redacted]
7/5	**CELEBRATION OF GETTING THAT DARN BOOK DONE**	[redacted]
7/22-723	Budget Workshop	
9/10	First FY25 Budget Public Hearing	
9/24	Final FY25 Budget Public Hearing	

FIGURE 5-7: *Martin County FY25 Tentative Budget Timeline.*
Source: Martin County Website.

The Public Works Director indicated during interviews that project managers in the Public Works Department regularly review capital budgets and individual components of the Capital Improvement Plan to ensure program performance and cost provided to the public is accurate and complete.

Figure 5-8 provides an example of the Capital Improvement Plan Process for FY 2024 Adopted Budget. The budget process timeline gives the public a snapshot overview of the County's budget process so they are informed of the approximate dates and stages of the budget development progress and when public information will be available. In the February timeframe each year, capital improvement plan sheets are submitted to the Office of Management & Budget for funding accuracy and feasibility.

Office of Management & Budget ensures CIP accuracy and completeness.

FIGURE 5-8: *Martin County Capital Improvement Plan Process.*
Source: Martin County website.

SUBTASK 5.4 – Determine whether the program has procedures in place that ensure that reasonable and timely actions are taken to correct any erroneous and/or incomplete program information included in public documents, reports, and other materials prepared by the county and that these procedures provide for adequate public notice of such corrections.

OVERALL CONCLUSION

Overall, Martin County met expectations for Subtask 5.4. The County has procedures in place to ensure reasonable and timely actions are taken to correct erroneous and/or incomplete information included in public documents. To reach this conclusion, the MJ Team conducted relevant interviews and reviewed supporting documentation to the subtask.

ANALYSIS

To address the requirements of this subtask, the MJ Team conducted an interview with the County's Communications Director. We also reviewed the County's standard operating procedure for correcting documents disseminating to the public on the County's website as shown in **Figure 5-9**. These same procedures apply to public information posted on the County's social media platforms.

ADMINISTRATIVE DIRECTED POLICY

To:	BOCC Employees	**From:**	Taryn Kryzda, County Administrator
Subject:	**WEBSITE POLICY - REVISED**		
Effective Date:	March 4, 2019	**Created by:**	Information Technology Services & Administration

POLICY

I. WEB OWNERSHIP AND MANAGEMENT

www.martin.fl.us is the official website of the Martin County Board of County Commissioners. The website is managed and directed by the Department of Administration.

II. POLICY MANAGEMENT

Official website policy, content oversight and directive issues should be addressed to the Assistant County Administrator. Per Administrative Policy 35: Information Technology Approval/Responsibility, review, concurrence or approval is required by the Chief Information Officer (CIO) before proceeding with all aspects of information and technology initiatives needed to support the county government and its constituents.

III. TECHNOLOGY MANAGEMENT

The Information Technology Services (ITS) department is responsible for managing the technical infrastructure of the county website, including overseeing application development and site design, IT security, electronic communications and transactions, and for establishing all technical guidelines and standards relating to the website. Any questions regarding technical issues should be directed to ITS.

IV. CONTENT SCOPE

The Martin County website provides public access to and information about county facilities, services and programs provided by the departments and divisions under the Martin County Board of County Commissioners. The county website will provide information about county government that is useful to the public, will enable the public to communicate with the county's departments and offer online access to county services, if available. Information will be factually based and presented without bias, political comment or editorial position.

V. DEPARTMENT RESPONSIBILITIES

It is recommended that department directors assign a minimum of one employee to the Web Content Team. The members of this team will be responsible for updating appropriate departmental content for the public website. It is the responsibility of all departments/agencies to ensure that their website content is accurate and up-to-date. Department staff will need to contact their assigned Web Content Team representative for any requested changes. Website content will be periodically reviewed by the Web Content Specialist with oversight by the Assistant County Administrator.

VI. CONTENT DEVELOPMENT

The Web Content Specialist is responsible for establishing, publishing, updating and ensuring adherence to the Website Content Guidelines. This document provides guidance on web page development to ensure that website content maintains a consistent look and feel and meets the current desired level of accessibility compliance.

The Assistant County Administrator has the authority to direct county departments/agencies in all website content related matters. Any questions regarding content should be directed to the Assistant County Administrator. The Assistant County Administrator or designee is responsible for the posting of Alert

ADMINISTRATIVE DIRECTED POLICY

(emergency) messages on the website, including early closings and health/safety risks, as well as maintaining the Hot Topics and Featured section.

It is the responsibility of each department director to ensure their departmental website content is accurate and current. They will need to contact their Web Content Team member representative for any requested changes. Web Content Team members will follow the procedures and guidelines in the Website Content Guidelines document when creating content. Prior to publishing information on the website, all content, including external hyperlinks, must be consistent with county content guidelines, utilize correct style and grammar, be accurate and ensure consistency of information across media.

VII. EXTERNAL CONTENT

External hyperlinks to non-county websites may be provided through the Martin County website. The hyperlinks that appear on county web pages are solely for the information of the user and must meet the criteria outlined in Policy 207: External Website Links Policy. Martin County does not endorse any particular viewpoint on any web page that appears via an external hyperlink. Martin County makes every reasonable effort to assure that it does not link directly to web pages that contain obscene, scurrilous or objectionable material.

VIII. DOCUMENT RETENTION

The county's website is not the repository for the "record copies" of public records. The county's website (Martin County Home) is a service which provides timely public access to commonly-requested information. The official record of the content being displayed will determine the required retention cycle as stated in the Records Management Policy and Procedures found on Employee Central on the Policies page. Staff should refer to and follow the guidelines stated in this policy when deciding on placement of information on the website.

It is recommended that public website documents be categorized using three lifecycle rules:

1. Time Sensitive – The event timeline has past and no archival necessary,
2. Official County Correspondence – Present on website for maximum of five (5) years,
3. Documents Deemed Archival – Documents not presented using links via the website but retained in the website repository for indexing and searching after the five (5) year lifecycle.

XI. TEMPLATE, PRIVACY STATEMENTS AND ACCESSIBILITY STANDARDS

Website content pages should maintain a consistent look using page templates containing the same extended navigation in the header and desired disclaimers, privacy and accessibility statements in the footer. Approved production templates will have passed accessibility testing to meet the current desired level of accessibility compliance.

TKryzda 3/4/2019

Taryn Kryzda, County Administrator

Suppression History:
POL191 – 05/10/2017
POL116 – 05/01/2012
POL183 – 9/26/2016

Page 2 of 2 POL213

FIGURE 5-9: *Martin County Standard Operating Procedure for Correcting Documents Disseminating to the Public on the County's website.*
Source: Martin County website.

SUBTASK 5.5 – Determine whether the county has taken reasonable and timely actions to correct any erroneous and/or incomplete program information.

OVERALL CONCLUSION

Overall, Martin County (the "County") met expectations for Subtask 5.5. The County provided a recent example to demonstrate that it has taken reasonable and timely actions to correct any erroneous and/or incomplete program information. To reach this conclusion, the MJ Team assessed relevant areas of the County that will administer and/or benefit from the sales surtax.

ANALYSIS

To address the requirements of this subtask, the MJ Team conducted an interview with the County's Communications Director. We also reviewed an example of information that was posted incorrectly on the County's website related to the FY 2025 Tentative Budget on July 2, 2024, as shown in **Figure 5-10**. The incorrect information was corrected and reposted on the website the next day, on July 3, 2024, as shown in **Figure 5-11**.

1. **BEFORE CORRECTION, 7/2/24**

Martin County, FL
Fiscal Year 2025 Tentative Budget

TENTATIVE MILLAGE ANALYSIS FY25
MARTIN COUNTY, BOARD OF COUNTY COMMISSIONERS

	FY24 Adopted Millage	FY24 Adopted Ad Valorem	FY25 Tentative Millage	FY25 Tentative Ad Valorem	Increase/ (Decrease) FY24 to FY25
TAXING AUTHORITY					
Countywide Revenue					
BOARD OF COUNTY COMMISSIONERS:					
General Revenue	5.4160	163,022,347	5.4610	180,905,816	0.83%
Capital Improvements	0.6557	19,737,116	0.5895	19,527,751	-10.10%
Coastal Management	0.1900	5,719,708	0.1915	6,344,708	0.79%
Health Care/Medical Services	0.3400	10,235,598	0.3310	10,964,824	-2.65%
Total Countywide	6.6017	198,714,769	6.5730	217,743,099	-0.435%
Municipal Service Taxing Unit					
Fire Rescue MSTU	2.6884	61,777,841	2.6677	67	
Parks & Recreation MSTU	0.1634	3,376,801	0.1596	3	
Stormwater MSTU	0.2887	5,966,743	0.2771	6	
Road Maintenance MSTU	0.3102	6,411,823	0.3077	7	
Total Municipal Service Taxing Unit (MSTU)	3.4507	77,533,208	3.4121	84	

2.6677	67,402,442	-77.00%
0.1596	3,641,662	-2.34%
0.2771	6,325,486	-4.00%
0.3077	7,021,752	-83.00%
3.4121	84,391,342	-1.117%

FIGURE 5-10: *Martin County FY25 Tentative Budget Before Corrections.*
Source: Martin County website.

2. AFTER CORRECTION 7/3/24

Martin County, FL
Fiscal Year 2025 Tentative Budget

TENTATIVE MILLAGE ANALYSIS FY25
MARTIN COUNTY, BOARD OF COUNTY COMMISSIONERS

TAXING AUTHORITY	FY24 Adopted Millage	FY24 Adopted Ad Valorem	FY25 Tentative Millage	FY25 Tentative Ad Valorem	Increase/ (Decrease) FY24 to FY25
Countywide Revenue					
BOARD OF COUNTY COMMISSIONERS:					
General Revenue	5.4160	163,022,347	5.4610	180,905,816	0.83%
Capital Improvements	0.6557	19,737,116	0.5895	19,527,751	-10.10%
Coastal Management	0.1900	5,719,708	0.1915	6,344,708	0.79%
Health Care/Medical Services	0.3400	10,235,598	0.3310	10,964,824	-2.65%
Total Countywide	**6.6017**	**198,714,769**	**6.5730**	**217,743,099**	**-0.435%**
Municipal Service Taxing Unit					
Fire Rescue MSTU	2.6884	61,777,841	2.6677	67,402,442	-0.77%
Parks & Recreation MSTU	0.1634	3,376,801	0.1596	3,641,662	-2.34%
Stormwater MSTU	0.2887	5,966,743	0.2771	6,325,486	-4.00%
Road Maintenance MSTU	0.3102	6,411,823	0.3077	7,021,752	-0.83%
Total Municipal Service Taxing Unit (MSTU)	**3.4507**	**77,533,208**	**3.4121**	**84,391,342**	**-1.117%**

FIGURE 5-11: *Corrected-Martin County FY25 Tentative Budget.*
Source: Martin County website.

RESEARCH TASK 6

SCOPE

The MJ Team evaluated all four (4) subtasks that comprise Research Task 6.

The MJ Team evaluated Subtasks 6.1 through 6.2 for one program area that will benefit from the surtax proceeds. This program area is Critical Natural Land Acquisition and includes environmentally significant land and conservation easements.

FINDING SUMMARY

COMPLIANCE OF THE PROGRAM WITH APPROPRIATE POLICIES, RULES, AND LAWS.

Overall, Martin County meets this research objective.

The County has a process to assess its compliance with applicable federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies. Internal controls in place include independent external audits, policies and procedures, property acquisition checklist and segregation of duties. In addition, the referendum requires an Environmental Land Oversight Committee. Although limited examples were available for review, information was provided to determine whether corrective actions were completed timely in response to an external audit report recommendation, actions related to an environmental site assessment as discussed in Subtask 1.3, and a follow up internal audit report.

Program administrators took reasonable and timely actions to determine whether planned uses of the surtax are in compliance with applicable state laws, rules, and regulations, local laws, rules, and regulations; contracts; grant agreements; and local policies.

SUBTASK CONCLUSIONS, ANALYSIS AND RECOMMENDATIONS

SUBTASK 6.1 – Determine whether the program has a process to assess its compliance with applicable (i.e., relating to the program's operation) federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies.

OVERALL CONCLUSION

Overall, Martin County (the "County") met expectations for Subtask 6.1. The MJ Team did not divide Subtask 6.1 into separate program areas because the County's compliance with federal, state, and local laws, rules, and regulations is universal and apply to all County departments.

To reach this conclusion, the MJ Team assessed relevant areas of the County that will administer and/or benefit from the sales surtax.

ANALYSIS

To address the requirements of this subtask, the MJ Team interviewed the County Attorney, Director of the Office of Management and Budget (OMB), and the Public Works Senior Grants Coordinator. During the interview, the MJ Team discussed the County's process to assess compliance with applicable federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies. We also requested documentation supporting the County's process.

In-House Counsel

The BOCC appoints the County Attorney who reports directly to the BOCC and is the Chief Legal Officer of the County. According to the County's website, the County Attorney and her staff serve as counsel to the BOCC, county administrator, county departments, appointed boards, and committees on matters related to their official responsibilities. The County Attorney and staff are not authorized to provide legal services to private citizens.

The County Attorney, as in-house counsel to the BOCC and the County's chief legal officer, is pivotal to the County's compliance process and has the following duties:

- Provide legal advice to the BOCC, county administrator, county departments, appointed boards, and committees.
- Draft or review proposed ordinances, resolutions, contracts, and other legal documents.
- Represent the County in most civil litigation and administrative proceedings.
- Research and interpret current laws and regulations that govern subject matter for ordinances to advise the BOCC, county administrator, and county departments how ordinances will be practically implemented to ensure compliance with laws, regulations, and policies.

Legislative Updates

The County Attorney stays abreast of state legal matters through membership in the Florida Association of Counties (FAC), Small County Coalition of Florida (SCCF), and the National Association of Counties (NACo). These organizations help counties address legislative issues and stay current with respect to legislation that impacts the County.

FACA emails legislative updates to its members and conducts conference calls with county attorneys throughout the state to discuss legal issues affecting Florida counties with its members. For example, the MJ Team reviewed the County Attorney Conference Call Agenda for FACA's August 2, 2024, call providing information about a conservation society appealing litigation related to a south Florida county's amendment to its Comprehensive Plan to allow for the construction of a 13-mile expressway extension to improve traffic flow and relieve congestion because the amendment was not based on relevant and appropriate data analysis and was inconsistent with the county's Comprehensive Plan.

The SCCF is a statewide alliance of county commissions in Florida's small and rural counties. Its primary mission is to help Florida's small and rural counties address legislative issues from a small county/rural perspective. The MJ Team reviewed an email dated March 22, 2024, transmitting a "Legislative Report for the 2024 Regular Legislative Session" sent to SCCF members summarizing various legislative initiatives relevant to small Florida counties.

NACo keeps its members abreast of federal legislation and rules relevant to the County. The MJ Team reviewed a NACo alert in an email to the County dated December 21, 2023, transmitting a NACo Comment Letter Submission on Treasury American Rescue Plan Act (ARPA) Obligation Interim Final Rule (IFR) that clarifies the definition of "obligation" in relation to the State and Local Fiscal Recovery Funds program under ARPA and its potential impact on NACo members.

The Legislative Office of the County's Administration Department uses Lobby Tools, a paid software tracker of both Senate and House bills as they move through the state legislature. The MJ Team examined a sample tracking report from Lobby Tools noting the system captures and summarizes House and Senate bills by number with effective dates of the bills, actions comparisons to similar bills, staff analysis, and bill notes.

Grant Compliance

Based on County's Grants Management Policy approved on August 15, 2024, the BOCC is responsible for grant administration and processing and ensures grant recipients meet grant requirements to disburse and award grant funds responsibly, with accountability. The department directors and project managers within the various departments are responsible for identifying grant opportunities, having departmental staff write grant applications, and managing grants projects. While departmental staff prepare grant applications, the BOCC approves all grant applications.

Several Critical Natural Land Acquisition projects funded with surtax proceeds have been paired with matching funds from grants to make the funding go further. Accordingly, the County OMB tracks and manages grants in all stages of the grants process from funding research to project close-out and audit.

The department directors, grant liaison, project managers, financial analyst, and OMB manager are responsible for understanding, ensuring compliance with, and obtaining copies of all reference laws, statutes, and regulations outlined in the respective grant agreements.

As an integral component of the County's compliance program, the county administrator designated OMB to assist departments with the interpretation and application of grant policies and procedures and conduct regular compliance reviews of all grant awards and projects to determine that they are in compliance with applicable laws, requirements of the grant agreement, and applicable professional standards.

SUBTASK 6.2 – Review program internal controls to determine whether they are reasonable to ensure compliance with applicable federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies and procedures.

OVERALL CONCLUSION

The MJ Team did not divide Subtask 6.2 into a program area because the County's internal control environment applies to the County as a whole. This subtask is met overall. t. Internal controls in place include independent external audits, policies and procedures, property acquisition checklist and segregation of duties. In addition, the referendum requires an Environmental Land Oversight Committee.

ANALYSIS

To address the requirements of this subtask related to Critical Natural Land Acquisition, the MJ Team conducted a joint interview with the following individuals:

- County Attorney
- Director of OMB, Office of Management and Budget
- Real Property Manager, Public Works Department
- Environmental Resource Administrator, Public Works Department

The MJ Team performed a preliminary review of the findings in the external auditor's Single Audit Report regarding internal controls. A deficiency was reported in FY2022 regarding the financial report of grant expenditures. The County promptly corrected the error, and the external auditors reported no findings in FY2023.

Annual External Audit

An Annual Comprehensive Financial Report (ACFR) is completed by the Clerk of the Circuit Court and Comptroller consisting of an independent CPA firm's audit results and evaluation of internal controls. During an audit of a governmental entity, independent auditors perform procedures and issue reports that address the entity's internal controls. The independent auditor' reports indicated no findings for FY 2023 and FY2021. A finding in FY2022 was corrected by the County during the audit period

The County's independent auditors issued the reports in connection with their audit, which are summarized in **Figure 6-1**.

INDEPENDENT AUDITOR REPORTS FINDINGS			
Report Description	Audited Financial Statements and Supplemental Information Dated June 13, 2024 Year Ended 9/30/2023	Audited Financial Statements and Supplemental Information Dated April 26, 2023 Year Ended 9/30/2022	Audited Financial Statements and Supplemental Information Dated March 28, 2022 and May 9, 2022 Year Ended 9/30/2021
Independent Auditors' Report on Internal Control Over Financial Reporting and on Compliance and Other Matters Based on an Audit of Financial Statements Performed in Accordance with Government Auditing Standards	• No deficiencies in internal control over financial reporting considered to be material weaknesses. • No instances of noncompliance or other matters required to be reported under Government Auditing Standards.	• Identified internal control deficiency in finding 2022-001. • No instances of noncompliance or other matters required to be reported under Government Auditing Standards.	• No deficiencies in internal control over financial reporting considered to be material weaknesses. • No instances of noncompliance or other matters required to be reported under Government Auditing Standards.
Single Audit Report: Report on Compliance for Each Major Federal Program and State Project and On Internal Control Over Compliance Required by the Uniform Guidance and In Accordance with Chapter 10.550, Rules of the Auditor General	• Compliance in all material respects with compliance requirements that could have a direct and material effect on its federal programs and state project. • Did not identify any deficiencies in internal control over compliance considered to be material weaknesses.	• Compliance in all material respects with compliance requirements that could have a direct and material effect on its federal programs and state project. • Did not identify any deficiencies in internal control over compliance considered to be material weaknesses.	• Compliance in all material respects with compliance requirements that could have a direct and material effect on its federal programs and state project. • Did not identify any deficiencies in internal control over compliance considered to be material weaknesses.
Single Audit Report: Schedule of Findings and Responses-Federal Awards and State Financial Assistance	• No issues.	• Fairly stated in all material respects. • Significant deficiency: 2022-001 Schedule of Expenditures of Federal Awards and State Financial Assistance (SEFA) Preparation – Several inaccurate amounts in the original SEFA provided by the County were subsequently revised and corrected. Grant program managers did not ensure that all expenditures were reported in or reconciled to the appropriate general ledger accounts.	• Fairly stated in all material respects.
Repeat/Similar Audit Findings?	• No findings.	• No. Finding 22-001 was corrected in the current year.	• No findings.

FIGURE 6-1: *Summary of External Audit Reports Findings – Fiscal Year 2021 through Fiscal Year 2023.*
Source: Martin County, Single Audit Report.

Policies and Procedures

The County provided the following relevant policies and procedures. **Figure 6-2** presents an overview of the key provisions in each document.

Policy or Procedure	Key Provisions	Observations
Title: Public Land Acquisition Manual ***Date:*** 1/7/2014	The manual was developed to assist and guide land acquisition activities. It supports the Land Acquisition Selection Committee through the process, and it delineates a clear land acquisition methodology. Planning for land acquisition can be initiated by a Project Proposal Information Form or pursuant to conservation goals and objectives in the Comprehensive Growth Management Plan. • County staff review nominations for land acquisitions; determine compliance with the Comprehensive Growth Management Plan; obtain independent property appraisals; submit recommendations to the Land Acquisition Selection Committee (LASC); draft management plan for approval by LASC and BOCC. • LASC role includes: review initial nominations; evaluate properties using Land Acquisition Matrix; update the Priority Recommendation List at least every six (6) months; and provide recommendation(s) to BOCC. • BOCC role includes: approve or deny in writing all LASC proposals; determine annual budget; and authorize expenditures of funds. • Resolution by the BOCC constitutes the authority to proceed with an acquisition.	Manual not updated since 2014; No approval page included in the manual; Manual includes segregation of duties and roles and responsibilities
Title: Real Estate Acquisition Practices and Procedures-Real Property Division-Public Works ***Date:*** No date	Guide to proper implementation and acquisition of property for the public's benefit. Due diligence tasks include the appraisal; title work; Phase 1 environmental audit; survey; sketch and legal description requirements.	Guide is not signed nor dated; Guide provides pertinent instructions to complete due diligence tasks
Title: Comprehensive Growth Management Plan ***Date:*** Amended November 16, 2021 per Ordinance 1171	The Martin County Comprehensive Growth Management Plan (Comp Plan) was created in 1982 and substantially expanded in 1990. It is the long-term plan for Martin County's future that protects the environment and guides growth and development. The State of Florida requires all municipalities and counties in the state to have a comprehensive plan to plan for their future development and growth. The overall goals for the Comprehensive Growth Management Plan are keyed to maintaining quality residential and nonresidential uses, natural resource conservation and preservation of beneficial and protective natural systems, enhanced economic development, and fiscal conservancy.	Provides guidance to align property acquisitions with County goals.
Title: Purchasing Manual ***Date:*** October 10, 2023	The Purchasing Manual is to establish specific directions and guidelines for all departments, employees, and agents of the BOCC to use in procuring goods and services for a public purpose.	Manual indicates competitive bidding is not

Policy or Procedure	Key Provisions	Observations
per Ordinance 23-10.1	Section 8.1 states that the following transactions are exempt from competitive procurement: A. Real Property acquisition, such as land, easements, rights-of-way, existing buildings, structures, or improvements, resulting from negotiations and approved by the Board. Y. Title insurance, title commitments, title searches, and ownership and encumbrance searches and real estate appraisal services to determine the market value of real property.	required related to real property acquisition.
Title: Grants Management Policy-Revised ***Date:*** October 29, 2019 and Policy effective September 1, 2024	• Purpose of the policy is to establish the requirements and responsibilities pertaining to grant assessment, application, award, fund set up, compliance, records management, disbursements, billing, reporting, closeout and training. • The policy defines roles and responsibilities for department directors and staff including appointing a department grants liaison and project manager. • Agenda item require approvals by OMB, County Attorney, Agenda Coordinator, and Assistant and County Administrator. • All grant applications must be approved by the BOCC. • The Department Director, Grant Liaison, Project Manager, Financial Analyst and OMB Manager are responsible for ensuring compliance with laws, regulations, etc. identified with the grant agreement.	Assigns responsibilities to ensure compliance with laws and regulations.

FIGURE 6-2: *Summary of Policies and Procedures.*
Source: Martin County.

The definitions section of the Public Land Acquisition Manual indicates the various forms and information required to document the land acquisition process. This information includes the following forms which may be implemented again if the surtax is approved.

- **Land Evaluation Matrix:** A form to be used by the Land Acquisition Selection Committee to establish priority ranking for important resource elements.
- **Priority Recommendation List:** A numerical list rating the evaluations of all properties approved by the Land Acquisition Selection Committee.
- **Land Acquisition Proposal Information Form:** Form to be completed by the applicant or nominee which describes the proposed property in detail.

Based on the review of policies and procedures, the County maintains documentation to guide staff in conducting land acquisitions. The fact some policies and procedures have not been recently updated is addressed in **Subtask 4.4**.

Other Monitoring and Reporting

The following represent examples of other program internal controls to ensure compliance with applicable laws, rules, and regulations; contracts; grant agreements; and local policies and

procedures. These include an oversight committee for land acquisitions, annual reporting for expenditures related to the sales tax, and budget accounts set up for restricted use of surtax funds.

- **Environmental Lands Oversight Committee:** Ordinance No. 1221 dated April 9. 2024 calls for a referendum whether to levy a ½% sales surtax to provide funds to acquire, by deed or conservation easement, certain critical natural lands within geographically described parts of Martin County. Section 6.(1)j. of the ordinance establishes an Environmental Lands Oversight Committee (ELOC) to provide citizen oversight and coordinate any necessary studies to determine appropriate lands to acquire from the surtax funds and make recommendations to the BOCC.
- **Annual Sales Tax Expenditures Reporting:** Section 6.(1)f. of Ordinance No. 1221 requires the portion of the annual audit dealing with the sales tax expenditures to be posted on the County's website.
- **Restricted Discretionary Sales Tax Funds:** The Capital Improvement Plan (CIP) is a multi-year planning instrument used to identify needs and financing sources for public infrastructure maintenance and improvements and consists of a proposed schedule for the expenditure of funds to maintain, acquire, or construct these necessary improvements over the next ten-year period. The CIP states that the proceeds of a discretionary surtax are restricted and must be expended to finance, plan and construct infrastructure, acquire land for public recreation, conservation, or protection of natural resources as specified by the voter-approved referendum. Upon approval of a County Referendum, Office of Management and Budget (OMB) will open a new fund and establish a numbering system for new activity codes (in ERP system, Banner). OMB, in coordination with the Public Works Environmental Resources Division, will assign account codes and track expenditures at least monthly for these restricted funds.
- **BOCC Approval:** As shown in **Figure 6-3**, land acquisition contracts require the BOCC's approval.

PUBLIC HEARING

PH-1 **FINAL APPROVAL OF AN AS IS PURCHASE CONTRACT AND ADOPTION OF A RESOLUTION APPROVING AND ACCEPTING A WARRANTY DEED FOR THE PURCHASE OF A 6+/- ACRE PARCEL FROM JAMSZ PROPERTIES, INC. IN PALM CITY**

This is a request for final approval of an "As Is" Purchase Contract (Contract), for purchase of approximately 6+/- acres from JAMSZ Properties, Inc., a Florida corporation (JAMSZ) in Palm City, in the amount of $4,028,000, adoption of a resolution approving and accepting a Statutory Warranty Deed and dedication of a 25' strip of right-of-way along SW Martin Highway. The property is located on the north side of SW Martin Highway between SW Palm City School Avenue and Danforth Creek, in Palm City.

Agenda Item: 23-1134 RESOLUTION NO. 23-10.4

ACTION TAKEN: The Board directed staff to acquire property using the Inter-Fund Loan Program (General Fund) as a bridge to a bank loan that is repaid by the District MSTU and CRA funds to pay off the bank loan and the District Commissioner will work with the community to craft a vision for the property that is appropriate as deemed by the District Commissioner and community.

FIGURE 6-3: *Example of BOCC Resolution to Approve the Warranty Deed.*
Source: Martin County.

Internal Audit Function

The internal audit function is established as a responsibility of the Clerk of the Circuit Court and Comptroller by the Florida State Constitution, Section 1. (d), Article VIII. The Clerk and Comptroller exercise audit oversight of the Martin County government organizations of the Board of County Commissioners and the office of the Clerk of the Circuit Court & Comptroller as enumerated in the Florida Constitution, *Florida Statutes*, and decisions and opinions of the state Judiciary. The Clerk and Comptroller coordinates these audit functions with an Internal Auditor and a Professional Standards Director, who each report directly to the Clerk of the Circuit Court & Comptroller to ensure the independence and integrity of all activities.

The internal audits for FY2022 and FY2023 were reviewed to determine whether internal controls are evaluated to ensure compliance with applicable federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies and procedures. Also, the MJ Team requested the approved annual risk assessment and audit plan from the Clerk of the Circuit Court & Comptroller's office to determine if audit projects are prioritized based on an annual risk assessment and audit plan approved by the BOCC.

The following information was requested and not provided by the Clerk's Office because the Clerk & Comptroller considered the County's performance audit outside of the scope of the Clerk's office. Thus, no further work could be completed for this component of the internal control environment.

Department Policy and Procedures

- Audit Plans for Fiscal Years 2024 and 2023
- Risk Assessment and Planning Results Fiscal Year 2024
- Documentation to Monitor the Status of Management's Corrective Action Plans
- Quality Assurance Review for the Contract Internal Auditor

SUBTASK 6.3 – Determine whether program administrators have taken reasonable and timely actions to address any noncompliance with applicable federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies and procedures identified by internal or external evaluations, audits, or other means.

OVERALL CONCLUSION

The MJ Team did not divide Subtask 6.3 into a program area because the County's corrective action response to noncompliance issues applies to the County as a whole.

This subtask is met. Although limited examples were available for review, information was provided to determine whether corrective actions were completed timely in response to an external audit report recommendation, actions related to an environmental site assessment as discussed in **Subtask 1.3**, and a follow up internal audit report.

ANALYSIS

To address the requirements of this subtask related to related to reasonable and timely corrective actions taken, the MJ Team discussed the process with the following individuals:

- Director of OMB, Office of Management and Budget
- Real Property Manager, Public Works Department
- Environmental Resource Administrator, Public Works Department
- Chief Deputy Clerk, Clerk of the Circuit Court & Comptroller

County management indicated that they were not aware of an instance of noncompliance regarding land acquisition which required corrective actions. Thus, the MJ Team reviewed the County's correspondence regarding a deficiency reported in the external auditor's report dated April 2023 regarding the financial report of grant expenditures. The County reported in June 2023 the timely implementation of corrective actions including training for program managers and administration on best practices and policy compliance as outlined in the grant policy. As a result, the external auditors reported no findings in FY2023. Thus, this subtask was met for timely corrective actions taken in response to the external audit results. **Figure 6-4** presents examples of the topics obtained from the training presentations conducted by the Office of Management and Budget.

FIGURE 6-4: *Three Examples of Grant Training Topics.*
Source: Martin County, Office of Management and Budget.

In addition, **Subtask 1.3** presents an example of corrective action taken by the Real Property Division**.** The County timely conducted a Limited Phase II Environmental Assessment to resolve environmental concerns based on findings in a Phase I Environmental Assessment.

Although documentation was not provided by the Clerk's Office for various internal audit recommendations to determine if corrective actions were taken by the County, the MJ Review Team located an example of an internal audit completed in September 2022 with a follow up audit performed in September 2023. As summarized in **Figure 6-5**, the County's corrective active plan was both scheduled and implemented by May 2023 indicating that timely and reasonable action was completed.

Report	Date	Completed By	Findings	Corrective Actions Implementation Status
Community Broadband Network - Fiscal Year 2021 (PDF)	September 30, 2022 #2022-002	Martin County Internal Auditors (CRI CPA Firm)	**Purpose:** An annual evaluation of the Martin County Commission's system of internal controls relating to operations, reporting and compliance and follow-up of prior audit findings. **Observation:** Contract Variance: an amendment to the Fiber Optic License Use Agreement dated 11/15/2021 reflected variances between the contract terms and Appendix A regarding the dark fiber routes.	**Management Response on 11/16/2022**: Expect the correction to be in place within the next 6 calendar months (May 2023). **Status:** Closed. The September 2023 follow up audit reported that the 2022 observation was resolved with the amendment to the Fiber Optic License Agreement dated May 11, 2023. Thus, the corrective action was reasonable and timely.

FIGURE 6-5: *Example Internal Audit with Corrective Action Plan.*
Source: Martin County Clerk of the Circuit Court Website.

Timely corrective actions were taken by the County in response to the external audit finding regarding grant-related transaction. Based on a review of the County Clerk's audit reports posted on the website, we could only determine that corrective action was completed timely for the Community Broadband Network report completed in September 2022 and corrective action completed in May 2023.

SUBTASK 6.4 – Determine whether program administrators have taken reasonable and timely actions to determine whether planned uses of the surtax are in compliance with applicable state laws, rules, and regulations.

OVERALL CONCLUSION

The MJ Team did not divide Subtask 6.4 into separate program areas because planned uses of the surtax and its compliance with applicable state laws, rules, and regulations applies to the County as a whole. We determined that program administrators took reasonable and timely actions to determine whether planned uses of the surtax are in compliance with applicable state laws, rules, and regulations, local laws, rules, and regulations; contracts; grant agreements; and local policies. Therefore, Martin County met expectations for the subtask.

ANALYSIS

To address the requirements of this subtask, the MJ Team used information obtained from our interview with the County Attorney, Director of the OMB, Budget and Fiscal Operations Coordinator, and Public Works Senior Grants Coordinator. We learned that the County took the following actions with respect to the surtax that we deem to be reasonable and timely.

- Deputy County Attorney prepared an inter-office memorandum to brief the County Administrator, including a schedule of milestone dates to ensure the surtax referendum complied with *Florida Statutes* on October 17, 2023. **Figures 6-6A** and **6-6B** below present the actual inter-office memorandum and accompanying schedule of milestone dates.
- Prepared surtax Ordinance Number 1221, which was drafted by the County Attorney's staff and reviewed by the county to ensure that it complied with applicable laws, rules, and statutes.
- Held a public hearing to discuss surtax Ordinance number 1221 in April 2024. **Figure 6-7** below presents the draft agenda for the April 9, 2024, BOCC meeting where the BOCC held a public hearing before approving the surtax ordinance.
- Surtax Ordinance Number 1221 approved by the BOCC on April 9, 2024.
- Provided a certified copy of the surtax ordinance to the Office of Program Policy Analysis and Government Accountability (OPPAGA), no later than 180 days before the November 5, 2024, referendum as required by s. 212.055(11), *Florida Statutes*-Local Government Infrastructure Surtax. The County filed the ordinance with OPPAGA on April 17, 2024, well within the 180-day statutory requirement.

MARTIN COUNTY, FLORIDA
INTER-OFFICE MEMORANDUM

www.martin.fl.us 2401 SE Monterey Road, Stuart, Florida 34996

This document may be reproduced upon request in an alternative format by contacting the County ADA Coordinator (772) 320-3131, the County Administration Office (772) 288-5400, Florida Relay 711, or by completing our accessibility feedback form at www.martin.fl.us/accessibility-feedback.

TO: Don G. Donaldson, County Administrator **DATE:** October 17, 2023

FROM: Elysse A. Elder, Deputy County Attorney

SUBJECT: Timeframes for Infrastructure Surtax

Florida Statutes 212.055 -- Local Government Infrastructure Surtax

The levy of a local government surtax is done pursuant to an ordinance enacted by the majority of the Board and approved by a majority of the electors of the county voting in the referendum. § 212.055, Fla. Stat. A local government is required to place on the ballot a statement which includes a brief general description of the projects to be funded by the surtax and which conforms to the requirements of Florida Statutes § 101.161(1), which requires a ballot summary not exceeding 75 words in length of the chief purpose of the measure. The ballot title shall consist of a caption, not exceeding 15 words in length by which the measure is commonly referred to.

To adopt a discretionary sales tax, an independent certified public accountant shall conduct a performance audit of the program associated with the proposed surtax. The performance audit is done through the Office of Program Policy Analysis and Government Accountability. § 212.055(11) (b), Fla. Stat. *Florida Statutes* § 212.055(11) (c) defines the term "performance audit" as an examination of the program conducted according to applicable government auditing standards or auditing and evaluation standards of other appropriate authoritative bodies. At a minimum, a performance audit must include an examination of issues related to the following:

1. The economy, efficiency, or effectiveness of the program.
2. The structure or design of the program to accomplish its goals and objectives.
3. Alternative methods of providing program services or products.
4. Goals, objectives, and performance measures used by the program to monitor and report program accomplishments.
5. The accuracy or adequacy of public documents, reports, and requests prepared by the county or school district which relate to the program.
6. Compliance of the program with appropriate policies, rules, and laws.

Below is a tentative timeline if the Board decides to move forward with the surtax. We can fill in the proposed dates further once the calendar for BOCC meetings for 2024 is approved.

Page 1 of 3

5

FIGURE 6-6A: *The Deputy County Attorney briefed the County Administrator on the compliance requirements for the surtax and outlined a schedule of milestones to ensure the County met the requirements for placing the surtax referendum on the ballot for the November 5, 2024 election.*
Source: Martin County Attorney, Inter-Office Memorandum, October 17, 2023, p. 1.

Schedule for Sales Tax Referendum for November 5, 2024, General Election

Event	Recommended Date	Deadline	Authority
Advertise Ordinance	March/April -- 2024	_____ 2024, or at least 10 days prior to BCC Meeting	§ 125.66, Fla. Stat.
Adopt Ordinance	April --, 2024	May 6, 2024	§ 125.66, Fla. Stat. § 212.055(4)
Provide adopted Ordinance to Office of Program Policy Analysis and Government Accountability for performance audit of the program associated with the proposed surtax	April --, 2024 (at least 180 days before referendum)	May 9, 2024	§ 212.055(11)(a), Fla. Stat.
Notify and Provide Ballot Language to Supervisor of Elections	April --, 2024	August 23, 2024	Supervisor of Elections' Preparation of Ballot
Notify Department of State of Ordinance	April --, 2024	Within 10 days after Board approval	§ 125.66, Fla. Stat.
To Publisher for 1st Notice of Referendum for publication on Monday, September 30, 2024 (at least 30 days prior to referendum) (once in the fifth week and once in 3rd week before the referendum)	September 30, 2024	October 1, 2024	§ 100.342, Fla. Stat.
Performance Audit Report, including findings, recommendations, or other accompanying documents, published on County Website. (at least 60 days before referendum).	Upon Receipt of Audit Report from Office of Program Policy Analysis	September 5, 2024	§ 212.055(11)(b)(3)
To Publisher for 2nd Notice of Referendum for publications on Monday, October 14, 2023	October 14, 2024	October 15, 2024	§ 100.342, Fla. Stat.
Referendum	November 5, 2024	November 5, 2024	Election Day

Page **2** of **3**

6

FIGURE 6-6B: *Schedule of milestones prepared by the Deputy County Attorney to ensure the County meets the requirements and deadlines for placing the surtax referendum on the ballot for the November 5, 2024 election. Source: Martin County Attorney, Inter-Office Memorandum, October 17, 2023, p. 2.*

Action Summary Page

limited programs on the public beach south of the Indian RiverSide Park Fishing Pier during specified times.
Agenda Item: 24-0814

This item was approved by the first motion of the meeting.

BOARD AND COMMITTEE APPOINTMENTS

B&C-1 LIBRARY BOARD OF TRUSTEES APPOINTMENTS

After solicitation of applicants due to terms expiring, the Board is asked to make the necessary appointments to the Library Board of Trustees.
Agenda Item: 24-0606

RESOLUTION NO. 24-4.3

Administrative Services Program Coordinator Donna Gordon announced the appointment of Nelson Pole and Diane Tomasik to the Library Board of Trustees.

MOTION: A motion was made by Commissioner Heard, seconded by Commissioner Smith, to appoint Nelson Pole and Diane Tomasik to the Library Board of Trustees. The motion carried by the following vote:

Aye: 5 - Vice Chair Hetherington, Commissioner Smith, Chairman Jenkins II, Commissioner Heard, and Commissioner Ciampi

PUBLIC HEARING

PH-1 PUBLIC HEARING TO CONSIDER ADOPTION OF AN ORDINANCE CALLING FOR REFERENDUM ON A TEN-YEAR HALF-CENT SALES TAX FOR CONSERVATION LANDS

This agenda item brings forward a draft ordinance calling for a referendum on the question of whether to levy a ten-year one-half percent (one-half cent) local government infrastructure sales surtax for the acquisition of conservation lands to be placed on the November 5, 2024 General Election Ballot.
Agenda Item: 24-0744

ORDINANCE NO. 1221

County Attorney Sarah Woods presented the item to the Board.

Commissioner Hetherington reiterated that conservation easements would apply to Florida rural land to protect agricultural interest. She inquired about the composition of the oversight committee; and shared she would like to see more AG owners apart of the committee. County Attorney Sarah Woods stated the intent is to include a group whose primary focus is to acquire land and one whose purpose is preserving land.

Commissioner Smith agreed with Commissioner Hetherington's comments; he stated that he favors the idea of having available funding go towards land acquisition near existing parks.

Commissioner Ciampi agreed with having two AG representatives and remove the last

4/9/24 DRAFT Page 9 of 14

56

FIGURE 6-7: *Public hearing agenda item to discuss Ordinance Number 1221, authorizing placing the surtax referendum on the ballot for the November 5, 2024 election.*
Source: Draft Agenda for the BOCC meeting April 9, 2024.

MARTIN COUNTY – MANAGEMENT RESPONSE

MARTIN COUNTY
BOARD OF COUNTY COMMISSIONERS
2401 S.E. MONTEREY ROAD • STUART, FL 34996

DOUG SMITH	Commissioner, District 1	DON G. DONALDSON, P.E.	County Administrator
STACEY HETHERINGTON	Commissioner, District 2	SARAH W. WOODS	County Attorney
HAROLD E. JENKINS II	Commissioner, District 3		
SARAH HEARD	Commissioner, District 4	TELEPHONE	(772) 288-5400
EDWARD V. CIAMPI	Commissioner, District 5	WEBSITE	www.martin.fl.us

This document may be reproduced upon request in an alternative format by contacting the County ADA Coordinator (772) 320-3131, the County Administration Office (772) 288-5400, Florida Relay 711, or by completing our accessibility feedback form at www.martin.fl.us/accessibility-feedback.

August 26, 2024

McConnell & Jones, LLP
4828 Loop Central, Suite 1000
Houston, TX 77081

To Whom it May Concern:

Martin County appreciates the opportunity to respond to the performance audit performed by McConnell & Jones, LLP. The performance audit included an examination of 6 issue areas:

- economy, efficiency, or effectiveness of the program
- structure or design of the program
- alternative methods of providing program services or products
- goals, objectives, and performance measures
- accuracy or adequacy of public documents, reports, and requests prepared by the County
- compliance with appropriate policies, rules, and laws

Overall, the audit found that Martin County met expectations in 5 of the 6 areas and partially met expectations in 1 area. Those areas included 24 subtasks, of which the county met expectations in 19 and partially met expectations in 5. We are pleased that should the referendum pass, the performance audit found that of the Martin County programs within the administrative units that will receive funds through the referendum, proceeds will be used in accordance with s. 212.055(11), F.S., and Government Auditing Standards.

The Martin County Board of County Commissioners is proud of our long-standing efforts to be value and service driven, exercise sound financial management, and follow transparent and open government practices.

Martin County has no objections to the findings or recommendations provided in the report and will work to implement them. The analyses, recommendations, and examples provided in the report will assist the County as we work to enhance and strengthen existing policies and procedures.

Sincerely,

Don G. Donaldson, P.E., CFM

County Administrator