

# Office of Inspector General City of Jacksonville, Florida



## Management Review Ombudsman Case Record Review 2025-0112

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Matthew J. Lascell  
Inspector General

## Executive Summary

In September 2025, the City of Jacksonville (COJ) Office of Inspector General (OIG) initiated a review to analyze case records for the COJ Office of Ombudsman (OMB), with a particular focus on their Case Management Intake Process. The OIG requested the OMB to provide completed electronic case files for their closed cases during Fiscal Year 2024 (FY24) and Fiscal Year 2025 (FY25).

The goal of this review was to determine if the OMB followed its internal policies regarding its Case Management Intake Process and to evaluate case records to determine if the OIG could offer assistance, where applicable. The OIG reviewed a total of 362 closed cases: 187 cases in FY24 and 175 in FY25.

## Background

The OMB was established pursuant to COJ Ordinance and is a clearinghouse for contractual compliance issues. The OMB was created to ensure that the city's various agencies, participating independent authorities, and vendor community receive an opportunity to be heard through a process devoted to the timely resolution of issues associated with post-award contractual complaints, such as payment or performance disputes.

The OMB's mission is to promote contractual fairness, equity, and administrative accountability through communication, documentation, and, if necessary, mediation.

## Governing Directives and Review Determination

### Complaint Management Intake Process

According to the OMB's Standard Operating Procedures (SOP), revised May 5, 2025, the purpose of their Complaint Management Intake Process is to determine what the complainant's issue and concern is and how to resolve it. Additionally, the OMB assesses complaints during its Case Management Intake Process to determine if the complaint is within its authority:

Reasons for filing a complaint with the City of Jacksonville Office of Ombudsman in regards to a project owned by the City of Jacksonville ("COJ"), Jacksonville Airport Authority ("JAA"), Jacksonville Electric Authority ("JEA"), Jacksonville Transportation Authority ("JTA") and JaxPort ("JPA") will be as follows:

- Non-payment from the prime contractor
- Work is performed outside of the specifications
- Contractor performance dispute
- Non-compliance issues regarding contracts
- Substitution of a JSEB subcontractor

If a JSEB is involved, our office will notify the organization that has generated the contract.

Upon review of the case records received, the OIG determined that the OMB adequately and efficiently reviewed every intake to ensure the complaint was within its office's authority. Whether the complaint was accepted or denied, the OMB provided notification to all parties involved, as per their SOP.

### **Investigation**

#### **Investigation:**

Once the complaint is accepted, our office will begin the process of a formal investigation. Although the formal investigation can be complex and time consuming we will keep you informed.

If the complaint is within their authority, the OMB determines if it should initiate an Inquiry Investigation Process, where the OMB investigates the inquiry to resolution, or a more intensive Complaint Investigative Process, where the OMB contacts all parties involved for additional information and either continues to track the issue until resolution or identifies discrepancies and proceeds to a Mediation Process.

- If there are discrepancies between the parties involved, the Mediation Process occurs to settle the dispute. If the dispute has not been settled, the OMB advises the parties involved to seek legal counsel outside of the OMB.

The OIG reviewed all case files and determined that the OMB requested all necessary documentation in order to assess each complaint thoroughly. Regarding disputes, the OMB successfully mediated discrepancies, and both parties were notified of the resolution, and any recommendations provided were clear and succinct.

### **Investigation Types**

The OMB identifies its investigations via the categories below:

- Complaint types:
  - Non-payment
  - Non-compliance
- Changes to the schedule of participation:
  - Request to add an additional subcontractor
  - JSEB substitution
- Section 3

### Section 3

Section 3 is a provision of the Housing and Urban Development (HUD) Act of 1968 that helps foster local economic development, neighborhood economic improvement, and individual self-sufficiency. The Section 3 program requires that recipients of certain HUD financial assistance, to the greatest extent possible, provide training, employment, contracting and other economic opportunities to low- and very low-income persons, especially recipients of government assistance for housing, and to businesses that provide economic opportunities to low- and very low-income persons. If you are a recipient of government assistance for housing or if your household income falls below [HUD's income limits](#), you may qualify as a Section 3 resident or Section 3 business concern.

Section 3 residents, businesses, or a representative for either may file complaints if they believe a violation of Section 3 requirements has occurred where a HUD-funded project is planned or underway.

The OMB complaint investigation categories can occur between:

- Vendor to Vendor
- Vendor to Sub
- Sub to Sub
- Prime Contractor to Sub
- Citizen to Vendor
- COJ to Vendor
- COJ to Prime Contractor
- Etc.

During the OIG's extensive review of the 362 cases, our office identified the above complaint investigation categories, with the majority of the complaints being non-payment issues during both FY24 and FY25, 140 and 136, respectively. Poor performance by vendors utilized by COJ and additional repairs required for citizens entitled to Section 3, also had multiple complaint submissions.

### Case Tracking System

According to the SOP, the OMB states:

*"Case file intake sheets must be updated with progress and detailed notes on each case."*

The OIG determined that every case evaluated had an intake sheet and an activity log, which included detailed updates with corresponding dates. The OMB's case tracking system is efficient and well organized, which made the case review process very smooth to assess. Due to the OMB's thorough activity log, this ensures they can track progress with detailed notes and updates, which leads to an efficient review if any of their steps have been missed before closing their cases.

### **Case Timeframe**

The timeframe to complete OMB cases is on a case-by-case basis, with the more complex cases requiring additional time. Of the 362 cases reviewed, the OMB completed their cases in a timely fashion. Predominantly, most cases were completed with a successful resolution within one to four weeks. Their complex cases took additional time due to the complex nature, such as vendor bid disputes and citizen against vendor complaints regarding Section 3. These cases take additional time due to OMB staff or COJ departments requiring involvement to conduct field review inspections of the issues and concerns reported.

The OIG contacted Angie Dixon, COJ Ombudsman, regarding case timeframe completions and Ms. Dixon responded with the below verbatim:

Since the complaints vary (compliance/payment) and may require different attention we don't have policy with a completion date. We can complete in 1 day to as long as 6 months. For example, a payment issue may involve a system glitch and may take longer to close versus a payment issue that has not been paid because it was not receipted. I have attached our office SOP.

Please feel free to call if you should have any questions.

Best Regards,

**Angie Dixon, City of Jacksonville Ombudsman**

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Ms. Dixon's response aligned with the OIG's determination during the OMB case record review.

### **Findings**

As a result of the OIG's review, the OMB is following policy and procedure based on their SOP related to their Complaint Management Intake Process. The OMB mitigated hundreds of non-compliance, non-payment, and vendor performance-related issues with all leading to successful resolutions and recommendations with case closures. The OMB provided notifications to all parties involved during and upon completion of their review. Their electronic case files are thorough and well-organized, and their case tracking system navigates each step taken within each case.

The OMB complied with the OIG's case record review and was helpful to assist with any inquiries about the review. The OIG appreciated OMB's staff cooperation and teamwork.

### Management's Response

The OIG provided the OMB with an opportunity to submit a written response to the findings in this management review within ten (10) business days. Their response is as follows:

Good morning,  
Thank you for the review. The Office of the Ombudsman appreciate the thorough and professional work that the Office of the Inspector General performs.

Kind Regards,

**Angie Dixon, City of Jacksonville Ombudsman**  
Department of Administrative Services | Office of the Ombudsman

### Inspector General Standards

This report/review has been conducted in accordance with the ASSOCIATION OF INSPECTORS GENERAL Principles and Quality Standards for Investigations.

*“Enhancing Public Trust in Government Through Independent and Responsible Oversight”*

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