

**OFFICE OF THE CITY COUNCIL**

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**SPECIAL BUDGET ANALYSIS COMMITTEE MINUTES**

**April 17, 2014**

**3:00 p.m.**

**City Hall**

**117 W. Duval St., 1st Floor**

**Committee Room B**

**Attendance:** Council Members Clay Yarborough (Chair), Reggie Brown – Arr. 3:26p, Richard Clark, Warren Jones – Arr. 3:32p, Robin Lumb, Don Redman, Matt Schellenberg – Arr. 3:37p

**Excused:**

**Also**: Kirk Sherman – Council Auditor’s Office;Peggy Sidman – General Counsel Office; Paula Shoup– Legislative Services Division; Yvonne Mitchell – Council Research

See attached sign-in sheet for additional attendees.

Council Member Yarborough called the meeting to order at 3:10 p.m.

**Jacksonville Sheriff’s Office Overview – Sheriff John Rutherford**

JSO department directors meet monthly to review the budget and its impact. Sheriff Rutherford provided a brief overview of the budget and overall challenges followed by presentations from each department director.

JSO FY14 budget is $389,234,770. The biggest expense is salaries and benefits at 85.6% ($333,193,317). It should be noted that $79.54 million (23.87%) of salaries and benefits is the City’s unfunded liability. JSO authorized personnel includes 1603 police, 785 corrections, and 651civilian employees. There is 672,047 part time hours; it is expected to save approximately $400,000 moving into next year’s budget.

Sheriff Rutherford commented that in 2008, JSO began hiring additional officers through Jacksonville Journey to address the heighten level of violent incidents. The increase in officers significantly impacted the number of violent crimes resulting in Jacksonville reaching its lowest crime numbers and murder rate in over forty years in 2011. During this time, 147 officers and 92 community service officers were released due to budget cuts which have begun a steady climb in the crime rate once again.

Year Officers #of Violent Incidents

2008 1,744 8,032

2009 1,750 6,772

Year Officers #of Violent Incidents

2010 1,720 5,469

2011 1,679 5,182

2012 1,603 5,189

2013 1,603 5,246

Sheriff Rutherford reported that Jacksonville is on the high end of the scale as it relates to population of other cities in Florida; and the low end of scale in police per capita spending. Jacksonville has 1.95 officers per 1000 citizens which is less than several other large cities. The number of calls for service per sworn officer is 583. Response times are comprised of three elements: amount of time to receive, amount of time to dispatch, and amount of time to respond to call. The patrol travel time continues to increase because there are fewer officers available to respond. Since 2011, the response time has increased a total of 1.15 minutes; unfortunately is continuously getting longer. Currently, JSO’s response time is 8.26 minutes. The nationally accepted time is seven (7) minutes. The statistics show that Jacksonville’s crime rate is declining except for the UCR Part 1 offenses (violent crimes) where we rank fifth in the state with populations greater than 250,000. JSO has been commended for effective and efficient service while working grossly understaffed. Intelligence Led Policing and LEAN are the two initiatives utilized by JSO that contribute to their quality of service. However, in order to considerably impact the increasing violent crime rate additional officers are needed. Sheriff Rutherford stated the decline in the crime rate can be contributed to the ongoing approach of prevention and intervention within the community. The third approach is enforcement which needs adequate personnel to assist with getting violent criminals of the street and ultimately saving lives. Thus far, JSO’s murder count is 71 with an expectation of reaching 100 before end of year. A number of cuts were down in Operation Safe Streets (OSS) which concentrated on the hot spots identified (currently 83) in Jacksonville were additional officers presence would greatly impact crime in the area.

Sheriff Rutherford’s goal is to hire an additional forty (40) police officers and forty (40) community service officer recruits in next year’s budget which is about $8.1 million. This amount will cover the entire expense of outfitting the new officers, providing necessary equipment, and purchasing vehicles for community service officers. The challenges faced by JSO include the pension, personnel, fleet, facilities and homeless individuals. Sheriff Rutherford suggests that homeless individuals are no longer released downtown. He recommends a homeless shelter and misdemeanor releasing center be constructed on City property near Highway 301. The concept involves homeless individuals that are not service ready (living in woods throughout the community) would have option of being be released on Hwy 301 or obtaining assistance from the shelter instead of being released downtown.

There was detailed conversation about the matrix and the importance of numbers like per capita being compared county to county versus county to cities. **CM Brown requested information on employees that had more than 20 years and less than 25 years of service that were not in the DROP program**. Sheriff Rutherford stated next year’s budget would have a reduction of $1.2 million in salaries as a result of DROP program. He explained that almost 100% of employees that reach 20 years are enrolling in DROP program due to uncertainty.

Sheriff Rutherford stated that JSO has 20 assistant chiefs that are needed for the efficiency of the department. He commented that civil citation process needs to be utilized although clarity needs to be determined between public affray and battery. Information was provided that School Board does not recognize public affray. Any physical altercation is considered battery although from a criminal justice aspect, it could be deemed public affray. It was suggested that State Attorney’s Office, School Board and JSO meet for discussion before Tuesday’s Council meeting. There was discussion about a Memorandum of Understanding involving the State Attorney’s Office and JSO. Ms. Peggy Sidman reported that an MOU had been filed with Legislative Services although it has not been signed by Angela Corey, State Attorney.

**Department of Personnel & Profession Standards – Director A.M. Smith**

This department handles time and attendance for payroll for over 3500 employees annually; process applications for all civilian, police emergency communications officers, part time bailiff and health positions for JSO; coordinates all internal promotional testing; and processes all injury on duty/workers comp, random drug testing and requests for temporary limited duty assignments.

The **Personnel Division** received 2464 applications for employment in 2013 for non-sworn FTE positions of which 1642 did not meet the minimum requirements. JSO has very strict hiring standards. It takes about 4 to 6 week to hire a new employee. The issues with filing vacancies are non-competitive salaries and in-depth background investigations on candidate. In 2013, the police sergeant and lieutenant promotional exams were administered. There were 525 employees sent for random drug screen as part of the ongoing policy to maintain compliance with zero tolerance.

The **Professional Standards Division** handled 791 complaints through Internal Affairs which generated from inside and outside of the agency. Sixteen percent of all the complaints were deemed sustained. JSO has maintained Triple Crown status since 1997 – one of only 44 agencies in the nation to have ever held this honor. JSO maintains five accreditations which assist with avoiding civil suits with over 1200 standards that meet best practices. All JSO policies are reviewed once annually; 557 were revised in 2013. The Continuous Improvement Unit seeks out opportunities to eliminate waste, improve processes and add value to services LEAN Consortium. The unit has reduced the felony registration time down to minimum of 84%, standardized substations and improved the employee suggestion process. **CM Yarborough requested the number of employee suggestions that have been implemented.** This division oversees the Northeast Florida Fusion Center which is a collaborative effort of state and federal agencies working to identify, prevent and respond to criminal and terrorist activity. The training academy is Northeast Florida’s designated Region 5 facility. The academy provided training to 7085 officers in 2013. The firing range was utilized by more than 5500 people not including the SWAT team weekly visits and officers requalifying every six months. The facility needs significant repairs. One trailer is inhabitable due to black mole.

The academy received 2490 applications for police, corrections and court bailiffs’ positions in 2013. There were fifty-seven (57) officers hired out of 872 police officer applications. It takes about 11 months to train an officer from day 1 of the academy to solo assignment. As with civilian recruiting, the same challenges are present with sworn and corrections hiring with agency’s high standards and qualifications. The Inspections Unit primary function is staff inspections. There were 667 polygraph exams completed in 2013 of which 517 were pre-employment exams. Information System Management Unit provides sensitive security law enforcement specific technology; supports all hardware, software and supporting equipment for over 3000 employees; and supports 170 in-house applications and processes. ISM unit is JSO specific although they collaborate with City ITD. The Crime Analysis Unit provides innovative strategies for analysis of crime patterns/series/trends, investigative case support and operational analysis at real-time events (Cherish Perriwinkle case, SWAT callouts, 1Spark, etc.)

**CM Brown requested the demographics of employees tested for promotional exams.** Sheriff Rutherford proposed that the Civil Service Rules be revised on promotional exams to relax the 2 year life span of list and allow selection from the top 25%. He commented this change would increase the quality of supervisory personnel across the board. JSO is actually seeking applicants of diversity to accommodate the growth of our population. Director Smith reported that an ad is coming out soon in the Hispanic magazine and radio actively seeking possible employees. **Sheriff Rutherford agreed to submit the committee JSO’s minority breakdown.**

**Department of Police Services – Director C.J. Hladki**

This department is comprised of organizational functions that provide vitally important support services that complement law enforcement efforts. An employee assigned to Police Services is routinely the first point of contact for a citizen requiring police assistance. The two divisions in this department are Support Services and Budget & Management with both headed by a division chief.

The **Budget & Management Division** is comprised of 14 civilian positions performing various accounting functions including contract management, facilities proposed legislation for City Council consideration, trust fund/grant management and reporting.

The **Support Services Division** has several sections: Central Records, Communications, Civil Process Unit, Court Security, Supply & Inventory Management Unit, Mailroom & Receiving Unit and Building Security Unit. The Communications Section (911) is the primary PSAP (Public Safety Answering Point) for Duval County. They handled approximately 1.5 million calls (emergency & non-emergency) that dialed into the system. The average is 4200 daily. Communications utilizes a telephone translator services to assist with calls with a language barrier. The training program for this section has about a 50% dropout rate due to the highly technical and multi-tasking duties of the position. Training for this position ranges from six to eight months before being released solo. In the Civil Process Unit enforceable writs have to be delivered by a deputy sheriff; non-enforceable writs are outsourced. **Director Hladki stated she would forward the missing pages from this section to the committee.** JSO inventory has 1951 vehicles of which 58% are assigned marked cars. The Court Security Section provides sworn and civilian security staffing for approximately 45 courtrooms daily. **CM Brown requested information about the average salary for communications operators.**

**Department of Patrol & Enforcement – Director Mike Williams**

This department is the largest operational portion within the agency. There are three divisions: Community Affairs/Special Events, Patrol East and Patrol West.

**Patrol East** has 540 officers which covers population of 466,378. The calls for service average 1043 daily with a response time of 8.16 minutes (average). Patrol East covers Zones 1, 2, and 3. The units assigned in Patrol East are Offender Tracking Unit, Emergency Preparedness Unit, Field Training Unit and Reserve Unit. The Reserve Unit are state qualified reserve officers serving as volunteers as a “force multiplier” for our community. In 2013, 88 reserve officers contributed to 29,772 hours of service, a contribution of over $1.7 million based upon an officer’s salary.

**Patrol West** has 521 officers which covers a population of 356,831. The calls for service average 985 daily with a response time of 8.59 minutes (average). Patrol West covers Zones 4, 5, and 6. The function of Operation Safe Streets (OSS) is under Patrol West. OSS is responsible for creation and implementation of crime reduction strategies for the city’s most challenging areas. Overall the daily calls are 2028 with an average response time of 8.37 minutes.

The challenges for Patrol & Enforcement are personnel, fleet issues and identified hot spots. The addition of more officers would improve the response time and increase safety. As it pertains to hot spots, OSS is in the communities to address the issues and provide solutions such as changing direction (flow of traffic) on the certain roads to minimize activity.

There was extensive dialogue involving officers with cars that live outside of the county; life expectancy of vehicles; and public perception of take home cars. Director Williams provided detailed information about the Take Home Car program and its benefits. A total of 385 officers with cars live outside the county. He reported that officers outside of 10 mile radius from the county must park the vehicle inside the county. There are 35 officers with cars that live outside the 10 mile radius. **CM Brown requested comparison of vehicles not being utilized outside the county to determine any savings and changes in vehicle life expectancy.** It was suggested that JSO market the benefits of the program better to the community in order to minimize negative perceptions from the public. Sheriff Rutherford reported that officers with cars are charged $25 per pay day, $190,000 annually. **CM Schellenberg requested the number of officers that worked One Spark event.**

**Community Affairs/Special Events** has 74 sworn personnel. This division provides community outreach; crime prevention seminars; oversees school crossing guard program; regulates towing and impounding of vehicles; completes reporting requirements on case filed directly with the State Attorney’s Office; manages secondary employment operation; and other various duties. The police Athletic League, Marine Unit and Traffic Infraction Enforcement Unit are assigned in this division. There is a Jacksonville Housing Authority Liaison Unit and Crime Free Multi-Housing Unit with primary responsibility is developing strategies to reduce crime within housing communities and lodging establishments. The Special Events Unit oversees and staffs 35 large events each year that utilize over 50 officers and have more than 25,000 citizens participating and/or present. JSO does not get reimbursed by any entity for services rendered. SMG compensate officers that work inside of the venue.

**Department of Investigations & Homeland Security – Director T.R. Hackney**

This department has a total of 388 authorized personnel. The Investigation Division has two units: Crimes Against Persons and Crimes Against Property. Homeland Security Division has two units: Homeland Security and Narcotics & Vice. Director Hackney provided a brief summary of services of each section. The Special Assault Unit is combination of Sex Crimes, Elder & Child Abuse and InVest. The Crime Scene Unite responded to 5949 calls for service. The SWAT team had 20 call outs and 41 high risk warrants. There various narcotics squads including four tactical, mid-level and long term. The prescription drug squad arrested 36 medical professionals and seized 700 pounds of drugs from drop boxes. The Internet Crime Against Children Unit received 204 Cyber Tips and made 59 arrests through Chat Operation. Director Hackney explained that Jacksonville is above the national average clearance rate for all cases.

**Department of Corrections – Director T.H. Wildes**

Corrections has 788 certified, 18 civilian support and 69 medical personnel. There are three facilities: Pre-trail Detention Facility, Community Transition Center and Montgomery Correctional Center. The average daily inmate population is 3386. Total meals prepared equal 3,747,681 at rate $1.30 (per meal). All abled body inmates sentenced to county time are required to provide service to JSO, COJ and non-profit organizations. Inmate labor savings totaled $13,745,175.80. The Jacksonville Reentry Center provides triage services for offenders convicted, sentenced and returning to Duval County. The Pretrial Services Unit is housed at JREC and supervised 1900 pretrial defendants avoiding incarceration costs for low-risk offenders. In order to be more efficient in savings and prevent building an additional facility, PTDF added a third bunk in inmate cells. The Corrections Departments offers prevention and intervention services to inmates while incarcerated such as job readiness programs, substance abuse treatment, and critical thinking classes. Health Services provides medical, mental health and dental care the inmate population. Every inmate admitted is screened for medical and mental health issues by the medical personnel. The medical staff is comprised of physicians, middle level providers, nurses, mental health counselors, dentists and dental assistants. The challenges include tremendous civil liability, infectious disease control, rising cost of prescription medication and aging inmate population. Director Wildes stated recommendations from the JCCI study will address handling persons with the mental health issues. Currently, JSO has Crisis Intervention officers that are trained to respond to divert possible arrest, if appropriate. Special housing is available for these individuals for their safety.

Sheriff Rutherford stated the Department of Corrections is one of the best in country. DOC has several different national models including JREC. The impact of DOC’s prevention and intervention approach shows a decline in the recidivism rate from 37% to 30%. These numbers support that attempting to change behavior and not just control it because we want the inmates to return to our communities’ better citizens.

The committee agreed that one of its recommendations should be that all new Council members are provided detailed overviews to accelerate the learning curve of individual departments.

**Public Comment**

Mr. Joseph Strasser complemented Sheriff Rutherford on various selections of directors that represent diversity. He supports spending within the budget for control.

There being no further business, the meeting was adjourned at 6:15p.

Yvonne P. Mitchell, Council Research Division (904) 630-1679

Posted 04.23.14 10:00 a.m.