

**OFFICE OF THE CITY COUNCIL**

117 WEST DUVAL STREET, SUITE 425

4TH FLOOR, CITY HALL

JACKSONVILLE, FLORIDA 32202

904-630-1377

**FINANCE COMMITTEE BUDGET WRAP-UP MEETING MINUTES**

**August 25, 2017**

**9:00 a.m.**

**Location:** City Council Chamber, City Hall – St. James Building; 117 West Duval Street,

**In attendance:** Council Members Garrett Dennis (Chair), Danny Becton, Lori Boyer, Katrina Brown, Reggie Brown, Reggie Gaffney, Matt Schellenberg

**Also**: Council Members Aaron Bowman, Sam Newby (arr. 9:16), Greg Anderson (arr. 11:30); Peggy Sidman and Paige Johnston – Office of General Counsel; Kyle Billy, Brian Parks, Phillip Peterson, Heather Reber - Council Auditor’s Office; Crystal Shemwell and Katrin McDonald – Legislative Services Division; Sam Mousa, Ali Korman Shelton and Jordan Elsbury – Mayor’s Office; Mike Weinstein and Angela Moyer – Finance and Administration Department; Jeff Clements – Council Research Division

**Meeting Convened**: 9:03 a.m.

Chairman Dennis convened the meeting and the attendees introduced themselves for the record. Mr. Dennis announced that the enhancement requests would be taken up after the wrap-up items are all completed, but introduced Chief Judge Mark Mahon to explain his courthouse enhancement requests at the start of the meeting.

Brian Parks reported that the Special Council Reserve fund balance stands at $2,923,168.

**Page references from this point refer to Auditor’s Budget Wrap-Up and Enhancements Meeting handout.**

Chief Judge Mahon explained his Court Administration enhancement requests #4a, b and c on page 2 of the Auditor’s handout, plus an additional request of $162,500 for Adult Drug Court client services. Council Member Boyer asked questions about the timing of the federal drug court grant for which the court system has applied and the effect of the City’s appropriation on that grant process. Mike Smith, the IT director for the courthouse, explained the transition from desktop to portable tablet computers and the reduction in the overall number of computers in court operations. The Chief Judge ranked the drug court allocation as his top priority, followed by the tablet computers (4a), furniture replacement (4b) and additional professional services for appeal cases (4c).

**Motion** (Boyer): approve Chief Judge Mahon’s request for enhancements of $162,500 for drug court services, $20,508 for computer tablet purchases, and $10,508 for courthouse furniture replacement – **approved**.

Wrap-up Items

ITD 5-Year I-Tech Plan

Budget Officer Angela Moyer distributed and discussed the ITD 5-Year I-Tech Plan, highlighting the items that were in last year’s I-Tech Plan but have been removed from this year’s edition. Ken Lathrop, Chief of the Information Technology Division, gave details on the projects being removed, some of which need further research, others of which will be incorporated in the new citywide ERP system being procured, and others of which were determined to be more expensive than projected. Mr. Lathrop also reviewed the projects that are new to the I-Tech plan for FY17-18. In response to a question from Chairman Dennis, Ms. Moyer stated that the JFRD mobile radio replacement project and unified CAD project are the two items in the I-Tech that relate to the Mayor’s Safer Neighborhoods Initiative, but are needed independent of the proposed construction of a new emergency communication building. No further action was needed on the I-Tech plan.

Edward Waters College capital projects

**Motion** (Schellenberg for Dennis): amend the scope of work for the community field project to include gateway signage for Edward Waters College within that scope similar to a photograph Mr. Dennis distributed -

Chief Administrative Officer Sam Mousa said that judging by the photograph, the cost of the proposed sign would exceed available resources in the stadium project budget. Council Member Boyer suggested that other available capital funding sources be explored to install context-appropriate gateway signage for the neighborhood (not EWC-specific). In response to a question, Mr. Mousa reviewed the recent Office of General Counsel opinion that found that the two EWC projects serve legitimate public purposes and are eligible for City funding, but do not belong in the City’s CIP because they are not City assets. Council Member Becton argued that there are many other more worthwhile projects (i.e. water and sewer extensions) that would benefit neighborhoods more than dormitories and a stadium for a private college. Other committee members advocated for the projects to improve neighborhood pride and safety.

Council Member Schellenberg **withdrew his motion** to add gateway signage to the project scope.

Mr. Mousa read into the record a list of bullet points to be included in a grant and joint use agreement with the college for the stadium and student housing projects. Ms. Boyer requested that the City review and comment on the building plans to ensure their durability and suitability. Kyle Billy posed several questions about potential reverter clauses and length of public access. Mr. Mousa will confer with the Council Auditor and Office of General Counsel to perfect a joint use agreement. Mr. Billy recommended that language be inserted in the budget ordinance to reference the grant and joint use agreement.

**Motion** (Boyer): approve wrap-up item #9 to authorize the Mayor to enter into grant and joint use agreements, including a 10-year reverter clause in the grant and joint use agreement with regard to the student housing providing that if the building is sold to a private, for-profit entity within the first 10 years, the City will recoup a proportional share of its investment in that building; also include language in the budget to reference the grant and joint use agreement – **approved**.

Regarding joint use agreements, Council Member R. Brown pointed out a problem with a recent decision by the principal of Staunton High School to exclude the general public from using the school’s athletic facilities, despite the fact that the City allows the Staunton baseball team to play its games at J.P. Small Ballpark. He believes that reciprocity should be the rule – if the school uses City parks, the public should be able to utilize school facilities for recreation. Director of Parks, Recreation and Entertainment Daryl Joseph said that the City does not have joint use agreements with Staunton High School either for the public to use the school’s facilities (i.e. the track) or for the school to use J.P. Small Ballpark for its baseball team.

Jacksonville Sheriff’s Office

Sheriff Mike Williams explained the need for the 100 additional officers proposed in the budget and described how they would be assigned and described the timing of the recruit hiring and training process. In response to a question, Sheriff Williams noted that the addition of new officers will not change the JSO’s call priority ranking system and some calls will always take longer for response than others. Asked to respond to the results of a survey reported in the *Florida Times-Union* this week indicating that a substantial proportion of City residents responding to the poll support the addition of 100 police officers in the budget, Sheriff Williams said that he has not studied the polling results and didn’t know how or why it was conducted. His proposal to add the additional officers is based on the crime statistics of the city and the general consensus he hears throughout his interactions with the community that more officers are needed to combat crime.

Council Member K. Brown said that she has recently gotten communications from police officers implying that she is not supportive of the Sheriff’s Office or law enforcement officers, which is absolutely untrue. She recognizes that there are different opinions in the community about the Sheriff’s Office. Council Member Boyer echoed Ms. Brown’s concern about council members receiving criticism from JSO officers via e-mail and social media for asking questions about the JSO budget and the proposal to add new officers. The Council has an important role to play in weighing all of the community’s priorities against one another and allocating limited funds to the most important needs. Council Member R. Brown lamented the politicization of budget issues and unwarranted criticism of council members for doing their jobs. Sheriff Williams said that the JSO under his administration is developing a good track record of reacting to community concerns and addressing issues as they arise, which he hopes is building credibility. He agreed with the sentiment that the Council, Mayor and JSO need to be on the same page in representing the community’s needs.

Sheriff Williams distributed and briefly discussed a packet of materials responding to questions posed by the committee at its earlier discussion of the JSO budget. Council Member Boyer posed several questions for the Sheriff to consider during the lunch recess and respond to when the meeting resumes in the afternoon session, including allocations to the Police Athletic League, specific equipment requests, and park security issues. Council Member R. Brown also requested information on the cost to increase the use of inmate labor for Public Works right-of-way projects, suggestions for how the state law needs to be changed to address loitering on private property, and the cost to establish a new PAL center on the Westside. Council Member K. Brown asked for information on school crossing guard needs. Chairman Dennis asked for the Sheriff’s opinion on college police forces and detailed information on the cost of training and hiring a class of officers.

**The committee was in recess from 11:51 p.m. to 1:18 p.m.**

Heather Reber of the Council Auditor’s Office distributed and discussed JSO hiring class numbers over the past 2 fiscal years and projected to the upcoming fiscal year and how the number of officers graduating from the police academy matched up with the number of position vacancies in the department. Council Member Boyer asked about the maximum “through-put” of the training system; Sheriff Williams said that the department could offer multiple classes simultaneously (which it has not previously done) in order to increase capacity and bring officers online more quickly and described the department’s plans for academy classes in FY17-18.

**Motion** (Boyer): on Wrap-Up Items 2(a)(i) and (ii), bring the 100 new JSO positions “above the line” and allocate funding for 40 positions for 6 months, 40 positions for 3 months, and leave 20 positions unfunded for the fiscal year – **approved**.

**Motion** (Boyer): bring the $12 million for prisoner health care services “above the line”, but request that the Sheriff commit not to expend the funds for at least 4 months while additional options for out-sourcing are explored -

Sheriff Williams expressed reservations about the additional 4-month delay, which, if followed by the usual procurement process, could stretch to nearly a year, which is too long. Mr. Mousa reported that the administration has had discussions with UF Health Jacksonville which initially indicated interest in taking on this task, but upon further consideration decided that it was not interested. Mr. Mousa said that the next two months could be used to explore other provider options, but he knows of no other parties potentially interested in providing this service. The committee decided to leave the $12 million for prisoner health care “below the line” in the budget to be appropriated at a later date. Sheriff Williams offered to meet with an appropriate Council committee at a later date to discuss prisoner health care in more detail and explore other options. The Finance Committee of September 19th was chosen for that discussion.

Regarding the increases in the budget for the Personnel and Professional Standards Division over the past 2 years, Ms. Moyer said that reorganizations in the Sheriff’s Office transferred 2 functions into that division from other locations, which accounts for the vast majority of the funding increase.

Sheriff Williams said that there are many camera systems and capabilities available in the marketplace that can meet several different needs, and a decision on camera policies and desired capabilities requires a policy discussion and an adopted strategy. He doesn’t think a major camera initiative should be undertaken without first having that policy discussion and getting citizen buy-in. Council Member R. Brown recommended that the $500,000 in this year’s budget be used in selected park locations while the larger discussion takes place.

Council Member Boyer told the Sheriff that the community and Council are prioritizing safety in parks as a top community priority and asked him to explain how the JSO is addressing that priority. Sheriff Williams described having officers meet with their zone commanders at parks to increase visibility and efforts to partner with athletic associations to make a visible show of security. With regard to private security officers in parks, the Sheriff said that there needs to be a clear understanding of the duties and limitations of those private personnel. In response to a suggestion from Council Member R. Brown about the potential of using community service officers in the parks, Sheriff Williams said that they are not trained to handle that task (i.e. dealing with physical confrontations).

**Motion** (Boyer): add $36,000 revenue to Sheriff’s Fines and Forfeitures account from sale of seized assets – **approved**.

**Motion** (Boyer): increase the JSO lapse amount by $750,000 to more closely reflect historical trends -

**Motion** (Boyer): increase the JSO lapse amount by $500,000 to more closely reflect historical trends – **approved**.

Council Member Boyer asked the Sheriff about the increase in the PAL budget from FY16-17 and asked for clarification about the number of PAL employees and what the JSO would do with an additional $500,000 if it was available. She suggested putting $500,000 “below the line” for future appropriation after the PAL board has time to consider options and priorities. Chairman Dennis suggested having PAL coordinate with the Parks and Recreation Department to activate some of the closed community centers discussed at an earlier meeting.

**Motion** (Boyer): move 50% of the funding for the 100 new officers ($874,606) “below the line” in a designated Sheriff’s Office contingency pending appropriation at a future date after Council has had the opportunity to review the JSO’s hiring and training success by the end of calendar year 2017 – **approved 6-1** (Schellenberg opposed).

Sheriff Williams explained the process by which police academy classes are assembled and scheduled, which depends on the number of vacancies in the department. Classes aren’t begun until the number of vacancies in the department is determined to be sufficient 11 months in the future to absorb the full class of graduates at that time. The committee expressed its expectation that training classes (preferably 2 or 3) will begin by the end of calendar year 2017, which will trigger the release of the additional funds.

Council Member R. Brown asked General Counsel Jason Gabriel to convene a meeting at the September 19th Finance Committee meeting with the Planning and Development Department, Sheriff’s Office, Mayor’s Office, State Attorney and any other relevant entities to discuss internet café regulation. Deputy General Counsel Peggy Sidman reminded that committee that

**Motion** (Boyer): move $28,462,716 for the JSO Personnel and Professional Standards Division “above the line” – **approved**.

Health Department

Antonio Nichols of the Duval County Health Department discussed the budget request of a $150,000 increase for the Wesconnett Westside Area, explaining that the increase is for staff salaries for expanded service provision and is not, as has been alleged, to make up for rent no longer being collected by the Health Department because of the departure of a non-profit health care agency that formerly rented the space.

**Motion**: move the $150,000 increase for the Wesconnett Westside Area site “above the line” – **approved**.

Supervisor of Elections

**Motion:** on p. 1, approve Auditor’s recommendation #4bi to decrease part-time salaries by $30,800 to realign staffing costs for early voting sites – **approved**.

**Motion:** on p. 1, approve Auditor’s recommendation #4bii to remove $18,992 and 3,080 part-time hours associated with overtime and security costs for early voting sites at libraries during non-business hours – **approved**.

**Motion**: on p. 1, approve Auditor’s recommendation #4a to move the SOE’s budget “above the line” – approved.

Parks, Recreation and Community Services

**Motion:** on p. 1, approve the administration’s request #5a to add 3,480 part-time hours to the After School and Summer Safe Spaces program – **approved**.

Southbank Tax Increment District

**Motion**: on p. 1, approve Auditor’s recommendation #6b to decrease the transfer from the tax increment district to the General Fund/GSD by $2,500 (cost of the external audit), offset with an increase to JEA Southside Generating Station Public Infrastructure in the TID and a negative impact to Special Council Contingency in the General Fund/GSD – **approved**.

Mission Springs Apartments Payment in Lieu of Taxes

Earlier in 2017 the City Council approved issuance of housing revenue bonds by the Capital Trust Agency for purchase and renovation of the Mission Springs Apartments, which will generate revenue to the City and school district in the form of payments in lieu of taxes contributed by the non-taxable owner of the complex. The revenue from this contribution needs to be appropriated.

**Motion**: on p. 1, approve Auditor’s recommendations #8 a and 8b to budget for partial-year revenue of $100,112 and to appropriate that revenue to the Duval County Schools ($36,681) and to City cash carryover ($63,431) pending further appropriation – **approved**.

Driver’s Education Trust

Tia Leathers, Director of the Parent Academy for the Duval County Public Schools, answered questions from Council Member Brown about the School Board’s support for afterschool programs.

Tuition Reimbursement

Brian Parks suggested that the committee could use FY16-17 fund balance from the contingency for collective bargaining as a funding source to add the desired tuition reimbursement.

**Motion** (Schellenberg for Dennis): appropriate $200,000 from FY16-17 fund balance to fund tuition reimbursement for City employees (separate from the collective bargaining tuition reimbursement pool for police officers and firefighters) – **approved**.

Jacksonville Children’s Commission

Peggy Sidman recapped the discussion at a previous meeting regarding the nature and amount of transfer authority for the Children’s Commission within its total budget. The committee was interested in allowing the Commission to transfer amounts within categories, but not across categories. Sam Mousa asked if the transfers within categories were limited by dollar amount or percentage.

**Motion** (Schellenberg): authorize the JCC to transfer funds between agencies within a program category (but not between categories), up to a maximum of 10% per agency allocation - **approved**.

The committee discussed the portion of the Children’s Commission budget previously placed “below the line” and whether some portion should be moved “above the line”. Ms. Boyer requested the Auditor’s Office and Office of General Counsel to remind the Council before January 1, 2018 that half of the funding for the Children’s Commission/Kids Hope Alliance programs is “below the line” and needs to be appropriated to keep those programs operating in 2018. In response to a question, Mr. Mousa said that the four Kids Hope Alliance program categories are broad enough that mental health and disability services will fit into a category and be fundable. Committee members expressed concern that the KHA board, once operational, would discontinue currently funded programs mid-year leaving children without the services on which they depend. Mr. Mousa stressed that the Council has the ultimate appropriation authority and the KHA board will need to recognize that, despite their desire for independence. In response to a question from Council Member Becton, Mr. Mousa described the Mayor’s thought process for distinguishing between programs that will be funded through June 30, 2018 (page 1 of the Jacksonville Children’s Commission/Journey handout) and those only funded through March 31, 2018 (page 2 of the handout).

**Motion** (R. Brown): move $1,045,733 “above the line” to fund non-after school programs on p. 2 of the Jacksonville Children’s Commission/Journey handout for an additional 2 months through May 31, 2018; authorize the Auditors and OGC to amend Schedule M to that effect; also amend Schedule M to correct an error in a state grant amount from $1,200,000 to $400,000 – **approved 4-1** (Gaffney opposed).

**Motion** (K. Brown): require the JCC to enter into contracts with all of the service providers listed on p. 2 of the Jacksonville Children’s Commission/Journey handout –

Mr. Mousa reported that the Children’s Commission Board has already voted to approve the contracts listed on page 2, so they will be executed when ready.

The K. Brown motion was **withdrawn**.

**Motion** (R. Brown): reduce General Fund Debt Management repayments by $2,699,573 due to lower borrowing than expected in FY16-17; fund $2,699,573 of after-school programs to be retroactively contracted effective the first day of school (August 14, 2017); invoke Procurement Code subsection 126.107(g) to award the after-school programs per the attached list – **approved**.

**Motion**: approve Auditor’s request to attach the approved Tourist Development Council budget as a schedule to the budget ordinance – **approved**.

**Motion** (Boyer): approve carry-over of funds in the various Community Redevelopment Area (CRA) budget fund balances to the new fiscal year – **approved**.

**Motion** (Boyer): eliminate the $450,000 General Fund contribution to the beach erosion subfund in the FY17-18 budget ordinance because a larger contribution has already been made by separate legislation and allocate that amount to Special Council Contingency – **approved**.

In response to a question from Council Member Boyer, Fire Chief Kurtis Wilson said that the department has obtained a 3-year SAFER (Staffing for Adequate Fire and Emergency Response) grant from FEMA that will provide for 62 new firefighters; 17 of the 42 new positions proposed by the Mayor are to provide the minimum staffing necessary to increase relief staffing from 10% to 20% and reduce use of overtime. The City will need to provide a 25% match to the SAFER grant in year 1, 25% in year 2 and 65% in year 3, which will be processed via separate legislation. In response to a question from Council Member K. Brown, Chief Wilson explained the department’s affirmative action hiring procedures used to comply with the settlement agreement the City entered into to settle a lawsuit regarding alleged discriminatory hiring practices in the department.

**Motion** (Boyer): remove $261,565 from the JFRD’s budget for funding 17 new positions for a partial year (3 months) and allocate that amount to Special Council Contingency – **approved**.

Deputy General Counsel Peggy Sidman discussed a legal opinion released today regarding the ability of the Council to approve independent authority budgets contingent upon subsequent receipt of a grant award and approval by the independent agency’s board prior to expenditure of funds. Ms. Sidman will craft language to that effect for the JTA budget.

**Motion** (Boyer): authorize Ms. Sidman to draft budget language regarding contingent approval of independent authority budgets pending receipt of grant anticipated revenues and subsequent board approval, and add such language to the JTA budget section – **approved**.

Special Council Contingency

Mr. Becton reported that the Special Council Contingency stands at $4,608,080.

Enhancements

**Motion** (Boyer): increase the Edward Waters College community field project by $79,908 from the General Capital Projects fund for neighborhood entryway signage – **approved 6-1** (Becton opposed).

**Motion** (Boyer): appropriate the following amounts from Special Council Contingency to the following projects:

$850,000 Library materials acquisition

$150,000 JFRD Explorer’s program

$120,000 +

2 FTEs Public Works Department CIP management capability enhancement

$320,000 Parks and Recreation professional services – additional security guards

$555,213 Public Works right-of-way mowing enhancements

$315,000 Parks and Recreation playing field mowing enhancements

$370,000 Parks and Recreation common area mowing enhancements

$109,007 ITD – Grants Office upgrade project

$238,008 ITD Professional Services – Special Events and Parks and Rec web site upgrades

$500,000 Sheriff’s Office – PAL (below the line in a designated contingency fund)

$300,000 Downtown Economic Development Trust Fund

Shellenberg enhancement request

$266,000 Jacksonville Area Legal Aid

R. Brown enhancement requests

$500,000 Property acquisition for new fire station 36 (Edgewood Avenue area)

$150,000 Catch-A-Break Program ($300,000 private match expected)

$200,000 I’m A Star Foundation (13 locations)

$211,000 Agape Community Health Center

Council Member Boyer suggested that the new Fire Station 36 project be added to the CIP and constructed with borrowed funds. In response to a question from Council Member Gaffney about the status of constructing a Northside branch library, Mr. Mousa explained the phasing process of designing and building a new library. He recommended that $250,000 be added to the budget and CIP for a library planning and conceptual design study in FY17-18, leading to further phases already in the CIP in FY18-19 and beyond. Recognizing that the Council Member Schellenberg and R. Brown requests, when added to the Council Member Boyer motion, would exceed the available amount in Special Council contingency by $46,148, Mr. Brown agreed to reduce the allocations to the I’m A Star Foundation and Agape Community Health Center by $23,074 apiece to match the funding available.

The **Boyer motion** with the **Schellenberg addition** (JALA - $266,000) and the **R. Brown additions** for the Catch-A-Break Program ($150,000), I’m A Star Foundation ($176,926) and Agape Community Health Center ($187,926) was **approved.**

Peggy Sidman asked the committee’s authorization to include the Procurement Code direct contracting language in the budget ordinance for the purpose of directing funding to JALA, Catch-A-Break, I’m A Star and Agape Community Health Center, which was approved.

**Motion** (Boyer): amend the CIP to 1) amend the Fire Station #36 replacement project to add $515,000 (from borrowing) in FY17-18 for purchase of land for the station and phase 1environmental assessment, with construction still in the “beyond five years” category; and 2) increase the Oceanway Library project amount by $250,000 and allocate $250,000 (from borrowing) in FY17-18 to the for programming and conceptual design of the new library branch– **approved**.

Chairman Dennis thanked the committee and the administration for a productive and successful budget process.

Medical Examiner Dr. Valerie Rao asked the committee to consider her office’s enhancement request of $24,800 in new funding (plus the existing $18,464 in part-time hours) to convert a part-time position to a full-time investigator position.

**Motion** (Gaffney): reconsider the committee’s previous action approving the enhancements list for the purpose of making an amendment to deal with the Medical Examiner’s enhancement request – **dies for lack of a second.**

Council Member R. Brown suggested that the committee take up the Medical Examiner’s enhancement request during a regular Finance Committee meeting for a potential amendment later in the process.

Peggy Sidman confirmed that the committee’s intention is to tentatively approve the budget as amended thus far and have her prepare a substitute incorporating all changes made to date for presentation to the Finance Committee for its next meeting.

**Meeting adjourned:** 5:58 p.m.

Minutes: Jeff Clements, Council Research

8.29.17 Posted 6:00 p.m.

Tapes: Finance Budget Wrap-Up Hearing – LSD

8.25.17

Materials: Council Auditor’s Budget Wrap-Up handout – LSD

8.25.17