

## Special Committee on Safe and Healthy Neighborhoods

### AGENDA

Wednesday, May 9, 2018  
1:00 PM  
Council Chambers 1<sup>st</sup> Floor, City Hall

Tape No. \_\_\_\_\_

Carol Owens, Chief of Legislative Services

**Reggie Brown, Chair**  
Lori N. Boyer  
Samuel Newby  
Garrett Dennis  
Bill Gulliford  
Anna Lopez Brosche  
Katrina Brown

Legislative Assistant: Adri Maguire Segui  
Chief Office of General Counsel: Paige Johnston  
Research Asst.: Yvonne Mitchell  
Administration: Jordan Elsbury  
Council Auditors Office: Thomas Carter

Special Committee Meeting  
Meeting Convened:  
Meeting Adjourned:

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#### Presentations:

- **Office of Economic Development**
  - Kirk Wendland, Executive Director

#### Period for Questions

#### Final Report

**Note: Other Items may be added at the discretion of the chair.**

**The next special committee meeting will be held Wednesday, May 9, 2018.**

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**MEMORANDUM**

**TO:** Honorable Council Member R. Brown

**CC:**

**FROM:** Paige Johnston, Chief of Legislative Affairs, Office of General Counsel

**RE:** Questions regarding Inmate Labor and Alternatives for Funding Inmate Labor

**DATE:** May 9, 2018

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At the March 14 Committee on Safe and Healthy Neighborhoods, Council Member Boyer asked a series of questions in relation to the JSO presentation on the use of inmates for certain public projects. Specifically, she asked me to provide a response to the following:

1. Whether the Council could appropriate funds designated for blight initiatives (clean-up public areas or neighborhood areas) in the Sheriff's budget.
2. Whether there is a mechanism that a local government can allocate funds to third-party entities to supervise inmate crews for purposes of blight removal. Also, whether any other local governments have such program.
3. Whether JSO officers could be leased through city departments to perform certain tasks.

In response to Question 1, although the Council can appropriate funding to the Sheriff, it cannot direct him how to spend the funds appropriated. The Sheriff is authorized under Article 8 of the Charter to manage, operate and control enforcement and safety issues within the consolidated government. Further, the Ordinance Code specifically allows the Sheriff "to have the sole power, duty and responsibility to assign the various members of the Sheriff's Office and to prescribe and fix their particular places of duty," to transfer members "between divisions," and for the "fiscal management" of the Sheriff's office. See Section 37.101 (e), (f) and (l). Given the language in the Charter and Ordinance Code, the Council cannot direct the Sheriff to spend funds in a particular manner.

In response to Question 2, State law provides that local governments can utilize a contractual arrangement with the State Department of Corrections for the use of prisoner inmate crews for public works, park projects or construction of public buildings. The authorization is found in Section 946.40, Florida Statutes, and 33-601.201- 33-601.202 of the Florida Administrative Code.

Essentially, the City would enter into an interlocal agreement with the Department of Corrections. The City would pay for the costs of the corrections officers (salary and benefits during the time of the project) required to oversee the project. I have found many examples of local governments that have in recent years signed such interlocal agreements such as Manatee County, Palm Coast, and Taylor County. The Florida Department of Transportation also utilizes inmate crews for road construction projects.

In addition to the State program, there are third party non-profits locally that assist with work placement for probation and community service requirements. For instance, the Salvation Army manages the Adult Misdemeanor program within Jacksonville for the court system. For certain misdemeanor offenders, there are court-ordered probation requirements for community service. The offenders are referred to Salvation Army to "match" them with a local entity that will oversee their probationary requirements. Salvation Army is only a referral service and does not oversee the work itself.

I spoke with Kim Storz, the coordinator at the Salvation Army regarding their program. She advised that the City would need to designate a person/people within a particular Department to oversee the offenders and would need to affirm that the offender has worked consistent with their time slip for the community service hours. The offenders are typically on probation for such offenses as DUI, drug charges, and petty theft. The City would need to cover the liability insurance necessary to have the offenders provide the work/community service.

Ms. Storz thought that we should consider juvenile offenders as well (which Salvation Army does not coordinate) to help young offenders; she thought that such program may forge a connection between the juvenile offender and their community and would allow them to have a positive impact on the aesthetics of their neighborhood. Therefore, I also contacted the State Department of Juvenile Justice (DJJ) in Jacksonville for information about probation for juvenile offenders.

According to John Eyrick with DJJ, they once had a more robust program but these days they generally encourage parents to find a non-profit or church in the neighborhood to fulfill community service and probation requirements. The non-profit or church would need to oversee the juvenile offender and would be in charge of documenting the hours for compliance with community service. However, he supported the idea of the City considering a program whereby juvenile offenders could perform community service in the form of litter clean-up, plantings, park upkeep, etc. (no heavy equipment or hard labor). He said that we would have to consider whether having the juvenile offenders perform such work would require review of child labor laws, worker's compensation

issues, etc. However, he suggested reaching out to the State Attorney, Melissa Nelson, for further conversation if the City wanted to consider such a program.

Finally, I was whether the City could lease JSO officers to oversee certain tasks. The short answer is that it would be no different from the Council hiring off duty officers for Council meetings or Special Events using officers for security for large events. There is a policy and procedure for JSO officers to have secondary employment and such a task would fall under those policies and procedures.

The City could potentially utilize the off duty officers for oversight of an Adult Offender or juvenile offender program if the City wanted to have law enforcement rather than (or in addition to) a City department oversee such a program.

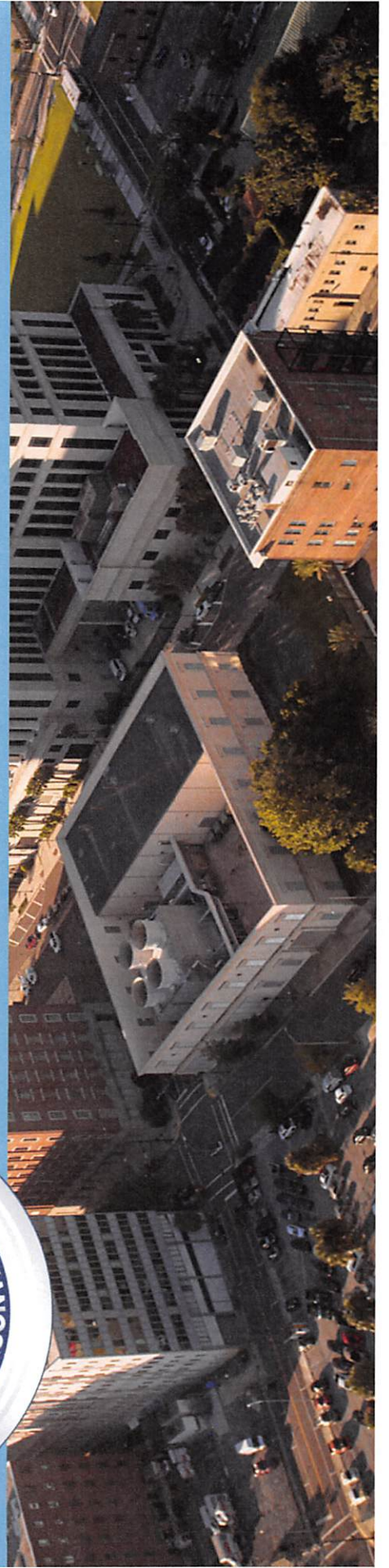
However, if the City were to look into the option of using the Department of Corrections, there would not need to be a JSO officer available as the Department of Corrections provides their officers at their cost.

I hope that this information addresses the questions posed. If you need further information from me, I am happy to assist.



# Safe and Healthy Neighborhoods Special Committee

May 9, 2018



# ECONOMIC DEVELOPMENT PROJECTS SUMMARY

	Districts 7, 8, 9 & 10	
Projects Approved from July 1, 2015 – April 25, 2018	16	33
Projected Jobs to be Created	2,110	6,130
Projected Capital Investment	\$542,925,481	\$806,330,481
Projected County Taxes Generated Annually	\$5,260,948	\$7,813,342
Maximum City Investment	\$25,039,800	\$39,707,400

# ECONOMICALLY DISTRESSED AREAS CRITERIA

## 1. Percent of Labor Force Not Employed\* (125% of the Duval County Average )

	County Average	Distressed
2014	12.4%	15.5%
2016	8.6%	10.7%

## 2. Median Household Income (60% of the Duval County Average)

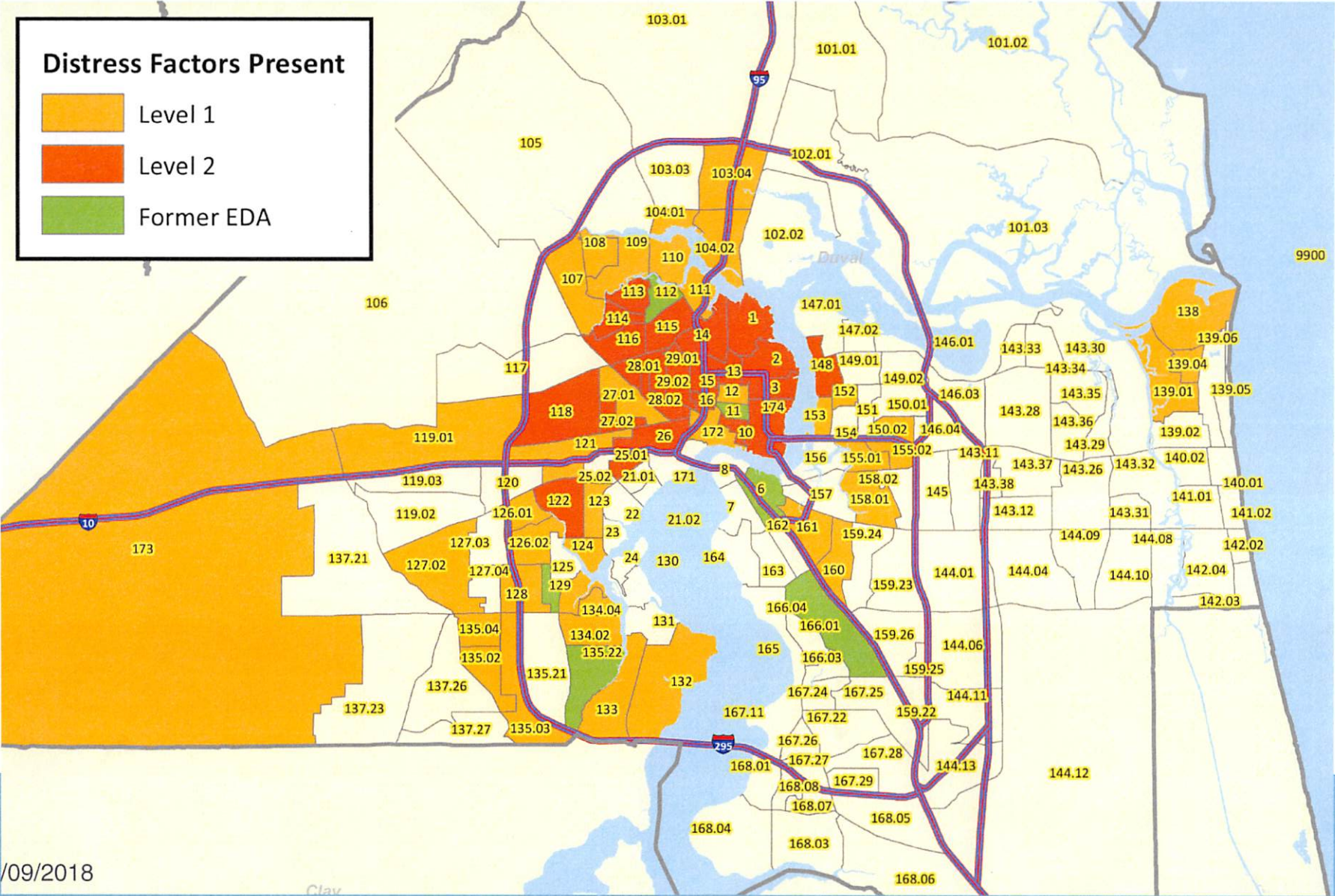
	County Average	Distressed
2014	\$47,582	\$28,549
2016	\$49,196	\$29,518

\*This varies from "unemployment rate" as stated monthly by the Bureau of Labor Statistics. "Unemployment" requires a person be actively seeking employment.

# ECONOMICALLY DISTRESSED AREAS

**Distress Factors Present**

- Level 1
- Level 2
- Former EDA





# FAÇADE GRANT PROGRAM OUTREACH

- ***Estimated 7,600 Businesses in EDAs***
- ***Information Distributed***
  - 2,362 recipients electronically
  - 17 business & community events
- ***Recommended Direct Mailer***
  - Estimated Cost: \$6,000



## RECOMMENDED FAÇADE GRANT PROGRAM CHANGES

- Change the 1:1 public to private dollar match ratio to 2:1 dollar match.
- Allow documented contribution of materials to count towards private match.
- Add to list of eligible improvements:
  - Landscape elements as required by City of Jacksonville Municipal Code (Chapter 656- Zoning Code, Part 12)
  - Decorative fencing (not chain-link)
  - Permanently affixed exterior lighting
- Administrative approval with notification to City Council and Council Auditor.