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**CHARTER REVISION COMMISSION MEETING MINUTES
City Council Chamber, 1st floor, City Hall**

**October 11, 2019
9:00 a.m.**

In attendance: Commissioners Lindsey Brock (Chair), Jessica Baker (arr. 10:20 a.m.), Frank Denton, Charles Griggs, Chris Hagan, Nick Howland, Heidi Jameson (arr. 9:13 a.m.), Ann-Marie Knight (arr. 9:07 a.m.), Emily Lisska, Nelson McCoy (arr. 9:17 a.m.), Celestine Mills (arr. 9:09 a.m.), Betzy Santiago, Matt Schellenberg, Ronald Swanson

Excused: Commissioner W.C. Gentry

Also: Paige Johnston – Office of General Counsel; Jeff Clements and Anthony Baltiero – Council Research Division; Jessica Matthews and Jessica Smith – Legislative Services Division; Will Coffee – Council Staff Services

Meeting Convened: 9:02 a.m.

Approval of Minutes

The minutes of the meeting of October 2, 2019 were **approved unanimously as distributed.**

Remarks from the Chair

Chairman Brock said he had heard from Eric Green, CEO of the Jacksonville Port Authority, who would like to be heard by the CRC on the subject of strategic planning but was unavailable to attend today's meeting. There are 5 speakers scheduled for the next meeting, which will require considerable time management and very focused questions by the members to give all the speakers adequate time to make their presentations.

Public Comments

None

Dr. Pauline Rolle – Duval County Health Department Interim Director

Dr. Rolle gave definitions of the term “public health” and described the department's roles and strategic partnerships. The department's strategic priorities are: 1) healthy families and babies (specifically reducing infant mortality and morbidity); 2) healthiest weight promotion; 3) behavioral health

(specifically reducing suicide and drug overdose deaths); and 4) infectious diseases (specifically reducing HIV and STD incidence).

Approximately 2% of the department's revenue comes from the City of Jacksonville, which contributes at a much lower rate than other counties do with their health departments. The vast majority of revenue comes from the federal and state governments. The Health Department participates in the City's department directors meetings and regularly attends and makes presentations at the Council's Public Health and Safety Committee meetings. The City has provided occasional injections of funding over the years to address particular problems, such as sexually transmitted diseases, HIV prevention and management, and health education programs. The department is very active in clinical services, maternal and child care, immunizations, emergency preparedness and shelter management, wellness programs, and environmental health services. "Health" is an all-encompassing, including factors related to poverty, employment, health literacy, crime, and race. The department's Community Health Improvement Plan (CHIP) is managed by a multi-disciplinary advisory committee of community partners.

With regard to opportunities to strengthen the Health Department's relationship with the City, Dr. Rolle offered 5 recommendations: 1) additional funding to support core public health initiatives and programs, such as STD and HIV programs and immunizations; 2) new facilities to support state and city collaborations; 3) adopt a Health in All Policies approach; 4) regular City participation in CHIP meetings; 5) consider a range of health issues and the Social Determinants of Health in city planning efforts.

Commissioner Schellenberg asked Dr. Rolle to provide the commission with more information on the City's financial contribution to Health Department compared to other counties. In response to a question about what sorts of private funding the department gets, Dr. Rolle cited grants and contract with Duval County Public Schools for school nurses (1 nurse per 5 or 6 schools).

Commissioner Mills asked if the city's infant mortality rate is improving; Dr. Rolle said it is not and this year Jacksonville has the worst infant mortality rate in the state. Somehow we're not meeting the needs and need to hear more from mothers about what their problems are. The department has begun to work outside of Health Zone 1 (downtown) expanding to more Westside zip codes with high mortality rates. In response to a follow-up question about the impact of race on health, Dr. Rolle said that studies show differences in treatment, wellness judgements, and outcomes at least partially due to differences in race, regardless of education, income and other factors.

Commissioner Hagan said that mental health is a big issue and asked what the department does with regard to mental health, particularly with children. Dr. Rolle said they participate in the area's Mental Health Consortium meetings. Mental health issues are closely related to violence and life circumstances and the consortium hopes to pilot a program developed in Marion County that communicates a student's life circumstances, particularly traumatic events, to the school system so that teachers are aware of how those events may be affecting a student's classroom performance. The department is hoping to be able to hold a conference or other educational opportunities for companies and government agencies to discuss becoming "trauma-informed agencies". Dr. Rolle said the Health Department previously provided mental health services to youth but had to cut that program due to funding cuts.

Commissioner Hagan asked the department's role in dealing with septic tanks. Dr. Rolle said they provide data on septic tanks to the City for its purposes; they provide inspections and cite failing septic tanks.

Commissioner Griggs said that Ordinance Code Chapter 29 – Public Health Unit – describes specific duties for the Health Department to protect and promote public health in specific ways. He asked how the department relates to the City regarding its budget since most of its funding comes from the state, not the City, and wondered whether an automatic funding formula would be useful. Dr. Rolle said that state funding is shrinking and the health departments are encouraged to rely on the local governments for more

funding. Some counties have dedicated health district funding from their counties. Jacksonville's contribution of 2% of the department's budget is very low and, combined with state cuts, meant layoffs and program reductions last year. They have many unfunded mandates and employees have to do multiple jobs as best they can. A reliable, fair funding formula would be a great help and reduce the annual uncertainty.

Commissioner Griggs asked about the department's relationship with City Council. Dr. Rolle said the relationship is positive and she believes the department is seen favorably; the City Council provided a bit more funding this year than last.

Commissioner Lisska asked how many septic tanks there are in the City and generally where they are located. She also asked about who initiates septic tank inspections and how well that system works. Dr. Rolle said she would provide data to the commission on the numbers of existing tanks and applications for new tank installations. The department does pro-active investigations and responds to complaints. Environmental health is one of the department's strengths and they are recognized nationally for the quality of that program.

Chairman Brock said that strategic planning is a CRC topic and wondered if more interaction with the City Council would help the Health Department achieve its mission. Dr. Rolle said it would; public health seems to be treated as an afterthought in many cases, possibly because the City doesn't really know or value what the department does.

Chairman Brock asked about the department's interaction with UF Health. Dr. Rolle said her department provides pediatric tuberculosis services, trains pediatric residents and fellows, transfers high risk maternity cases from departmental clinics to UF Health for higher level treatment, and takes referrals from UF Health's emergency room of HIV patients to do their follow-up case management.

In response to a follow-up question from Mr. Brock about examples of county health funding formulas that could be structured in the Charter, Dr. Rolle said she would look for examples.

Commissioner Hagan asked why the legalization of marijuana is not on the department's emerging priorities list. Dr. Rolle said the department takes its direction from the state health department for the sake of uniformity, and the state department is still developing a state strategy for what to do and say about marijuana.

Commissioner Griggs noted that the Health Department is a state agency but has a local function and has specific tasks to perform for the City. The City seems to think it's a state agency and should be state funded, but that's not how the state sees it. The local community has to understand their role and function and provide sufficient funding for them to do what needs to be done. The City provides facilities and very little money. A permanent funding source is needed to protect the public's health.

Hon. Glorious Johnson – former City Council member

Dr. Johnson said her primary concern is the disparity in living conditions around the city – why do certain communities have no grocery stores but lots of fast food and liquor stores? Why haven't the government programs such as enterprise zones and community redevelopment areas produced more employment? Why are some neighborhoods redlined by mortgage lenders? Why are businesses discouraged from going to some parts of town? Why are living conditions declining rather than improving in many neighborhoods? Jacksonville has a racism problem and treats different classes of people differently and that drives people with talent and ambition away from the city. The CRC and the City Council have to act on behalf of all the people. The Charter should be written in simple language and not be subject to so much interpretation by the General Counsel. The CRC needs to listen to the will of the people in more than one town hall meeting to understand their needs and problems. Find out what's really going on the neighborhoods and what they really want. City government is not a business and about making profits for some people who know how to work the system. We need true servant leaders concerned most about

serving the citizens. The people need to have confidence in their government. What we've been doing for decades is not working and something needs to change. She favors the School Board sales tax referendum.

Commissioner Schellenberg asked Dr. Johnson her opinion of majority-minority City Council districts. She said the districts need to have representatives who are visionaries and speak up for what is right for their communities, not those who "go along to get along" with the status quo. The districts haven't been good at selecting the right people to represent them effectively.

Commissioner Howland said the Jacksonville Public Education Foundation color codes schools as more and less successful and the less successful are heavily concentrated in the Northwest area. He asked why that condition prevails while the performance of the district as a whole is improving and what can we do to fix it. Dr. Johnson said the performance problems are due to factors bigger than the schools – the condition of the schools is bad, the neighborhoods in which they exist are suffering and the children come from disadvantaged circumstances making it hard to learn. There needs to be a real commitment to fixing the schools where they are and to giving them the resources to be successful.

Commissioner Denton asked her opinion of an Urban Core Investment Authority to revitalize the Northwest Quadrant. Dr. Johnson said it could be a good thing if area residents get a seat at the table and get to tell the truth about their conditions and decide what they want for their neighborhoods. It would at least be a start if the people who run it are truly held accountable for producing results. She cautioned about the need to define "urban core" carefully because that definition will determine where the money will go and who will benefit from the authority's work.

Commissioner Mills cited the CRC's previous discussions about the broken promises of consolidation and asked for suggestions of what the CRC should particularly look at, especially in the area of education. Dr. Johnson said many programs already exist, but need more funding, including better teacher salaries.

Commissioner Santiago asked how the CRC should go about getting the right people to the upcoming town hall meeting, and how citizens can be educated about how to address government effectively to convey their needs and help to reach solutions. Dr. Johnson said you need to identify the real leaders and influential people in the community who have the respect of residents to publicize the event. She will be happy to help publicize it among her circle of contacts.

Commissioner Griggs asked, given her historical knowledge of how the City works, what policy changes she thought the CRC should be considering. Dr. Johnson asked for a copy of the CRC's issues list and said she would provide commentary on that list. She likes the Urban Core Investment Authority idea, and wishes elections could be made completely non-partisan.

In response to a follow-up by Mr. Griggs about her feelings on term limits, Dr. Johnson said that 2 terms is enough; she doesn't like to see entrenched politicians who don't care about accountability because they feel unbeatable.

Commissioner Knight asked about staggered terms for City Council members. Dr. Johnson felt it was more important to change the election timing (moving from spring to fall) so that new council members have more time to learn the job before they have to plunge into the budget adoption process.

Commissioner Updates and Discussion

Commissioner Gentry, who had an excused absence today, sent an e-mail suggesting more potential topics which Chairman Brock summarized for the record. The suggestions were: 1) consideration of a possible Charter provision regarding the importance of waterways to the health and well-being of the

community, and 2) consideration of a possible Charter provision documenting the unkept promises of consolidation, making them measurable and providing for a commitment to remedy the deficiencies.

Commissioner Jameson asked if information had been obtained about the status of the Duval County Hospital Authority discussed at the last meeting. Paige Johnston said her research found that it was created in 1963 to facilitate construction of a new public hospital by land acquisition and bond issuance. A special act of the Florida Legislature and City Council Ordinance 90-208-144 disbanded the authority in 1990 and created a new Indigent Care Oversight Committee, so the Hospital Authority legislation is outdated and needs to be removed from the Charter's related laws. That can be done administratively by the Office of General Counsel communicating with the Ordinance Code's codifier to direct its removal. She understands that the Indigent Care Oversight Committee has not met since 1993.

Commissioner McCoy said he has several speaker recommendations when river topics are discussed. Chairman Brock suggested that he speak to those persons individually and bring back a report on river issues to the appropriate committee, since there is no time to schedule additional speakers at full commission meetings.

Commissioner Griggs suggested that it would be better to not remove the Hospital Authority legislation from the Charter in case the CRC decides there's a need to re-purpose it for another use. Chairman Brock said the entity has been sunset by the Legislature, but the outdated language just hasn't been physically taken out of the Charter. Paige Johnston said the authority's duties were all completed and it was sunset, so it would seem reasonable to create a new entity to serve new purposes.

Commissioner Griggs recommended reviewing all the authorities in the charter (Sports Development Authority, etc.) to see if they're defunct and need to come out as well. Chairman Brock asked the General Counsel's Office to review the Charter for defunct entities that need to be removed as a clean-up.

Commissioner Howland said that he was on the Environmental Protection Board and had talked to employees in the City's Environmental Quality Division to see if they had any issues to suggest. He reported that they feel properly empowered by the current Charter and don't see any need for amendments at present. Chairman Brock said he has learned that St. Johns River Water Management District permits trump anything the City could do in most environmental areas, but perhaps the CRC could look at issues like public access to waterways that aren't regulated by the Water Management District.

Commissioner Lisska suggested the need to clearly establish what the "unkept promises from consolidation" are so that the CRC knows what it's dealing with.

Chairman Brock said he will try to keep next week's meeting laser-focused on charter-related issues; with a very full agenda we can't have long questions and discussions about general issues not related to specific charter changes.

Commissioner Griggs said the "unkept promises" will have to be determined through research about conditions at the time of consolidation and what services were to be enhanced or extended throughout the county (roads, drainage, etc.). He hopes that a subcommittee will do that research. He recommended studying Article 2.04 of the Charter – Services in the General Services District - and comparing services supposed to be provided with what's actually being provided citywide to identify gaps.

Chairman Brock said it was time to start formalizing the topics list and asked where waterways access issues fall? Citywide strategic planning and Urban Core Investment Authority were suggested as possibilities, with a suggestion to perhaps broaden out to an Urban Core Services District committee and add related sub-topics, one of which could be an Investment Authority. Commissioner Lisska said that there are problems all over town and an authority restricted to one area doesn't get to the problems in the other areas. Septic tanks, for example, are problematic everywhere, not just in the urban core. She thinks that issue might go under citywide strategic planning because the problem is so widespread.

Commissioner Griggs said addressing “unkept promises” issues in the old core city will help support action citywide.

Commissioner Baker asked what had happened to the septic tank priority list and the plan to remedy the problems from 2 years ago. The CRC needs a status report on how the polling of neighborhoods to determine their interest in getting sewer lines is going. Paige Johnston said she would pull the ordinance for circulation and suggested asking Lori Boyer about it when she appears next week because she was heavily involved in that issue. Commissioner Lisska said JEA was going to study alternative solutions and wondered how that process is going. Commissioner Griggs said the JEA handles engineering for getting sewers to neighborhoods and the Health Department deals with tank failures and citations for violations. Chairman Brock said that in his law practice he has represented homeowners with failing septic tanks who were ordered by the City to connect to a public sewer system, and he finds a lack of clear accountability between the City and the JEA regarding septic tank remediation.

Commissioner Santiago asked if bullet point #3 on the topics list under General Counsel (possible staggered term for the General Counsel) should be listed under the Preserving Institutional Knowledge heading, along with Government Structure bullet #8 regarding a possible change in City election dates. Chairman Brock said he can co-list some bullet points under multiple areas if they’re relevant to both.

Commissioner Jameson suggested centralizing all election issues (term limits, election dates, staggered OGC term, etc.) under 1 committee rather than multiple committees. Mr. Brock said the commission will determine that as the process goes along and committees study issues and make recommendations.

Commissioner Swanson questioned whether the School Board Police Department is a Charter issue and whether the Commission should look at that. Chairman Brock said he believes it is a state law (Marjory Stoneman Douglas School Safety Act) issue. Paige Johnston said that the School Board Police Department has existed for almost 20 years and was created pursuant to state law, although she has not yet seen the actual creation document. She suggested having the school district come to a future meeting of the commission or a committee to discuss the topic. It seems to be a trend as Florida school districts need to deal with the school guardian requirement; they’re creating school-specific police because they’re much less expensive than other police officers. Commissioner Swanson wants that issue at least explored. Commissioner Griggs said that hiring school officers at lower cost than JSO officers gets more coverage into more schools than using more expensive city police. Chairman Brock recommended that the commission avoid dealing with school board issues because of the current ongoing litigation between the School Board and the City. Commissioner Mills advocated for looking at school-related issues that don’t touch areas under litigation. Commissioner Denton said that cost is definitely the issue with the school police. The CRC needs to examine if consolidated police structure is a charter issue – see the JIA police force creation a few years ago as another example along with the School Police. It will be added as a bullet issue under Government Structure.

Commissioner Lisska suggested adding “general charter cleanup” of outdated or confusing language as a topic, perhaps as a stand-alone topic not assigned to a committee.

Commissioner Baker asked where the last issue on the last page belongs (State Uniform Judicial and Education Systems). Is it a school issue? Mr. Brock said he will pull out the school-related topic and move it to the schools committee and leave the judicial-related as a separate topic.

Commissioner Griggs said believes that research will find that there are multiple law enforcement agencies (schools, JIA) because of the cost to those agencies of using JSO and the more specialized nature of their law enforcement needs.

Chairman Brock said he will likely impose a 3-minute time limit on questions for the next meeting CRC, and urged the members to ask question they truly need answered for the work of the commission, not everything question they can think of on the subject.

Mr. Brock said that after the fact-finding meetings are completed he'll reformulate the issues list and groupings and ask everyone to rank them to produce a top 3 list of broad topics, which can each contain a number of bulleted items. The top 3 will be appointed as committees and members will be asked which one they prefer to serve on. He will assign committees and chairs thereafter. There could possibly be an expansion to 4 or 5 committees later if there's a need. Commissioner Denton said he thinks the rankings should be done before deciding how many committees will be appointed in case there are determined to be 4 of great importance. Mr. Brock said he will allow commissioners to advocate for their priority preferences before the ranking vote is taken if everyone thinks that's helpful. He thought 3 committees made sense because more than that will split the committee memberships too small.

Commissioner Baker asked if each members would serve on only 1 committee and no more. Chairman Brock said that was his thought, not wanting to overburden people with too many meetings (in addition to the full commission meeting each month). Commissioner Santiago said the CRC only has about 4 months to get a big task done and questioned how often the committees should be meeting to get all the work done by the deadline. Mr. Brock said he envisions them meeting at least every 2 weeks, if not weekly, at the discretion of the committee chair.

Commissioner Lisska recalled that Sherry Magill and Glorious Johnson had asked during their appearances that the Charter be simplified to the greatest extent possible. Chairman Brock said that will be an item for him to tackle individually. He asked for suggestions about things that members see as needing change.

Commissioner Griggs asked about the format for the Town Hall meeting. Mr. Brock said he envisioned a brief introduction, distribution of the topic list to the attendees, then hearing from the public about what they think is important on that list and what needs to be added for study. He will emphasize focusing on charter issues because that's what CRC can deal with, not just anything in the world.

Meeting adjourned: 11:58 a.m.

Minutes: Jeff Clements, Council Research Division
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