

COUNCIL MINUTES

REGULAR WORKSHOP MEETING

January 17, 2017

A regular workshop meeting of the City Council of the City of Jacksonville was held Tuesday, January 17, 2017 beginning at 5:00 PM in Meeting Rooms A and B of Jacksonville City Hall. Present were: Mayor Sammy Phillips, presiding; Mayor Pro-Tem Michael Lazzara and Council Members: Jerry Bittner, Randy Thomas, Angelia Washington, and Jerome Willingham. Council Member Bob Warden was absent. Also present were: Richard Woodruff, City Manager; Ronald Massey, Deputy City Manager; Gayle Maides, Finance Director; Glenn Hargett, Assistant Manager for Communications and Community Affairs; Anthony Prinz, Transportation Services Administrator; Mike Yaniero, Director of Public Safety; Rose Marshburn, Assistant City Clerk; and John Carter, City Attorney.

*A video recording of the Council Meeting is presently available for review on the City's website.

CALL TO ORDER

Mayor Sammy Phillips called the meeting to order at 5:03 PM.

ADOPTION OF AGENDA

A motion was made by Councilwoman Washington, seconded by Councilman Willingham, and unanimously approved to adopt the agenda as presented.

WORKSHOP TOPIC

OVERVIEW OF TOURISM DEVELOPMENT AUTHORITY AND GENERAL UPDATE

Referring to Exhibit A, herein attached, Michael Lazzara, Mayor Pro-Tem, and Chairman of the Tourism Development Authority, provided a detailed report on the creation and history of the Authority, fund sources, strategies, branding and the strategic initiative and tourism promotion funds.

Mayor Pro-Tem Lazzara stated in 2009 Council was successful in having legislation passed (Senate Bill 80, Adopted 8-6-2009) that adopted the Occupancy Tax. After adoption of the Bill,

the Council passed two resolutions: authorization to levy taxes and creation of the Tourism Development Authority (March 2, 2010).

Mr. Richard Woodruff stated that in the past, Mayor Pro-Tem Lazzara had provided a report on the Tourism Development Authority (TDA) at the end of City Council meetings. Because that setting was not conducive to interaction, Mayor Pro-Tem Lazzara would be providing his reports on a quarterly basis during Council Workshop meetings. This would improve the dialogue and communication between the City Council and the TDA.

Councilwoman Washington asked if the annual audit of the TDA was independent of the City Council's Auditors. Mayor Pro-Tem Lazzara said yes. Gayle Maides, Finance Director, said the same auditor assisted the City and the TDA. The same procedures were followed for TDA expenditures; the same personnel wrote the checks and provided approvals, which made it more efficient. This was a cost savings to the TDA for their audit and it was a separate document and separate report.

Mayor Pro-Tem Lazzara stated that recently, through efforts from Mr. John Carter, City Attorney, and with Council authority, funds had been recaptured from entities such as Expedia and other Corporate Booking Agents. Mr. Woodruff said Mr. Carter should be commended as this was significant revenue that otherwise would not have been received.

Discussion ensued regarding Bed and Breakfasts, Corporate Hotels, and private rentals of 15 days or more per year. These types of rentals, under the sales tax statute, were subject to occupancy tax and sales tax. Every place that collected occupancy tax collected sales tax as well.

Concerning the Onslow County Board of Commissioners, Mayor Pro-Tem Lazzara said they were not under any general statute and they could spend their money as they saw fit. However, the TDA had to follow the statutes and spend their money in line with those statutes. Mayor Phillips said that at one time there was an attempt to reverse the 2/3, 1/3 spending formula. Mayor Pro-Tem Lazzara said that was ongoing. He said that across the state the "one-size fits all" model did not work any longer, as every community was different. He also said the TDA would continue to work on it.

Mayor Pro-Tem Lazzara stated that the promotion of travel and tourism language in the General Statute was very vague. He asked Mr. Carter to read the verbiage from the statute itself. Mr. Carter read the following: "to advertise or market an area or activity, to publish and distribute

pamphlets and other materials, conduct market research, or engage in similar promotional activities that attract tourists or business travelers to the area. The term includes administrative expenses incurred in engaging in the aforementioned listed activities.”

Mayor Phillips asked if the definition included signage. Mr. Carter said it was open to interpretation, but it could be understood that the signage was needed in order to direct people to different activities in town. Mayor Pro-Tem Lazzara said the TDA had allocated funds for wayfinding as they felt it met the guidelines. He also said the TDA had engaged in several market studies that included branding and Wayfinding. These had been paid from that same fund.

Councilman Bittner initiated a discussion on whether the legislation allowed interlocal agreements with the County on the use of the tax money. For example, if the City entered into an interlocal agreement to provide the County funding for tourism promotion that benefited the City, which would be a more unified approach to advertising. The interlocal agreement could also provide that in return the County agreed to participate with the City on Tourism Development projects.

Mayor Pro-Tem Lazzara said the TDA had those conversations in the past with the County, but at that time, they had not been able to get unanimous support from the County Commissioners.

Mr. Woodruff said the legislation did not speak to interlocal agreements at all. However, there were other statutes that spoke to interlocal agreements. He said that we could enter into an interlocal agreement for the sharing of revenue as long as the revenue was spent the way the law allowed it to be spent. Mr. Woodruff said he thought the law allowed the type of agreement Councilman Bittner had outlined and Mr. Carter agreed. Mr. Carter also said that with a new Board of Commissioners recently being elected this might be a topic that could be explored further.

Mayor Pro-Tem Lazzara provided a review of collections from 2011 to present. He said 60% of overnight stays were people who were here visiting loved ones. He also said the original TDA strategy was to build things people could visit; support activities and events that would draw overnight stays; promote destinations, events, and sports; and to collaborate with other local and state efforts to generate overnight stays.

Mr. Glenn Hargett reviewed the work of the Strategic Initiative Panel and the Ongoing Assistance Panel. Discussion was held about the Montford Point Marines and the information that

was shared through social and printed media and the exposure the City received.

Concerning the evolving strategy for the TDA, Mr. Hargett stated the direction given by the Authority was not to duplicate efforts. The new evolving strategy was to find a primary reason for people to come to Jacksonville and find ancillary reasons to extend their stay.

The TDA logo: "Receive a Hero's Welcome," along with a rendering of the Freedom Fountain was depicted above the word Jacksonville. Mr. Woodruff said he had several Council members mention to him that they were concerned about the logo. From his perspective, it was difficult to ascertain that it was the Freedom Fountain depicted on the logo. He said he was bringing this to their attention due to the fact that every wayfinding sign would have the TDA logo on it.

Mayor Pro-Tem Lazzara said as far as he knew the logo had been well received, and pointed out that the TDA had brought it to Council before they adopted it; however, he did not have an issue looking at it again if it was the will of the Council.

Councilman Bittner said in his opinion it was not a good representation. Mayor Pro-Tem Lazzara said when the TDA hired the company to develop the brand, they were told that every community needed to find something that was unique to their community. Something that had not been used in other marketing media and was specific to that area. They looked at numerous items to see what they could use for a logo for Jacksonville. They adopted the "Receive A Hero's Welcome" because when you come here that was what you received.

Councilman Bittner said if he had a choice in a universal symbol that he felt symbolized Jacksonville it was the yellow ribbon. During Desert Storm and Desert Shield our community received nationwide attention as we had yellow ribbons plastered all over the City. That was a message in itself toward our servicemen and women who were deployed. Councilman Thomas said he recently went through Emerald Isle and they had installed some new signage, but he could not remember the logo. Maybe a little ambiguity was a good thing to increase interest. He said he knew how hard the TDA had worked to get the logo they had now. Mayor Pro-Tem Lazzara said he liked the City logo and would have been happy with that, however, once he learned more about logo's and had his mind opened about the process he felt the Freedom Fountain was unique and a Caring Community tied in with a Hero's Welcome.

Councilman Thomas asked what the number two choice was. Mayor Pro-Tem Lazzara

said there were chevrons; the eagle, globe and anchor and several others. Mr. Hargett said there were some abstract items and J's modeling after the City seal. Mayor Phillips said he would be curious to see how the logo looked on an actual sign that a traveler would see. He did not want it to be too overpowering as far as being the focus over the wayfinding. Mayor Pro-Tem Lazzara said they were looking at some ways to soften the sign so it would not resemble a birthday cake. Mr. Woodruff said he did not think anyone had a problem with "Jacksonville, Receive a Hero's Welcome." He said he thought the issue was how to make the rendering resemble the fountain.

Councilman Willingham said he understood all the effort that went into the logo. The Freedom Fountain was an excellent image that we wanted to portray, however, he did not think the current image captured the Fountain. He also said the official City seal was very dear to him and to Councilman Bittner. They had some concerns about how the City seal seemed to be getting smaller and smaller. Councilwoman Washington said she was fine either way.

Mr. Woodruff said they needed to move on with the wayfinding program. They could look at schematic modifications and draw the logo in such a way that it would specify the Freedom Fountain. Mayor Pro-Tem Lazzara said they had the Fountain drawn several times as the TDA had felt the same way. Councilman Willingham asked if they had tried to capture the wall and service emblems behind the Fountain. Mayor Pro-Tem Lazzara said they had and he would go back and look at them again. He said they were looking at possible ways to refine it. He said they needed to get the wayfinding under way and he did not like another delay. Councilman Bittner understood but wanted it done right.

Mayor Pro-Tem Lazzara continued the presentation. Looking ahead would include a possible visitor's center, familiarization tours, reunions, visiting travel expos, and event recruitment. He reviewed the tourism assets, one of which was the Jacksonville Onslow Sports Commission.

Councilman Willingham asked if there was "heads on beds" data from the Shriners Potentate Ball. Mr. Hargett said they still had some time to file a final report. Mr. Hargett said they filled up two and one-half hotels and the event was continuing to grow.

Mayor Pro-Tem Lazzara said the economic impact for FY14-15 from the Sports Commission totaled \$2,032,560.

A Sports Destination Study was completed, as there had been a significant amount of sporting events we were losing to other areas. In Onslow County, there were a large amount of outdoor facilities but we lacked indoor facilities. This was one of the reasons for the study.

Regarding the Terracross event held in August of 2016, Mayor Pro-Tem Lazzara said it was broadcast on the CBS Sports Channel and would be returning August 19, 2017. Mayor Phillips asked what kind of draw the event had. Mr. Hargett stated the local draw was small due to an impending hurricane. The national exposure through the CBS Sports Network was the main benefit with twelve minutes of every broadcast dedicated to telling the story of Jacksonville.

Hot Import Nights was another event that would be coming in March 2017. Councilman Thomas asked where that would be held. Mayor Pro-Tem Lazzara stated it would be on New Bridge Street.

Mayor Pro-Tem Lazzara stated the Strategic Initiative Fund would comprise livability rankings (of which Jacksonville was in the top 100), reunion planning, sports development, the docent program (through the United Way), and tour development. Mr. Woodruff stated Ashley Bachert, former Executive Director of the Jacksonville Onslow Sports Commission, had moved recently. The Commission would be looking for a successor and Glenn Hargett would be assisting with that search.

With reference to the budget for the TDA, Mayor Pro-Tem Lazzara reviewed the Budget Basics, FY17 Spending Plan, and State Partnerships. Following discussion, Councilman Thomas asked if \$170,000 was going to the Sports Authority and Sturgeon City. Additional discussion was held. In response to Councilman Thomas' question, Mr. Massey said the funds replaced what was previously provided from the General Fund.

Regarding the FY17 Spending Plan, Mayor Pro-Tem Lazzara stated there was a total of \$450,000 for wayfinding such as promotional signs, entry signs, destination signage, and history kiosks.

He also said the Budget Basics included Tourism Related Expenditures with the Montford Point Marine Memorial, Sturgeon City Project, and Heroes Visitor Center. Mr. Woodruff stated the Heroes Visitor Center would be located in Jacksonville Landing. The City and Onslow County had also contributed monetarily to this venture. He said that within the next 30-45 days there would be several concepts brought to the Council for the Jacksonville Landing area.

Councilman Thomas asked if the Montford Point Marine Memorial contribution was one time or was money set aside every year. Mr. Hargett responded that their last request for \$75,000 this year and \$50,000 for the next fiscal year would complete the project. Councilman Thomas asked if there was still construction to be completed. Mr. Hargett replied that there was lighting, pavers, an amphitheater, and some other small items to be finished. Mayor Pro-Tem Lazzara said this was one of their very important capital projects and they were proud of it, as they believed it had a significant impact on our community.

Mayor Pro-Tem Lazzara said once the logo was finalized they wanted to have Branding Items that they could give away at events or activities or possibly sell. This would get the TDA's name out there for activities.

He said they hosted Marine Corps Half Marathons and when they started those they had approximately 300 registered runners with the most recent event having 1,393. This was a significant increase of 27% with no stated military connection. Of these, 53% were from Onslow County, with 678 room nights and \$208,520 in economic impact for the TDA.

Mr. Woodruff said before they moved on to the topic of wayfinding, he wanted to know if anyone had any questions regarding the TDA. As there were no further questions, Mayor Pro-Tem Lazzara said before he completed this presentation he felt it was important for everyone to know that the TDA had evolved over the years. They started out not knowing a whole lot and had learned and continued to learn and focus and streamline in getting the most for the money they spent. At the beginning, they focused on events and were moving away from events and being more targeted and more specific as to how to bring people to the community. He felt they had made significant progress over the years and would continue to do so. He said they would continue to keep the Council updated at a minimum of every quarter in order for them to know exactly what was happening.

Mr. Woodruff said there were currently six members on the TDA. In order to keep the Council more involved with the TDA, and to enhance the strong partnership, he recommended they consider appointing another City Council member to the Board. Mayor Phillips suggested, in lieu of assigning another Council member to the Board, why not have an annual report from the TDA. Mr. Woodruff stated the advantage of having another Council member on the Board would give the Council a voice at the table. Councilman Willingham said that would be counting votes, as another person was another vote. Mr. Woodruff said it was something for them to consider.

RECESS/RECONVENE

Mayor Phillips recessed the meeting at 6:21 PM for a short break. Mayor Phillips reconvened the meeting at 6:30 PM.

WAYFINDING PROGRAM AND IDENTIFICATION SIGNAGE AT THE COMMONS

As shown in Exhibit A, Mayor Pro-Tem Lazzara, provided a detailed review of the Wayfinding Design Intent Document including target areas, primary and secondary destinations, platforms, and styles.

The wayfinding signage was to help people find destinations like downtown, Camp Lejeune, the library, high schools, and different areas of the City. They wanted to make sure people knew where they were going and how to get there in an easy to follow sign.

Concerning Platforms, he said they would like to make an entrance sign to the Jacksonville Commons and he showed a draft of a sign that included an electronic marquee with landscaping. Such signs would allow highlighting of events occurring within the Commons area. This would also provide a tremendous advertising capability. He said this was a number one priority. It tied in with sports which was something they supported and it would enhance that.

The Beirut Memorial Grove was something Mayor Pro-Tem Lazzara said he was proud of and we should continue to highlight the "Grove" as it was one of our signature stops. This signage would include some brick, a sign panel made from aluminum and custom painted. He provided photos and schematics of the view, which included landscaping. The sign would incorporate the City Seal and the Department of Transportation logo (DOT) recognizing their support. He also showed district signs, directional signs color-coded with pedestrian scale to carry branding and information maps.

Mr. Woodruff asked how Council felt about moving forward with the signage at the Beirut Memorial Grove located on Highway 17 N. Councilwoman Washington stated she did not like the sign reading up and down instead of left to right.

Mr. Woodruff asked if Council liked the Beirut Memorial Grove sign for US Highway 17 South. Council indicated they liked that sign.

Mayor Pro-Tem Lazzara asked Mr. Hargett to review the US Highway 17 North Business sign, which did not appeal to Councilwoman Washington. Mr. Hargett said there had been an issue with the setback that was very narrow and the slope that was available for that particular

sign. Mayor Pro-Tem Lazzara said they would check on that location for further information. He asked if they would prefer a horizontal sign to the vertical sign. Councilman Bittner said he preferred the horizontal.

Councilman Willingham asked about the missing City logo on the Grove sign. Mr. Hargett said the flags took the place of the logo of the City.

Councilwoman Washington referenced interstate signs as an example and wanted to know if there was anything that could be placed on infrastructure or on red lights that pointed out the Beirut Memorial, etc. Discussion ensued regarding metal roadway signs from the DOT that pointed back towards the New River Air Station entrance. Mr. Hargett said they could talk with the Transportation Department in order to see what was available. Councilwoman Washington said it would be something to catch a drivers eye and help someone who was not familiar with the area.

Mr. Woodruff said Council agreed the horizontal sign at US Highway 17 South would be a good sign for that location. He then wanted to know if it was their preference to use that same sign on both sides (Highway 17 North and South) or did they want staff to look at variations of the vertical sign. Mayor Phillips said it would depend on what the geography of the area would allow. Mayor Pro-Tem Lazzara said he thought it was vertical for a particular reason and they would find out what that reason was.

Mr. Anthony Prinz, Transportation Administrator, said the reasoning for the vertical orientation was to make the sign as visible as possible from as many directions as possible. In the background of the photograph the overpass of Highway 24 approaching Jacksonville could be seen. With this particular design, even though it was not as intuitive to read, someone would be able to see the words, "Beirut Memorial Grove" from that direction as on the other side of the sign there would be an identical sign face. When coming from the Highway 17 South area, going towards Marine Boulevard or going towards the DOT office downtown, because the bridge was at high elevation, it was necessary in order to view the sign. This was the same when going towards the Air Station. Councilman Bittner asked why the horizontal sign could not be placed on stanchions. Mr. Prinz said it could. Mayor Pro-Tem Lazzara wanted to know if there was space for a horizontal sign. Mr. Prinz replied that they were not limited by space, but the concept was more in harmony with what had been proposed in the wayfinding package, rather than having it

elevated. Mr. Woodruff stated in the interest of time, staff would bring alternatives back for that particular vertical sign.

Moving to the sign at the Commons entrance, Mr. Woodruff stated this was not the final design nor the final location. He asked Council if they were comfortable with the design, where they would bring it back for final design review. Councilman Bittner asked if it would be placed more diagonally rather than facing Western Boulevard. Mayor Pro-Tem Lazzara said it was a V sign with two panels.

Mr. Prinz said there had been an evaluation done due to the traffic volumes over the holidays and this was one of the highest volume corridors in Eastern NC. They counted more than 60,000 vehicles per day on Western Boulevard at that location.

Mr. Woodruff said in future years, when the Jacksonville Parkway would be extended through the Commons area this sign would be at the corner. The sign would be constructed out of the future right-of-way, which was needed to extend Jacksonville Parkway.

Mayor Pro-Tem Lazzara said that concluded the three priorities they had for wayfinding.

Mr. Woodruff asked if the Council was comfortable moving forward with the wayfinding signs. Everyone agreed on moving forward with the Commons sign, moving forward with the horizontal sign for the Beirut Memorial Grove on Highway 17 South, and then providing alternatives for the vertical Grove sign.

Mr. Prinz said there had been a question about the informational highway signs. Those would coincide with the current wayfinding plan. There would be a green sign on the highway leading up to the actual site called site markers. They would complement one another. Mr. Woodruff said more details would be forthcoming on that.

RECESS/RECONVENE

Mayor Phillips recessed the meeting at 6:49 PM in order to hold the Regular City Council Meeting. Mayor Phillips reconvened the Workshop meeting at 8:04 PM.

OVERVIEW OF POLICE TRAINING FOR FAIR AND IMPARTIAL POLICING

Chief Mike Yaniero, Director of Public Safety, using Exhibit A, provided an overview of Fair and Impartial policing. This included the History of biased policing, perspective, training of law enforcement and stakeholders, goals for fair and impartial policing, fundamental concepts of human bias, and understanding of implicit bias.

Chief Yaniero stated to date all Jacksonville police officers had been through this training. Next month there would be another training session for new recruits.

Dr. Lorie Friddell had worked with the Department of Justice (DOJ) to develop this type of training based upon implicit biases. Even well intentioned people have biases and in order to address those biases an understanding was necessary. The DOJ funded this curriculum for police officers, patrol officers, supervisors, and mid managers to help them understand their biases. Most police officers were well intentioned and did not realize they had biases. It became more difficult when talking about implicit biases, which were not as well defined.

The main idea of the program was to train law enforcement officers and to bring the community together with a common perspective. The training could be offered to different groups and other people within the City. The training looked at racial and ethnic biases but also gender and socioeconomic status.

Chief Yaniero also said the science of biases told us there was not widespread racism in policing, but there were biases. Those needed to be addressed. He felt it was very important from a policing standpoint that we looked at those perspectives and made sure that we were not using those biases when making decisions that had to do with law enforcement

Chief Yaniero stated the training goals were also to help recognize human biases and what effect they had on behavior. Training provided skills and reinforced the idea that everything should be evidence based rather than perceptions of where or why we thought crime might occur. Stereotyping was also part of the training, and understanding that it was done by everyone and understanding that it may not be a conscious effort but an unconscious effort.

The cornerstone of fair and impartial policing was procedural justice, making sure we were very methodical how we charged people, when we charged them, and realizing that being fair and impartial improved the legitimacy of the agency.

Another part of the program had to do with recruitment and hiring; agency policies as to being accredited and accredited with excellence. A lot of that had to do with how officers looked at things such as use of force; bias based policing, and all of their policies. Outreach to diverse communities was also important. Making sure officers were engaging with people in the community and the community was engaging back in order to determine if there were issues or problems.

Chief Yaniero said in order to understand implicit bias we needed to understand that when an officer went on a call or was working a particular case they did not pre-judge people. This was the biggest take away for those officers as they did the training. Pre-judging people was dangerous in many ways: to legitimacy, to procedural justice, and while policing, it needed to be recognized.

The class was approximately 4 hours long, 6 hours for supervisors. They would continue on a periodic basis to make sure every officer went through the training. The goal was to make sure every 3-5 years to re-introduce the class with ongoing discussions about biases and addressing those biases.

Councilman Bittner asked if there was any way of determining hidden biases by testing and then seeing if there had been improvement once the training was completed. Chief Yaniero said that would be a very difficult process. He did think part of the process needed to focus on hiring. When hiring they spent a lot of time looking for officers who wanted to serve their community. Those who looked for adventure, often had some pre-conceived biases of how policing operated.

Mayor Pro-Tem Lazzara said he thought making people understand that it was natural for all of us to have biases, to bring them out in the open, and to say we were all naturally opinionated in some form was okay. Training and talking about it would have an impact as we moved forward. He believed it was valuable training and could have an impact.

Chief Yaniero agreed and said this type of training and this type of discussion needed to continue. It was a way for young officers to realize stereotypes.

Mr. Woodruff said he and Mr. Massey would be reviewing the training in order to determine what component they should use to train the entire management staff. They were currently looking for a program specifically geared to general management. This program had worked very successfully here in Jacksonville and in other locations. They were trying to determine how they could bring this into the full organization. Over the next several weeks they would be deciding what components all management would go through.

Mayor Pro-Tem Lazzara said there were elected officials who were going through a similar program. Mr. Woodruff said we could ask the League of Municipalities what they knew about the

classes. He said identifying components of the training that Council might be interested in to fit into a two-hour workshop would be considered.

ADJOURNMENT

A motion was made by Councilman Bittner, seconded by Councilman Thomas, and unanimously adopted to adjourn the meeting at 8:22 PM.

Adopted by the Jacksonville City Council in regular session this 7th day of February, 2017.

Sammy Phillips, Mayor

ATTEST:

Carmen K. Miracle, City Clerk