

Substituted and Twice Amended 12/9/25

1 Introduced by Council Member Arias and Co-Sponsored by Council Member  
2 Carlucci and substituted by the Finance Committee and twice amended  
3 on the Floor of Council:

6 **ORDINANCE 2025-781-E**

7 AN ORDINANCE MAKING CERTAIN FINDINGS AND  
8 APPROPRIATING \$15,000,000, INCLUDING  
9 \$12,000,000 FROM THE GENERAL FUND OPERATING -  
10 SPECIAL COUNCIL RESERVE CONTINGENCY ACCOUNT AND  
11 \$3,000,000 FROM THE TOURIST DEVELOPMENT COUNCIL  
12 FUND BALANCE TO SUBSIDIES AND CONTRIBUTIONS TO  
13 PRIVATE ORG ACCOUNTS (\$3,325,000) AND SUBSIDIES  
14 AND CONTRIBUTIONS TO OTHER GOVT ACCOUNTS  
15 (\$11,000,000), TO PROVIDE CITY FUNDING FOR  
16 VARIOUS PROGRAMS AND CAPITAL PROJECTS AS  
17 FOLLOWS: (1) \$1,000,000 TO NORTHEAST FLORIDA  
18 BUILDERS ASSOCIATION, INC. ("NEFBA") FOR THE  
19 NEFBA WORKFORCE DEVELOPMENT CENTER, (2)  
20 \$2,000,000 TO EDWARD WATERS UNIVERSITY, INC.  
21 ("EWU") FOR THE LIVING, LEARNING, COMMUNITY  
22 CENTER, (3) \$325,000 TO WORKFORCE INDUSTRIAL  
23 TRAINING, LLC ("WIT") FOR THE OPERATION BOOST  
24 INITIATIVE, (4) \$6,000,000 TO THE UNIVERSITY OF  
25 NORTH FLORIDA ("UNF") FOR CAPITAL REPAIRS AND  
26 UPGRADES TO HODGES STADIUM AND CONSTRUCTION OF  
27 ADDITIONAL GRASS PRACTICE FIELDS AT THE  
28 FACILITY, (5) \$5,000,000 TO FLORIDA STATE  
29 COLLEGE AT JACKSONVILLE ("FSCJ") FOR PURCHASE OF  
30 A BUILDING AT CECIL COMMERCE CENTER TO HOUSE THE  
31 FSCJ TRAINING INSTITUTE, AND (6) \$675,000 TO THE

1 JACKSONVILLE GENERAL APPRENTICESHIP ASSOCIATION  
2 CONTINGENCY ACCOUNT FOR FUTURE APPROPRIATION FOR  
3 APPRENTICESHIP PROGRAMS; PROVIDING FOR  
4 CARRYOVER OF FUNDS APPROPRIATED HEREIN TO EWU TO  
5 FISCAL YEAR 2027-2028 AND PROVIDING FOR  
6 CARRYOVER OF FUNDS APPROPRIATED HEREIN TO UNF TO  
7 FISCAL YEAR 2026-2027; AUTHORIZING THE MAYOR, OR  
8 HER DESIGNEE, AND THE CORPORATION SECRETARY TO  
9 EXECUTE AND DELIVER AGREEMENTS BETWEEN THE CITY  
10 OF JACKSONVILLE AND NEFBA, EWU, WIT, UNF, AND  
11 FSCJ FOR THE RESPECTIVE PROGRAM OR PROJECT TO BE  
12 UNDERTAKEN BY EACH ENTITY AS MORE PARTICULARLY  
13 DESCRIBED HEREIN; WAIVING SECTION 118.107  
14 (NONPROFITS TO RECEIVE FUNDING THROUGH A  
15 COMPETITIVE EVALUATED AWARD PROCESS; WAIVER AND  
16 DISCLOSURES), PART 1 (GENERAL PROVISIONS),  
17 CHAPTER 118 (CITY GRANTS), ORDINANCE CODE, TO  
18 ALLOW FOR DIRECT CONTRACTS WITH NORTHEAST  
19 FLORIDA BUILDERS ASSOCIATION AND EDWARD WATERS  
20 UNIVERSITY; PROVIDING FOR OVERSIGHT OF THE  
21 AGREEMENT BETWEEN THE CITY AND WIT BY THE GRANTS  
22 AND CONTRACT COMPLIANCE DIVISION OF THE FINANCE  
23 DEPARTMENT AND PROVIDING FOR OVERSIGHT OF THE  
24 AGREEMENTS BETWEEN THE CITY AND NEFBA, EWU, UNF  
25 AND FSCJ BY THE PUBLIC WORKS DEPARTMENT;  
26 PROVIDING AN EFFECTIVE DATE.

27  
28 **BE IT ORDAINED** by the Council of the City of Jacksonville:

29 **Section 1. Findings.** It is hereby ascertained, determined,  
30 found and declared as follows:

31 (a) The recitals set forth herein are true and correct.

1       (b) The locations of the projects referenced herein  
2 (collectively, the "Projects") in Jacksonville, Florida, are more  
3 particularly described in the term sheets attached hereto. The  
4 Projects, which include workforce development and training programs  
5 and facilities, will promote and further the public and municipal  
6 purposes of the City.

7       (c) Enhancement of the City's tax base and revenues, are matters  
8 of State and City policy and State and City concern in order that the  
9 State and its counties and municipalities, including the City, shall  
10 not continue to be endangered by unemployment, underemployment,  
11 economic recession, poverty, crime and disease, and consume an  
12 excessive proportion of the State and City revenues because of the  
13 extra services required for police, fire, accident, health care,  
14 elderly care, charity care, hospitalization, public housing and  
15 housing assistance, and other forms of public protection, services  
16 and facilities.

17       (d) In addition to the foregoing, the Edward Waters University,  
18 Inc. project will provide an opportunity for the City, community  
19 organizations and members of the public to have access to and use of  
20 the facility funded herein and provides benefits to the surrounding  
21 community as set forth above.

22       (e) The provision of the City's assistance as identified in the  
23 term sheets is necessary and appropriate to make the Projects  
24 feasible; and the City's assistance is reasonable and not excessive,  
25 taking into account the needs of the recipients to make the Projects  
26 economically and financially feasible, and the extent of the public  
27 benefits expected to be derived from the Projects, and taking into  
28 account all other forms of assistance available.

29       (f) The recipients are qualified to carry out and complete the  
30 construction and equipping of the Projects, in accordance with the  
31 Agreement.

1       (g) The authorizations provided by this Ordinance are for public  
2 uses and purposes for which the City may use its powers as a county,  
3 municipality and as a political subdivision of the State of Florida  
4 and may expend public funds, and the necessity in the public interest  
5 for the provisions herein enacted is hereby declared as a matter of  
6 legislative determination.

7       (h) This Ordinance is adopted pursuant to the provisions of  
8 Chapters 163, 166 and 125, *Florida Statutes*, as amended, the City's  
9 Charter, and other applicable provisions of law.

10       **Section 2.       Appropriation.**   For the 2025-2026 fiscal year,  
11 within the City's budget, there is hereby appropriated the indicated  
12 sum(s) from the account(s) listed in subsection (a) to the account(s)  
13 listed in subsection (b):

14       (The account information is attached hereto as **Fourth Revised Exhibit**  
15 **1** and incorporated herein by this reference)

16       (a) Appropriated from:

17           See **Fourth Revised Exhibit 1**                           \$15,000,000

18       (b) Appropriated to:

19           See **Fourth Revised Exhibit 1**                           \$15,000,000

20       (c) Explanation of Appropriation:

21       The funding above represents an appropriation of  
22 \$15,000,000 (including \$12,000,000 from the General Fund  
23 Operating - Special Council Reserve Contingency account  
24 and \$3,000,000 from the Tourist Development Council fund  
25 balance) to Subsidies and Contributions to Private Org  
26 accounts (\$3,325,000) and Subsidies and Contributions to  
27 Other Govt accounts (\$11,000,000) to provide City funding  
28 for various programs and capital projects more particularly  
29 described herein as follows: (1) \$1,000,000 to Northeast  
30 Florida Builders Association, Inc. ("NEFBA") for design,  
31 permitting and construction of the NEFBA Workforce

1 Development Center, (2) \$2,000,000 to Edward Waters  
2 University, Inc. ("EWU") for planning, design and  
3 permitting of a "Living, Learning, Community Center," (3)  
4 \$325,000 to Workforce Industrial Training, LLC ("WIT") for  
5 the Operation Boost Initiative, (4) \$6,000,000 to the  
6 University of North Florida for capital repairs and  
7 upgrades to Hodges Stadium and construction of additional  
8 grass practice fields at the facility, (5) \$5,000,000 to  
9 Florida State College at Jacksonville ("FSCJ") for the  
10 purchase of a building at Cecil Commerce Center to house  
11 the FSCJ Training Institute, and (6) \$675,000 to the  
12 Jacksonville General Apprenticeship Association  
13 Contingency account for future appropriation to support  
14 apprenticeship programs.

15 **Section 3. Purpose.** The purpose of the appropriation in

16 Section 2 is to pay for various capital projects and programs as  
17 outlined above. More specifically, NEFBA will use the City funds to  
18 design, permit and construct a workforce development center that will  
19 serve as a centralized hub for classroom and lab instruction,  
20 outreach, and community engagement. The center will offer daytime  
21 and evening training classes using modern technology and instruction  
22 methods for residents of Duval County to learn various skilled trades  
23 as described in **Second Revised Exhibit 2**, attached hereto and  
24 incorporated herein by this reference. EWU will use the City funds  
25 for planning, design and permitting of a Living, Learning, Community  
Center which will house residential facilities for EWU students and  
visitors to the campus as described in **Fourth Revised Exhibit 3**,  
labeled as "Fourth Revised Exhibit 3, 4th Rev EWU Term Sheet, December  
9, 2025 - Floor" attached hereto and incorporated herein by this  
reference. This facility will also operate as a venue and multi-  
purpose space to host conferences and events for both the University

1 and the community (public). The Use Agreement described in **Fourth**  
2 **Revised Exhibit 3** shall be subject to City Council approval prior to  
3 disbursement of any City Funds for the EWU Living, Learning, Community  
4 Center project. WIT will use the City funds to support its Operation  
5 Boost Initiative which offers year-round, cost-free training for  
6 residents of Duval County who face barriers to employment and  
7 recidivism as described in **Second Revised Exhibit 4**, attached hereto  
8 and incorporated herein by this reference. The City contribution  
9 will allow WIT to offer this training for 100 students to earn  
10 nationally recognized certifications and credentials in various  
11 skilled trades including, but not limited to, construction site  
12 safety, carpentry, electrical, flooring, forklift operations and  
13 warehouse operations. The City funds appropriated herein to UNF will  
14 be used for capital repairs and upgrades to Hodges Stadium and to  
15 construct additional grass practice fields at the Hodges Stadium  
16 facility as described in **Second Revised Exhibit 5**, attached hereto  
17 and incorporated herein by this reference. The upgrades to Hodges  
18 Stadium and its surrounding facilities will allow UNF to market the  
19 facility as a premier venue to host various regional and national  
20 conferences and sporting events. In exchange for City funding, UNF  
21 has agreed to allow the City use of Hodges Stadium and its surrounding  
22 facilities for mutually agreed community events as scheduling permits  
23 and will waive any associated rental fees. Finally, FSCJ will use  
24 the City funds to purchase a building at Cecil Commerce Center to  
25 house a training institute that will offer workforce training and  
26 programs for skilled construction and logistics trades or advanced  
27 manufacturing as described in **Second Revised Exhibit 6**, attached  
28 hereto and incorporated herein by this reference.

29 In addition to the aforementioned programs and projects,  
30 \$675,000 is being set aside in a Contingency account pursuant to this  
31 legislation for future appropriation to support apprenticeship

1 programs in Duval County.

2           **Section 4.           Carryover.** The funds appropriated herein to EWU  
3 shall not lapse but shall carryover to Fiscal Year 2027-2028 and the  
4 funds appropriated herein to UNF shall not lapse but shall carryover  
5 to Fiscal Year 2026-2027.

6           **Section 5.           Approval and Authorization to Execute  
7 Agreements.** The Mayor, or her designee, and the Corporation Secretary  
8 are hereby authorized to execute and deliver, for and on behalf of  
9 the City, agreements providing terms and conditions relative to  
10 expenditure of City funds on the projects and programs described  
11 above, as follows: (1) a funding agreement with Northeast Florida  
12 Builders Association, Inc., for a term commencing on October 1, 2025  
13 through September 30, 2026 and in an amount not-to-exceed \$1,000,000,  
14 for the NEFBA Workforce Development Center as described in **Second  
15 Revised Exhibit 2**, (2) a funding agreement with Edward Waters  
16 University, Inc., for a term commencing on October 1, 2025 through  
17 September 30, 2028 and in an amount not-to-exceed \$2,000,000, for the  
18 Living, Learning, Community Center as described in **Fourth Revised  
19 Exhibit 3**, (3) a grant agreement with Workforce Industrial Training,  
20 LLC, for a term commencing on October 1, 2025 through September 30,  
21 2026 and in an amount not-to-exceed \$325,000, for the Operation Boost  
22 Initiative as described in **Second Revised Exhibit 4**, (4) a funding  
23 agreement with the University of North Florida, for a term commencing  
24 on October 1, 2025 through September 30, 2027 and in an amount not-  
25 to-exceed \$6,000,000, as described in **Second Revised Exhibit 5**, and  
26 (5) a grant agreement with Florida State College at Jacksonville, for  
27 a term commencing on October 1, 2025 through September 30, 2026 and  
28 in an amount not-to-exceed \$5,000,000, as described in **Second Revised  
29 Exhibit 6**, and all other contracts, memorandums of understanding and  
30 documents, including extensions, renewals or amendments thereto, and  
31 to otherwise take all action necessary to effectuate the intent of

1 this Ordinance, subject to appropriate legal review and approval by  
2 the Office of General Counsel and the City's Risk Management Division  
3 for appropriate insurance and indemnification requirements in  
4 accordance with Section 128.601, *Ordinance Code*.

5 **Section 6. Waiving Section 118.107 (Nonprofits to receive**  
6 **funding through a competitive evaluated award process; waiver and**  
7 **disclosures), Part 1 (General Provisions), Chapter 118 (City Grants),**  
8 **Ordinance Code.** The provisions of Section 118.107 (Nonprofits to  
9 receive funding through a competitive evaluated award process; waiver  
10 and disclosures), Part 1 (General Provisions), Chapter 118 (City  
11 Grants), *Ordinance Code*, are hereby waived to allow for a direct  
12 contract between the City of Jacksonville and NEFBA and a direct  
13 contract between the City of Jacksonville and EWU as described herein.  
14 The City finds that this waiver as applied to NEFBA is justified as  
15 the City funds will be used to support a workforce development center  
16 to provide vital training in various trades to residents of Duval  
17 County. The City further finds that this waiver as applied to EWU  
18 is justified as the City funds will be used to support development  
19 of a center that will house residential facilities for students and  
20 visitors to the EWU campus and will operate as a venue and multi-  
21 purpose space for institutional and external (community) conferences  
22 and events, with opportunities for health, wellness, and senior/youth  
23 engagement programs to be offered from the facility. In addition,  
24 EWU intends that the facility would also be used as an emergency  
25 shelter in the New Town community should the need arise. NEFBA and  
26 EWU have provided an Affidavit of Disclosure as required by subsection  
27 118.107(b) (2), *Ordinance Code*, attached hereto as **Exhibit 7** and  
28 **Exhibit 8**, respectively, to accompany this waiver.

29 **Section 7. Oversight.** The Grants and Contract Compliance  
30 Division of the Finance Department shall have oversight of the grant  
31 agreement between the City and WIT. The Public Works Department

1 shall have oversight of the agreements between the City and NEFBA,  
2 EWU, UNF and FSCJ.

3       **Section 8.       Effective Date.**    This Ordinance shall become  
4 effective upon signature by the Mayor or upon becoming effective  
5 without the Mayor's signature.

6

7 Form Approved:

8

9       /s/ Mary E. Staffopoulos

10 Office of General Counsel

11 Legislation prepared by: Mary E. Staffopoulos

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