

Office of Inspector General City of Jacksonville, Florida



Management Review Jacksonville Housing Authority After-Hours Maintenance Overtime Pay 2025-0099

January 9, 2026

Matthew J. Lascell
Inspector General

Executive Summary

In August 2025, the Office of Inspector General (OIG) received a complaint alleging that Jacksonville Housing Authority (JHA) employees were receiving excessive overtime pay for maintenance-related tasks completed outside of regular working hours. As a result, the OIG initiated a review to determine how the Housing Management Department within the Jacksonville Housing Authority (JHA) (collectively “JHA”) documented and verified that JHA employees, specifically Maintenance Mechanics, HVAC Technicians, and Utility Employees (collectively “JHA employees”), completed maintenance-related tasks after hours, for which they claimed and received overtime pay. The OIG’s review focused on JHA After-Hours Maintenance records for ten JHA employees from December 2024 through August 2025.

Based on this review, the OIG determined that relevant reports and corresponding supportive documentation were handwritten by JHA employees, and the handwriting was illegible. Additionally, JHA did not provide any GPS, cell phone, or vehicle records to the OIG to verify the locations of JHA employees during their after-hours schedules. Therefore, the OIG could not effectively review and cross-reference records to verify whether the JHA employees completed maintenance-related tasks after hours. Ultimately, the OIG found that JHA paid ten JHA employees a total of \$106,945.75 for overtime from January 2025 through August 2025.¹ As a result, the OIG recommended eight corrective actions to ensure accountability and transparency.

Background

JHA is an independent agency that provides housing assistance for eligible low-income individuals and families throughout Jacksonville. As one of the largest public housing authorities in Florida, it serves 32,000 people in over 10,000 households. It is led by the Chief Executive Officer (CEO)/President and overseen by the JHA Board of Commissioners, which consists of Mayoral-appointed, unpaid members. The JHA Housing Management Department is responsible for handling and addressing after-hours maintenance requests by families within JHA.

Issues, Governing Directives, and Findings

How JHA documented and verified that JHA employees completed maintenance-related tasks after hours, for which they claimed and received overtime pay.

JHA Employment Policy Manual Records

The OIG reviewed the JHA Employment Policy Manual, effective February 2021, which stated the following information verbatim related to Overtime:

¹ The timeframe referenced is related to their pay dates.

6.7 Over-Time

Employees who are eligible for overtime pay under the federal Fair Labor Standards Act (“FLSA”) will receive compensation at 1.5 times their current hourly rate of pay for each overtime hour worked. Employees will receive overtime compensation for every hour worked over the regularly scheduled 40 hours in a week. Overtime must be approved by supervisors in advance.

Overtime is considered a condition of employment; refusal to accept it or working overtime without prior approval are causes for disciplinary action, up to and including termination. It is the responsibility of the Manager to regulate the amount of overtime worked by each employee to ensure overtime payouts are in line with JHA budgetary restrictions.

Exempt Employees

JHA understands that an exempt employee’s responsibilities sometimes require such employees to work well in excess of a typical 40-hour week.

Exempt employees are expected to adhere to the department’s Standard Workweek schedule unless an Alternate Work Schedule has been approved. Exempt employees are also required to work any hours necessary to perform the duties of the job. Exempt employees will not receive overtime, compensatory time, or additional pay for hours worked or travel time outside their regular schedule.

Exempt employees are responsible for accurately reporting use of any leave in the Agency’s ADP/Payroll System. Exempt employees should report time away from work in eight (8) hour increments.

Bargaining Employees:

Non-professional, full-time, part-time, temporary, and grant and special purpose employees of the JHA not excluded below.

Collective Bargaining Agreement Records

The OIG reviewed the Collective Bargaining Agreement (CBA) between JHA and the American Federation of State, County and Municipal Employees, Council 79 (AFSCME Florida Council 79), dated 2021-2024, which stated the following information verbatim related to Hours of Work and Overtime:

9.5 An employee that is placed on stand-by shall be provided a pager and must be able to respond to telephone calls within 30 minutes. From the time the employee telephones to dispatch when responding to a page, the employee will be covered by call-in pay as set forth in Section 9.5. In performing such call-in work, the employee may be asked to perform those duties which necessitate a call-in and any other duties for which the employee is qualified so as to ensure continued habitability and comfort for tenants and employees. It is the responsibility of the Authority to provide a sign-up procedure for plumbers, plumber's helpers, electricians, and

maintenance mechanics to volunteer for and be added to the rotation for being placed on stand-by.

9.6 Any employee called in to perform work outside his regular schedule for which he must return after leaving his/her workplace, including telephone calls to dispatch when responding to a page, will receive a minimum of four (4) hours pay at time and one-half for work performed, except if:

- (A) The employee is notified of such work before last leaving the plant; or
- (B) The employee receives a minimum of eight (8) hours' notice of such work; or
- (C) Any early call-in period extends into the start of the employee's regular work day.

State Of Florida Public Employees Relations Commission Records

The OIG reviewed the State of Florida Public Employees Relations Commission (PERC) records, indicating that PERC issued a final order (Order No.: 24E-058) via Case No. CQ-2023-013 (related to OR-1986-010), which revoked the certification (Certification No. 1106) for AFSCME Florida Council 79 on January 22, 2024. Section 447.305(6), Florida Statutes (2023), requires an employee organization with less than sixty percent dues paying members for a bargaining unit to petition the Commission for recertification as the exclusive bargaining agent for that unit within one month of filing its annual registration renewal application (unless the unit is exempt pursuant to section 447.305(9), Florida Statutes, or is a unit for which a waiver has been granted under section 447.207(12), Florida Statutes. Section 447.305(6), Florida Statutes, also requires that the certification of an employee organization that does not comply with this requirement be revoked.

JHA After-Hours Maintenance Records

The OIG reviewed JHA After-Hours Maintenance records dated December 2024 through August 2025 for ten JHA employees, which were comprised of Emergency On Call Reports, Purchasing Requisitions, After-Hour Call Logs, Time and Attendance Records, and Payroll Records.² Based on the OIG's review, the OIG determined that the Emergency On Call Reports and corresponding supportive documentation were handwritten by JHA employees, and the handwriting was illegible.³

The OIG requested GPS, cell phone, and vehicle records from JHA related to JHA employees. However, JHA did not provide these records. As a result, the OIG could not effectively review and cross-reference records to verify that JHA employees completed maintenance-related tasks after hours, for which they reported and received overtime pay.

² Of note, the certification for AFSCME Florida Council 79 was revoked during the timeframe of the OIG's review.

³ These reports are forms that include the dates, addresses, descriptions of work/emergencies, overtime hours worked by JHA employees, approval signatures, and payment/credit types.

JHA Payroll records indicated the following JHA employees received overtime pay from January 2025 through August 2025:⁴

JHA Employees	Overtime Earnings
Maintenance Mechanic 1	\$ 3,686.02
Maintenance Mechanic 2	\$ 20,011.35
Maintenance Mechanic 3	\$ 19,495.65
Maintenance Mechanic 4	\$ 2,379.94
HVAC - Technician	\$ 4,756.50
Maintenance Mechanic 5	\$ 14,707.43
Maintenance Mechanic 6	\$ 18,354.26
Utility	\$ 2,373.64
Maintenance Mechanic 7	\$ 17,659.96
Maintenance Mechanic 8	\$ 3,521.00
Total	\$ 106,945.75

Interview

Deputy Chief of Property Operations (Deputy Chief PO), JHA

Deputy Chief PO has been employed with JHA for 27 years and has served in their current position for 3 months. They directly supervise 23 managers, who oversee the foremen and the JHA employees on the site at JHA properties. Currently, the Deputy Chief PO's involvement in after-hours maintenance is indirect, as these matters are directly handled by the on-call supervisor and senior foreman (hereinafter referred to as the Senior Foreman) at JHA's Scatter Sites. The Senior Foreman oversees when JHA employees are on call and approves their overtime sheets. The Deputy Chief PO directly supervises the Senior Foreman and is also familiar with the after-hours maintenance operations based on their knowledge and experience.

The Deputy Chief PO explained that the after-hours maintenance operation is governed by a CBA, which dictates specific overtime rules. JHA relies mainly on practice and the CBA because they lack formal Standard Operating Procedures or internal policies for after-hours maintenance. According to the Deputy Chief PO, the after-hours maintenance operations are as follows:

A tenant calls the after-hours maintenance number, and the call is routed to Apple Tree, an answering service, which gathers details. The call is dispatched to the on-call JHA employee's agency phone. If the JHA employee fails to answer within 15 minutes, the Senior Foreman is called; if the Senior Foreman fails to answer within 15 minutes, the Deputy Chief PO is called. When the JHA employee receives a call, a minimum 4-hour block of pay starts at time and a half.

⁴ The timeframe referenced is related to their pay dates.

JHA employees are allowed to drive JHA vehicles home to ensure rapid responses to emergencies. JHA employees complete and submit overtime documentation to the Senior Foreman for review and approval. The Senior Foreman approves this documentation based entirely on the JHA employee's word, operating on the "honor system" or "trust system". After the Senior Foreman's signature approval, they submit the overtime documentation to the Deputy Chief PO for review and approval. After the Deputy Chief PO's signature approval, they submit the overtime documentation to the JHA Accounting Department for final review and approval.

The Deputy Chief PO explained that a major hurdle in after-hours maintenance operations is the absence of verification for work completed and hours claimed, leading to an "honor system" for time approval. After-hours maintenance overtime is documented using handwritten "Emergency On Call Reports". These "hand jam" forms are often difficult to read, and creating digital work orders is challenging because the answering service does not have access to JHA's Yardi system. The Emergency On Call Reports lack a work order number attached to them, making cross-referencing between calls and work difficult. The ID number on the form is only from the answering service and cannot be used for cross-referencing purposes.

For seven to eight months, the JHA vehicles lacked proper GPS tracking, preventing JHA from verifying JHA employees' locations and combating potential time and attendance fraud. The former Information Technology (IT) system was capable of tracking movement, but the replacement system only "bings" when asked, which was a liability for the JHA. Recently, the Deputy Chief PO orchestrated the installation of new GPS units on 10 JHA vehicles because the prior IT Department let the contract lapse, making it impossible to monitor where JHA employees were.

Recommended Corrective Actions

1. Create Standard Operating Procedures (SOPs) for the JHA After-Hours Maintenance operations.
2. Ensure that JHA employees working After-Hours Maintenance review and acknowledge the newly effective SOPs.
3. Establish a streamlined system where relevant JHA After-Hours Maintenance records are electronic and can be completed, uploaded, submitted, reviewed, and approved.
4. Ensure that the Emergency On Call Reports and other relevant supportive documentation are only completed electronically, not handwritten.
5. Update Emergency On Call Reports to include a column for the actual time the call is received by JHA to prevent employees from manipulating the start time of their 4-hour block.
6. Ensure that GPS is installed and enabled on JHA cellphones and vehicles.
7. Set up geo-fences around JHA properties to verify maintenance employees were onsite during their reported times.
8. Establish a collective bargaining agreement that details overtime-related matters.

Management's Response

The OIG provided JHA with an opportunity to submit a written response to the findings in this investigative report within ten (10) business days. Their response is attached to this report.

Inspector General Standards

This report/review has been conducted in accordance with the ASSOCIATION OF INSPECTORS GENERAL Principles and Quality Standards for Investigations.

"Enhancing Public Trust in Government Through Independent and Responsible Oversight"



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January 7, 2026

Derronne L. Nins, CIGI
Investigator
Office of Inspector General
City of Jacksonville
231 East Forsyth Street, Suite 470
Jacksonville, FL 32202

Subject: Response to Management Review Jacksonville Housing Authority After-Hours Maintenance Overtime Pay 2025-0099

Dear Derronne L. Nins:

The Jacksonville Housing Authority (JHA) acknowledges receipt of the Office of Inspector General's Management Review of Jacksonville Housing Authority After-Hours Maintenance Overtime Pay #2025-0099 during the period of January 2025 through August 2025. As the new CEO of JHA, swift actions have been taken to immediately address each matter. We truly appreciate the recommendations provided by OIG and have taken the following proactive steps to implement corrective measures:

In alignment with the recommended corrective action plan, JHA has established the following:

1. Create Standard Operating Procedures (SOPs) for the JHA After-Hours Maintenance operations.

- The Jacksonville Housing Authority identified existing SOPs that were established FY2021 for Emergency Work Orders, per section 1.4. and FY2024 final version.
- The Jacksonville Housing Authority will hold a training session with applicable staff commencing the week of January 12, 2026 to address historical SOPs and proposed changes through an interactive training session.
- Upon further review of After-Hours Maintenance Overtime Pay 2025-0099 during the period of January 2025 through August 2025 resulting in an excess of approximately \$106,945.75; JHA will send #2025-0099 to the U.S. Dept. of Housing & Urban Development (HUD) OIG's team to conduct a potential federal review.
- The Jacksonville Housing Authority will also conduct training on Fraud, Abuse and Waste agencywide for FY2026 Qtr 1.

2. Ensure that JHA employees working After-Hours Maintenance review and acknowledge the newly effective SOPs.

- The Jacksonville Housing Authority identified existing SOPs that were established FY2021 for Emergency Work Orders, per section 1.4. and FY2024 final version.
- The Jacksonville Housing Authority will hold a training session with applicable staff commencing the week of January 12, 2026 to address historical SOPs and proposed changes through an interactive training session. The Jacksonville Housing Authority will have a required sign-in sheet with date, time, names and signatures of all participants.
- Upon further review of After-Hours Maintenance Overtime Pay 2025-0099 during the period of January 2025 through August 2025 resulting in an excess of

approximately \$106,945.75; JHA will send #2025-0099 to the U.S. Dept. of Housing & Urban Development (HUD) OIG's team to conduct a potential federal review.

- The Jacksonville Housing Authority will also conduct training on Fraud, Abuse and Waste agencywide for FY2026 Qtr 1.

3. Establish a streamlined system where relevant JHA After-Hours Maintenance records are electronic and can be completed, uploaded, submitted, reviewed, and approved.

- The Jacksonville Housing Authority will implement the enforcement of its existing system of record Yardi for the full implementation of its Maintenance IQ Platform
- The Maintenance IQ Platform will assist in streamlining unit turns, rehabs, and work orders to reduce vacancy days and enhance agency revenue by providing complete visibility to JHAs daily maintenance operations. This process will include electronic records for review and on-time approval. Implementation est. for FY2026 Qtr 1.

4. Ensure that the Emergency On Call Reports and other relevant supportive documentation are only completed electronically, not handwritten.

- The Jacksonville Housing Authority identified existing SOPs that were established FY2021 for Emergency Work Orders, per section 1.4. and FY2024 final version.
- The Jacksonville Housing Authority will hold a training session with applicable staff commencing the week of January 12, 2026 to address historical SOPs and proposed changes through an interactive training session.
- The Jacksonville Housing Authority will implement the enforcement of its existing system of record Yardi for the full implementation of its Maintenance IQ Platform to allow for the pulling of detailed reports and not handwritten and illegible record keeping.
- The Maintenance IQ Platform will assist in streamlining unit turns, rehabs, and work orders to reduce vacancy days and enhance agency revenue by providing complete visibility to JHAs daily maintenance operations. This process will include electronic records for review and on-time approval. Implementation est. for FY2026 Qtr 1.

5. Update Emergency On Call Reports to include a column for the actual the call is received by JHA to prevent employees from manipulating the start time of their 4-hour block.

- The Jacksonville Housing Authority internal process will be temporarily adjusted to include the additional column, however handwritten Emergency On Call Reports will no longer be acceptable and will be placed into a temporary required fillable form until the full implementation of Maintenance IQ. Additionally, the applicable JHA staff will be required to submit their actual overtime into the payroll system of record for review and approval by their direct manager with the required request of all supporting documentation for the start of their 4-hour block.
- The Jacksonville Housing Authority will hold a training session with applicable staff commencing the week of January 12, 2026 to address historical SOPs and proposed changes through an interactive training session.

6. Ensure that GPS is installed and enabled on JHA cellphones and vehicles.

- Effective March 2025, all applicable mobile cell phone GPS location data was disabled due to non-contract renewal. Mobile device tracking has been enabled and confirmed through JHA's new IT Department and service provider. The JHA mobile devices currently have active GPS tracking solutions. Additionally, all applicable JHA vehicles receive hand installed GPS trackers and are currently active.
- The Jacksonville Housing Authority will hold a training session with applicable staff commencing the week of January 12, 2026 to address historical SOPs and proposed changes through an interactive training session.

7. Set up geo-fences around JHA properties to verify maintenance employees were onsite during their reported times.

- The Jacksonville Housing Authority has established geo-fencing using its payroll provider. Applicable staff can clock in within a specified distance of the JHA property as aligned to industry best practices with the use of the agency issued mobile device.
- The Jacksonville Housing Authority will hold a training session with applicable staff commencing the week of January 12, 2026 to address historical SOPs and proposed changes through an interactive training session.

8. Establish a collective bargaining agreement that details overtime-related matters.

- The Jacksonville Housing Authority is currently engaging in an active collective bargaining negotiations with a new Union to address overtime-related matters in addition to other items.
- The Jacksonville Housing Authority is seeking to have a resolution within FY2026 on newly established terms for overtime related matters.

These measures reflect JHA's commitment to maintaining program integrity and ensuring compliance with federal state and local regulations. We believe these actions address the concerns outlined in your review and we will continue to strengthen our internal processes and controls. Please let us know if additional information or documentation is required. We value your partnership in safeguarding operational integrity and look forward to continued collaboration.

Sincerely,

Cheron Corbett
President & CEO
Jacksonville Housing Authority

cc: Human Resources Office
Property & Asset Management Office