# ENROLLMENT(S)

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# COUNCIL OF THE DISTRICT OF COLUMBIA

#### **NOTICE**

# D.C. LAW 12-207

"Uniform Per Student Funding Formula for Public Schools and Public Charter Schools and Tax Conformity Clarification
Amendment Act of 1998"

Pursuant to Section 412 of the District of Columbia Self-Government and Governmental Reorganization Act, P.L. 93-198 "the Act", the Council of the District of Columbia adopted Bill No. 12-615, on first and second readings, July 7, 1998 and September 22, 1998, respectively. Following the signature of the Mayor on October 16, 1998, pursuant to Section 404(e) of "the Act", and was assigned Act No. 12-494 and published in the November 20, 1998, edition of the D.C. Register (Vol. 45 page 8095) and transmitted to Congress on January 29, 1999 for a 30-day review, in accordance with Section 602(c)(1) of the Act.

The Council of the District of Columbia hereby gives notice that the 30-day Congressional Review Period has expired, and therefore, cites this enactment as D.C. Law 12-207, effective March 26, 1999.

LINDA W CROPP Chairman of the Council

<u>Dates Counted During the 30-day Congressional Review Period:</u>

Feb. 2,3,4,8,9,10,11,12,22,23,24,25

Mar. 1,2,3,4,5,8,9,10,11,15,16,17,18,19,22,23,24,25

#### AN ACT

# D.C. ACT 12-494

Codification
District of
Columbia
Code
1999 Supp.

# IN THE COUNCIL OF THE DISTRICT OF COLUMBIA OCTOBER 16, 1998

To establish a uniform per student funding formula to determine annual payments to District of Columbia Public Schools and annual payments to Public Charter Schools, and to require application of the formula only to Public Charter Schools until completion of an independent audit of student enrollment; and to amend the District of Columbia Tax Conformity Amendment Act of 1998 to provide for automatic conformity with federal income tax laws.

BE IT ENACTED BY THE COUNCIL OF THE DISTRICT OF COLUMBIA, That this act may be cited as the "Uniform Per Student Funding Formula for Public Schools and Public Charter Schools and Tax Conformity Clarification Amendment Act of 1998".

New Chapter 29, Title 31

- TITLE I. Uniform Per Student Funding Formula.
- Sec. 101. This title may be cited as the "Uniform Per Student Funding Formula for Public Schools and Public Charter Schools Act of 1998".

Note, Section 31-2901

Sec. 102. Definitions.

For the purposes of this title, the term:

- (1) "Adult education" means services or instruction below the college level for adults who:
- (A) Lack sufficient mastery of basic educational skills to enable them to function effectively in society;
- (B) Do not have a certificate of graduation from a school providing secondary education and who have not achieved an equivalent level of education; or
- (C) Have limited ability in speaking, reading, writing, or understanding the English language and whose native language is a language other than English.
- (2) "Alternative school" means a specialized educational program that provides instruction to students under court supervision or on short- and long-term suspension from a

regular District of Columbia Public School academic program.

days; or

- (3) "Consumer Price Index" ("CPI") means the Consumer Price Index for all urban consumers for Washington, DC-MD-VA, Index Base Period 1982-84 or its successor, as issued by the United States Department of Labor, Bureau of Labor Statistics.
- (4) "District of Columbia Public Schools" ("DCPS") means the public local education system under the control of the Board of Education or of the Emergency Transitional Education Board of Trustees in its function. The term does not include Public Charter Schools.
- (5) "Foundation" or "foundation level" means the amount of funding per weighted student needed to provide adequate regular education services to students. Regular education services do not include special education, language minority education, summer school, capital costs, state education agency functions or services funded through federal and other non-appropriated revenue sources.
- (6) "Full-time equivalent" means student and adult enrollment for the equivalent of:
  - (A) Five hours or more per school day for a minimum of 180 school
- (B) Three hours per night for a minimum of 4 nights per week for 36 weeks per school year.
- (7) "Limited English Proficient/Non-English Proficient" ("LEP/NEP") means students identified in accordance with federal law as entitled to English as a second language or bilingual services on the basis of their English language proficiency.
- (8) "Per student funding formula" ("Formula") means the formula used to determine annual operating funding for DCPS and Public Charter Schools on a uniform per student basis, pursuant to section 2401 of the School Reform Act of 1995, approved April 26, 1996 (110 Stat. 1321 [256]; D.C. Code § 31-2853.41) ("School Reform Act").
- (9) "Public Charter School" means a publicly funded school established pursuant to sections 2201 through 2214 of the School Reform Act; and except as provided in sections 2212(d)(5) and 2213 (c)(5) of the School Reform Act, is not a part of the DCPS.
- (10) "Residential school" means a DCPS or Public Charter School that provides students with room and board in a residential setting, in addition to their instructional program.
- (11) "Special education" means specialized services for students identified as having disabilities, as provided in section 101(a)(1) of the Individuals with Disabilities Education Act, approved April 13, 1970 (84 Stat. 175; 20 U.S.C. § 1401(a)(1)), or students who are individuals with a disability as provided in section 7(8) of the Rehabilitation Act of 1973, approved September 26, 1973 (87 Stat. 359; 29 U.S.C. § 706(8)).
- (12) "State level costs" means costs incurred by the DCPS in its function as a state education agency, including the census of minors pursuant to section 1 of An Act To provide for compulsory school attendance, for the taking of a school census in the District of

Columbia, and for other purposes, approved February 4, 1925 (43 Stat. 806; D.C. Code § 31-404), impact aid surveys, issuance of work permits, conduct of hearings and appeals, employee certification, administration of federal aid to agencies or institutions outside of the DCPS or Public Charter Schools administration. For purposes of the Formula, transportation of handicapped students and payment of tuition for private placements of handicapped children are considered state level costs.

- (13) "Summer school" means an accelerated instructional program in the summer for students in targeted grades or grade spans pursuant to promotion policies.
- (14) "Weighting" is a multiplication factor applied to the foundation cost for student counts in certain grade levels or special needs programs to account for differences in the cost of educating these students.

# Sec. 103. Applicability of Formula.

New Section 31-2902

- (a) The Formula shall apply to operating budget appropriations for District of Columbia resident students in DCPS and Public Charter Schools of the District of Columbia. The student count to which the Formula is applied shall not include students enrolled in private institutions providing special education services paid by the District of Columbia or to nonresident students subject to the requirement of paying tuition pursuant to An Act To require the payment of tuition on account of certain persons who attend the public schools of the District of Columbia, and for other purposes, approved September 8, 1960 (74 Stat. 853; D.C. Code § 31-602 et seq.).
- (b) The Formula shall apply only to operating budget appropriations from the District of Columbia General Fund for DCPS and for Public Charter Schools. It shall not apply to funds from federal or other revenue sources, or to funds appropriated to other agencies and funds of the District government.
- (c) The Formula shall apply only to Public Charter Schools until the DCPS student enrollment count is verified by an independent contractor who shall perform a census on the student enrollment of the DCPS. The count shall include the information provided in section 2402(b) of the School Reform Act (D.C. Code § 31-2853.42(b)).

#### Sec. 104. Foundation level.

New Section

The foundation level or cost of providing public education services is \$5,500 per student for FY 1999 and subsequent years. The foundation level may be revised in subsequent years in accordance with provisions for inflation, revenue unavailability, and periodic review and revision of the Formula, pursuant to sections 110, 111, and 112.

Sec. 105. Weightings applied to counts of students enrolled at certain grade levels.

(a) The student counts at certain grade levels and in certain programs shall be weighted to provide an amount per student differing from the basic foundation level in accordance with

the following schedule:

Grade levels	Weighting	Total per pupil allocation in FY 1999
Pre-School Pre-Kindergarten	1.16	\$6,380
Grades K-5 Ungraded enrolled in elementary schools	1.05	\$5,775
Grades 6-8 Ungraded enrolled in middle or junior high schools	1.00	\$5,500
Grades 9-12 Ungraded enrolled in senior high schools Alternative school all grade levels	1.20	\$6,600
Adult	0.75	\$4,125

- (b) The weighting for grades 9-12, ungraded senior high school students and alternative school students shall be phased in as follows:
  - (1) FY 1999: Weighting 1.20;
  - (2) FY 2000: Weighting 1.25; and
  - (3) FY 2001 and subsequent years: Weighting 1.30.

Sec. 106. Supplement to foundation level funding on the basis of the count of special education, LEP/NEP, summer school, and residential school students.

- (a) In addition to grade level allocations, supplemental allocations shall be provided on the basis of the count of students identified as entitled to and receiving:
  - (1) Special education;
  - (2) English as a second language or bilingual education services; or
- (3) Summer school instruction for students who do not meet literacy standards pursuant to promotion policies of the DCPS or Public Charter Schools as defined in section 2401(b)(3)(B)(ii) of the School Reform Act (D.C. Code § 31.2853.41 (b)(3)(B)(ii)).
- (b) Supplemental allocations shall be provided for each student in full-time residence at a residential DCPS or Public Charter School.

(c) These supplemental allocations shall be calculated by applying weightings to the foundation level as follows:

Level/pro- gram	Definition	Weight- ing	Supplemental \$\$ per pupil FY 1999	
Level 1 Special Education	Regular class; special education services less than 6 hours/school week	+0.22	\$1,210	
Level 2 Special Education	Resource room; special education services 7-15 hours/school week	+0.80	\$4,400	
Level 3 Special Education	Separate class; special education services more than 15 hours/school week	+1.73	\$9,515	
Level 4 Special Education	Separate DCPS or Public Charter School	+1.72	\$9,460	
LEP/NEP	Limited and non-English proficient students	+0.4	\$2,200	
Summer School	An accelerated instructional program in the summer for students who do not meet literacy standards pursuant to promotion policies of the District of Columbia Public Schools and Public Charter Schools.	+0.10	\$550	
Residential	D.C. Public School or Public Charter School that provides students with room and board in a residential setting, in addition to their instructional program.	+1.7	\$9,350	

<sup>(</sup>d) The above weightings shall be applied cumulatively in the counts of students who fall into more than one of the above categories.

Sec. 107. Pupil count.

New Section 31-2906

Annual appropriations pursuant to the Formula shall be based on the number of resident students enrolled as of October 1 in the year preceding the fiscal year for which the appropriation is made. This count shall be verified by an independent contractor who shall perform a census on the student enrollment of the DCPS. The count shall include the information provided in section 2402(a) and (b) of the School Reform Act (D.C. Code § 31-2853.42(a) and (b)), and after verification shall be transmitted to the Mayor, Council, and the Authority no later than the following January 1. If the verification has not been transmitted by January 1, the Chair of the Council committee with oversight responsibilities for DCPS shall instruct the District of Columbia Auditor to determine the resident enrollment based on the best evidence available, and this count, as certified by the Auditor, shall be the basis for the annual appropriation.

Sec. 108. State level costs of District of Columbia Public Schools.

New Section 31-2907

- (a) Transportation for handicapped students, tuition payments for private placements for handicapped students, and state education agency functions of the DCPS system are not covered by the Formula and shall be appropriated by the Mayor and Council in addition to the amount generated by the Formula.
- (b) DCPS in its function as the state education agency for the District of Columbia shall perform all state education agency functions for Public Charter Schools that it performs for private schools and for DCPS in its function as a local education agency.

Sec. 109. Facilities allowance for Public Charter Schools.

- (a) The FY 1999 facility allowance for Public Charter Schools shall be determined as follows: The total funds being estimated from all sources for the FY 1998 DCPS capital improvement program shall be divided by the 1997-1998 school year ("SY") DCPS pupil count, as defined in section 107, to determine the "DCPS per pupil facility cost" for FY 1999. For FY 1999 only, this DCPS per pupil facility cost shall be multiplied by the number of students estimated to be attending each Public Charter School in SY 1998-1999 to determine the actual facility allowance payments to be received by each charter school in FY 1999.
- (b) For FY 2000 and succeeding fiscal years, the facility allowance for Public Charter Schools shall be determined as described in subsection (a) of this section, except that the DCPS per pupil facility cost for FY 2000 shall be averaged with the DCPS per pupil facility cost for FY 1999, to determine the Public Charter School per pupil facility allowance for FY 2000. The FY 2000 Public Charter School per pupil facility allowance shall then be multiplied by the number of students estimated to be attending each Public Charter School in SY 1999-2000 to determine the actual facility allowance payments to be received by each Public Charter School in FY 2000. This "moving average" shall add 1 year each year until a total of 5 years are

included in the calculations. Thereafter, the calculations shall include the most recent 5 years.

- (c) If supplemental funds for the capital improvement program are received by DCPS during any given fiscal year, the total of those supplemental funds shall be added to that fiscal year's capital improvement program in determining that year's DCPS per pupil facility cost in the next fiscal year's calculations of the moving average.
- (d) For fiscal year 1999, the facilities allowance for Public Charter Schools shall be \$617.00 per student.
- (e) Payment of the facility allowance to each Public Charter School which has applied shall be made on the same schedule as required for the payment of the per pupil allotments for operating funds, that is, 75% in October and 25% by May 1st of each school year.

# Sec. 110. Cost of education adjustment.

New Section 31-2909

The foundation level shall be increased annually by the average percentage increase in the CPI for the preceding calendar year, or by 4%, whichever is less.

Sec. 111. Procedure for adjusting appropriation in case of revenue unavailability. If in any given fiscal year the Council finds that full funding of the Formula from local revenues is inconsistent with legal requirements for a balanced budget, the following shall apply:

New Section 31-2910

- (1) The Council shall reduce the foundation level accordingly, and set a schedule for achieving or restoring full funding, however, funding shall not be less than 95% of the previous fiscal year's funding; and
- (2) The Mayor, Council, Superintendent/CEO, Board of Education and the Emergency Transitional Education Board of Trustees shall use their best efforts to obtain temporary supplemental funding from other revenue sources.

# Sec. 112. Periodic revision of Formula.

- (a) The Mayor and Council, in consultation with representatives of DCPS and of the Public Charter Schools, shall review and revise this Formula within 2 years of its establishment, within 2 years after this initial review and revision, and once every 4 years subsequently. Revisions shall be based upon information and data including study of actual costs of education in the District of Columbia, consideration of performance incentives created by the Formula in practice, research in education and education finance, and public comment.
- (b) The study of actual costs of education pursuant to subsection (a) of this section shall include but not be limited to the following:
  - (1) The relation of funding levels to student outcomes;
- (2) Maintenance of effort in specified areas of focus to promote continuity of effective practices;

- (3) Improved techniques for determining specific levels of funding needed to provide adequate special education services; and
  - (4) Improved measures of change in the cost of education.

# Sec. 113. Variations in per pupil allocations.

New Section 31-2912

Variations from uniformity in the Formula are not intended as an exercise of the Council's line-item authority over the DCPS budget. Allocations by the count of students in certain grade levels and programs are intended only to generate total appropriation amounts on a per student basis.

# Sec. 114. Fiscal impact statement.

The fiscal impact for the per student allocation is \$511,672,535 for DCPS and \$11,000,000 for Public Charter Schools for Fiscal Year 1999. The funding level is based on a foundation level of \$5,500 plus weightings and a resident student enrollment count of 77,000 for DCPS and 2,000 for Public Charter Schools. The Public Charter Schools enrollment count of 2,000 was derived from the consensus budget work session. The FY 1999 local appropriation of \$545,000,000 for DCPS and \$12,235,000 for Public Charter Schools covers the per student expenditures.

The fiscal impact for the Public Charter Schools facilities allowance is \$2,080,000. The funding level is based on allocation of \$1040 per student multiplied by a resident student enrollment count of 2,000 for Public Charter Schools. Due to budget constraints and the fact that DCPS' capital budget is based on an amount which is inflated by extraordinary costs (i.e., DCPS had to repair a significant amount of roofs and other repairs at the same time), the per student allocation of \$1040 is decreased to \$617.00 per student, which amounts to a total of \$1,234,000 for the facilities allowance payment. The FY 1999 appropriation of \$12,235,000 for Public Charter Schools covers the per student cost of \$11,000,000 and facilities allowance cost of \$1,234,000.

Assuming that the variables remain constant, the fiscal impact for the next 5 years, which includes a 2% inflation increase, is as follows:

FY 2000: \$521,905,985 (DCPS) and \$12,478,680 (charter schools); FY 2001: \$532,344,104 (DCPS) and \$12,728,253 (charter schools); FY 2002: \$542,990,986 (DCPS) and \$12,982,718 (charter schools); FY 2003: \$553,850,805 (DCPS) and \$13,242,372 (charter schools); and FY 2004: \$564,927,881 (DCPS) and \$13,507,219 (charter schools).

Title II. Amendments to the District of Columbia Tax Conformity Amendment Act of 1998.

Sec. 201. The District of Columbia Tax Conformity Amendment Act of 1998, signed by the Mayor on May 22, 1998 (D.C. Act 12-371; to be codified at D.C. Code §§ 47-1801.4 and 47-2608), is amended as follows:

(a) Section 2(b)(2) is amended to read as follows:

Section 47-2608

- "(2) Net premium receipts or consideration received means gross premiums or consideration received, beginning January 1, 1998, not including that portion of the business of the Teachers Insurance Annuity Association-College Retirement Equities Fund which is attributable to pension business, less the sum of the following:
- "(A) Premiums received for reinsurance assumed and premiums or consideration returned on policies or contracts canceled or not taken; and
- "(B) Dividends paid in cash or used by the policyholders in payment of renewal premiums.".
  - (b) Section 3 is amended to read as follows:
  - "Sec. 3. Fiscal impact statement.

"The estimated revenue impact of conformity to the income and deduction provisions of the Taxpayer Relief Act of 1997, approved August 5, 1997 (P.L. 105-34; 111 Stat. 788) ("Taxpayer Relief Act"), is noted below for each of the fiscal years from 1998 through 2002. The revenue impact is relatively small and is offset by the administrative savings and taxpayer convenience. Failure to conform with the federal income and deduction changes in the Taxpayer Relief Act will require the District of Columbia to create new tax forms, change audit and collection procedures and require taxpayers to keep separate records for the District of Columbia and the federal individual income tax.

"The revenue estimates summarized and explained below are based on more than one methodology. The primary basis for District estimates is the federal data provided in the Conference Report on Taxpayer Relief Act. Supplemental data when available was also utilized in estimating the revenue impact of the Taxpayer Relief Act.

# REVENUE IMPACT OF CONFORMITY TO TAXPAYER RELIEF ACT OF 1997 (Fiscal year amounts in thousands of dollars)

Тах Туре	1998	1999	2000	2001		TOTAL '98-'02)
Individual Income	(912)	(1,347)	(1,343,)	(1,961)	(2,643)	(8,206)
Franchise Tax	(1,401)	(972)	(639)	(459)	(422)	(3,893)
Conformity Impact (Direct)*	(2,313)	(2,319)	(1,982)	(2,420)	(3,065)	(12,099)
Estate Tax Impact	(313)	(624)	(840)	(936)	(1,128)	(3,841)
Cigarette Tax Impact	0	0	(284)	(275)	(402)	(961)
Total Impact**	(2,626)	(2,943)	(3,106)	(3,631)	(4,595)	(16,901)

- \* Impact of adopting conformity to income and deduction items related to franchise and individual income taxes.
- \*\* Includes estate tax and cigarette tax impacts, which would be reflected in revenue estimate revisions, but are not directly associated with passage of conformity legislation.

"There are two provisions of the 1997 federal tax law change that are not technically conformity issues, but which will have an impact on District of Columbia revenues. These are included in the table above.

"The first of these reflects the changes in the federal estate tax included in the Taxpayer Relief Act. The major change in the federal estate tax is a gradual increase in the unified credit from the current \$600,000 to \$1,000,000 by the year 2006. The District of Columbia estate tax is based on the state tax credit, which is part of the federal estate tax return. The changes in the federal estate tax in the Taxpayer Relief Act will affect the state tax credit and will have an impact on the District's estate tax collections. According to the Virginia Tax Department, which taxes estates in the same manner as the District of Columbia, the federal provisions will result in an estimated tax reduction of 1.3% in FY 1998 rising to an estimated 4.7% loss in FY 2002. If the District were to suffer similar losses the loss in revenue from the estate tax would be \$313,000 in

FY 1998 rising to \$1.1 million by 2002.

"The Balanced Budget Act of 1997, approved August 5, 1991 (Public Law 105-33; 111 Stat. 251) ("Balanced Budget Act), became law the same time as the Taxpayer Relief Act. One provision of the Balanced Budget Act will increase the federal cigarette tax from its current level of 24 cents per pack to 34 cents, effective January 1, 2000, and to 39 cents effective January 1, 2002. These increases will affect District of Columbia cigarette consumption and will reduce cigarette tax revenues after FY 1999. Based on data from the Federation of Tax Administrators there is a -0.4 elasticity with regard to the impact of cigarette price increases on cigarette consumption. Thus, if cigarette prices rise 10%, smoking should decline by 4% (10% x (-.4) = 4%). Based on current cigarette prices in the District and using the -0.4 elasticity provides the following:

Current average D.C. cigarette price per pa	ck:	\$2.33					
Percent price increase due to 10 cent federa	l tax rate increase	4.29%					
In the year 2000 from current price							
Estimated percentage consumption change	in 2000 from	-1.72%					
Current levels due to federal tax rate increase							
Impact on cigarette tax estimate for year	-\$284,000						
	2001:	-\$275,000					
Percent price increase due to additional 5 co	ent federal	6.44%					
Tax rate increase in the year 2002 fi	rom current level						
Estimated percentage consumption change	in 2002:	-2.58%					
From current levels due to federal to	ax rate increase						
Impact on cigarette tax estimate for year 20	-\$402,000						

"The revenue impacts noted above for both the estate tax and the cigarette tax were reflected in the January 1998 revised revenue estimates prepared by the Office of Tax and Revenue. These revenue losses will occur independently of any decision concerning conformity with federal income and deduction provisions.

"The estimated revenue impact of conformity noted above does not include increased revenues due to enhanced economic activity caused by provisions of the Taxpayer Relief Act. There are several provisions, which could generate such economic activity. These include the changes in the capital gains tax rates, the provision that exempts the first \$500,000 in capital gains from sale of a home from the income tax and other provisions which will likely have some revenue impact.

"Also included in proposals which may increase economic activity are the various District of Columbia tax incentives included in the Taxpayer Relief Act. These incentives are designed to stimulate economic activity in the District of Columbia. The estimates included in this analysis

assume no increase in economic activity from these provisions. Rather, the increased economic activity will be reflected in revised revenue estimates over the period of the incentives.

"Section 2(b) of D.C. Act 12-371, the District of Columbia Tax Conformity Amendment Act of 1998, technically amends D.C. Code § 47-2608(a)(2) to preserve the existing exemption for the Teacher's Insurance and Annuity Association-College Retirement Equities Fund ("TIAA"). Currently, D.C. Code § 47-2608(a)(2) exempts TIAA by reference to a provision in the Tax Reform Act of 1986 which is set to expire. This legislation simply adopts the description of TIAA that was provided in the Tax Reform Act of 1986. Consequently, the amendment to section 2(b) of Act 12-371 will have no fiscal impact."

Sec. 301. Effective date.

This act shall take effect following approval by the Mayor (or in the event of veto by the Mayor, action by the Council to override the veto), approval by the Financial Responsibility and Management Assistance Authority as provided in section 203(a) of the District of Columbia Financial Responsibility and Management Assistance Act of 1995, approved April 17, 1995 (109 Stat. 116; D.C. Code § 47-392.3(a)), a 30-day period of Congressional review as provided in section 602(c)(1) of the District of Columbia Home Rule Act, approved December 24, 1973 (87 Stat. 813; D.C. Code § 1-233(c)(1)), and publication in the District of Columbia Register.

Chairman

Council of the District of Columbia

Mayor

District of Columbia

APPROVED: October 16, 1998



#### COUNCIL OF THE DISTRICT OF COLUMBIA

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