



County of **GREENE** *State of Missouri*

GREENE COUNTY SALES TAX OVERSIGHT BOARD

August 9, 2021

To: Greene County Commission

From: Greene County Sales Tax Oversight Board

Regarding: **2020 Annual Report – General Revenue II**

In November of 2017, Greene County voters authorized an additional one-half cent general sales tax to supplement the existing one-half cent general sales tax passed in 1984, of which 50% is allotted to General Revenue. Although this new tax (herein referred to as “GR II”) is classified as General Revenue, the Greene County Commission passed the October 2, 2017 Resolution (Resolution) detailing the intended uses of the fund prior to the approval of the tax. The Resolution proposed several purposes for this tax: a more efficient criminal justice system, including increasing jail capacity; much-needed building maintenance; equipment replacement; increased operating cash reserves; and environmental projects.

The County Commission authorized the formation of an independent Sales Tax Oversight Board (Board) in March of 2018 in order to ensure that the promises of the Resolution were fulfilled and to provide transparency of both revenues and expenditures associated with this tax. This report covers the third year of activity associated with the tax, ending December 31, 2020.

The Board met on January 23rd, April 23rd, and July 23rd of 2020. During 2020, the Board had changes in persons filling four of the seven Board positions due to term expiration and resignations. Recognizing that most of the key decisions regarding the GR II tax have been made, the Board considered in its July meeting the need to continue its oversight role in light of the extensive staff time required to support it. The Commissioners recommended continuing and the Board resolved to do so with a reduction in the frequency of board meetings to semiannual dates in January and July. During the year, the Board received presentations related to the following and continued to have confidence that the GR II funds were being properly segregated and used.

- Detailed expenditures in all departments receiving GR II funding,
- Ongoing GR II cash balance status,
- Timelines of capital projects and the uses of cash and bond funds to complete those projects,
- Modifications to amounts in Exhibit B to the Original Resolution,
- An analysis of scenarios for the planned expansion of the temporary jail facility from the Robberson location to its current Campbell location,
- Estimated impact of the pandemic on sales tax collections,
- Updated staffing plan headcounts and construction cost estimates for the Sheriff’s Office and the jail expansion.

The Board understands that multi-year plans may require revisions as changes in information, regulations, and circumstances occur over time. The Board applauds the Commissioners and staff for

tracking and reporting on necessary changes or deviations from the resolution and informing the Board on these issues. The Board also recognizes the very effective work of the jail project team in finding ways to design efficiencies into the new jail that will substantially reduce staffing. Attachment 1 consists of the listing of changes known at the writing of this report. There have been no changes to the list since the previous year's annual report.

In the 2019 Annual Report, the Board shared a concern that the new jail may be at capacity shortly after it is completed in April 2022. Resolving the jail capacity problem was a major reason why the new tax was proposed. The revisions to the resolution provided for construction of a jail with a capacity of 1,242 beds. This count is below the maximum of 1,407 beds as stated in the first of the 19 points outlined in Exhibit A of the October 2, 2017 Resolution. The Board understands that the 2017 jail population study commissioned by the County and conducted by Bill Garnos projected that the total jail beds required, including 15% more beds to account for peaking and classification factors would be 1,266 by 2024 and 1.430 by 2027 if no other effective changes are made to the Justice System infrastructure. The Board also cautioned the Commission that while seeking a multi-faceted approach to jail capacity problems was essential, the decisions being made should not allow those who physically and emotionally harm significant others and children to avoid incarceration because the jail is full.

The Board concludes that the following information prepared by the staff is an appropriate summary of GR II activity for 2020.

Revenues

<u>Original Resolution</u>	<u>Modified Resolution</u>	<u>2020 Actual Receipts</u>
\$29,701,219	\$31,174,074	\$28,733,037

Revenues from sales tax collections were estimated in the original Resolution at \$27.4 million. Actual 2020 receipts slightly exceeded this at \$27.7 million. Revenues generated from investments, interest, and grants also exceeded Resolution projections, by \$79,042. However, as with 2019, transfers to GR II of state and Federal boarding revenue, projected to occur based upon the addition of beds in the expanded Justice Center, did not occur. In the original Resolution, this revenue was projected at \$1,842,853. In June 2019 this was modified to transfers of \$904,838 in state board, and \$2,410,870 in Federal board which included the amount to cover costs of the Fugitive Apprehension Unit. The amount of Federal board transferred to GR II in 2020 was thus limited to \$517,030.

Expenditures

<u>Original Resolution</u>	<u>Modified Resolution</u>	<u>2020 Actual Spending</u>
\$23,257,774	\$21,278,065	\$22,027,464

In the Resolution, the County Commission presented a list of individual expenditures to be funded by the proposed sales tax increase, and these were collected into five broad categories:

- Environmental Initiatives
- General Revenue Stability
- Community Projects
- The Justice System
- Capital Projects

Environmental Initiatives

<u>Original Resolution</u>	<u>Modified Resolution</u>	<u>2020 Actual Spending</u>
\$1,560,600	\$1,560,600	\$1,270,556

The purpose of environmental initiative expenditures was to fund storm water projects in anticipation of compliance to future Federal and State regulations. At the time of the Resolution, Greene County had no funding for this program. It was given a baseline of funding at \$1.5 million for 2018, with 2% annual growth thereafter. As with previous years, staffing of environmental engineers and storm water specialists, storm water property buyouts, and community awareness initiatives, have continued on to maintain the County's proactive stance on regulation compliance. In total, the County utilized over \$1.27 million of GR II funds towards environmental initiatives.

General Revenue Stability

<u>Original Resolution</u>	<u>Modified Resolution</u>	<u>2020 Actual Spending</u>
\$407,772	\$407,772	\$419,359

General Revenue stability was proposed in the Resolution to provide administrative support for functions relating to the new tax. It was intended to allow for the funding for seven additional full-time-equivalent support positions and related operating expenses across several departments, including Budget, Purchasing, Human Resources, Information Systems, and Public Information. Initially established with a baseline amount of \$377,008 in the Resolution, it was projected to grow thereafter at an annual rate of 4%. These support positions were filled over the course of 2018 and continue to be supported, at a total cost in 2020 GR II funds of \$419,359. Spending in excess of Resolution has been due partly to the installation of three new Information Systems staff as opposed to the two originally planned, and partly to the costs for unemployment insurance and the Operations Center's building liability coverage.

Community Projects

<u>Original Resolution</u>	<u>Modified Resolution</u>	<u>2020 Actual Spending</u>
\$2,974,784	\$3,390,944	\$2,534,714

Several uses of GR II funds fell under the umbrella of community projects in the Resolution: animal control, animal shelter construction, mental health spending, municipal projects, and the establishment of partnership law enforcement specialty units.

Construction of the animal shelter was scheduled in 2019 per Exhibit B to the Resolution at a cost of \$1.45 million. Spending for this project was delayed and re-budgeted in 2020, and because of the pandemic, it was delayed again; however, these funds are still earmarked for shelter construction, and will be utilized once construction plans have been put in place. An animal control officer position at the Springfield-Greene County Health Department along with associated operating expenses, continue to be funded by GR II, at a 2020 cost of \$209,485.

Mental health spending in the Resolution was projected annually at \$2.02 million. Actual spending for 2020 was \$1.20 million and was comprised primarily of \$1 million in funding for a mental health walk-in center operating in conjunction with Burrell Behavioral Health. Four new mental health related positions were created in 2020 budget using these funds, and the Courts utilized GR II funds to furnish additional wraparound services.

Municipal projects as presented and approved from the seven outlying municipalities of Ash Grove, Battlefield, Fair Grove, Republic, Strafford, Walnut Grove, and Willard were funded once again in 2020, at just under \$200,000.

The Family Justice Center finished another year of operations, and its first year in the newly-renovated Tefft building. A cooperative program between the Prosecuting Attorney’s Office, the Sheriff’s Office, and the Springfield Police Department, the Family Justice Center works in conjunction with Harmony House and The Victim Center in offering assistance to survivors of domestic abuse, child/elder abuse, and sexual assault. Costs for this unit in 2020 were \$356,774.

The Fugitive Apprehension Unit, formed in late 2018, is a second collaboration between the Prosecuting Attorney’s Office and the Sheriff’s Office, formed to handle the backlog of warrants in the justice system, and to coordinate the serving of warrants between the two departments in an effort to help minimize inmate holding times prior to court proceedings. Although this unit is considered a partnership law enforcement unit under the Resolution, its expenses are to be reimbursed back to the fund from Federal inmate boarding revenues. Costs of this unit in 2020 were \$573,365.

The Justice System

<u>Original Resolution</u>	<u>Modified Resolution</u>	<u>2020 Actual Spending</u>
\$11,809,947	\$5,400,399	\$9,761,855

Justice system proposals in the Resolution included several initiatives: the funding of additional positions and support costs for the Prosecuting Attorney’s Office; the expansion of treatment programs, such as Drug Treatment Court, to minimize recidivism; support for and upgrade of the emergency trunked radio system utilized by Greene County through the Sheriff’s Office, the Office of Emergency Management, and the Road and Bridge Department; and funding of additional staff and operating expenses in conjunction with the expansion/renovation of the Justice Center.

In late 2018, costs for reciprocity were added to justice system spending in GR II, and in 2020, leasing costs for temporary jail facilities were also added to GR II. In the June 2019 modification to the Resolution, additional Jail staffing and Jail operating costs were significantly reduced owing to both a reduced headcount in the staffing plan provided by the Jail Advance Team and the extended timeline for construction on the expanded Jail facility, which also extended the timeline for staff hiring.

In the Prosecuting Attorney’s Office, the anticipated need for additional support was based upon over 4,600 felony cases referred by law enforcement annually, at a projected annual growth rate of 3.6%. This need took the form of new positions in the Office, with additional positions to be filled in future years in line with ongoing caseload growth. The cost of these positions in the Resolution was \$1.29 million for 2020 (excluding the Senior APA position assigned to the Drug Treatment Court); actual costs for 2020 came in at \$1.04 million.

Treatment program services have taken several forms with GR II funding: Court wraparound services have provided both temporary housing and treatment center reimbursements; Pretrial has added screener positions to assist with supervised release efforts; and the Prosecuting Attorney’s Office has assigned a Senior APA exclusively to the Drug Treatment Court. Originally projected in the Resolution at an annual cost of \$468,116 and growing at approximately 3.4% thereafter, the spending for these services for 2020 was \$822,561, with the most significant increases being the expanded offering of wraparound services and the increased use of GPS and SCRAM monitoring.

Trunked radio system spending was not originally scheduled to begin in the Resolution until 2021. However, the availability of radios compliant with the P-25 system (and their anticipated scarcity

at the time of completion of the upgrade in 2021) made early spending a necessity in 2019. The final expense of the system upgrade was also posted early, in 2020, at a cost to GR II of \$851,011.

Additional staff for the Jail funded by GR II in 2020 included 78 additional positions in warrants, court transfer, and the expanded temporary jail facility. A new Information Systems position was also created in 2020 to oversee and maintain all incoming Jail technology associated with the facility expansion. Salaries, benefits, and other related costs for these positions came to just under \$2.68 million. Other ongoing Jail operating costs came to \$613,250.

Through the first part of 2020, the Greene County Justice Center continued to experience total inmate counts in excess of available bed space, which required the need to house inmates at jails in other Counties (reciprocity). Because one of the intents of GR II funds was to help cover the expenses associated with the continuing increase in the Greene County inmate population, reciprocity was classified as an additional jail operating expense under the Resolution. Reciprocity counts began in January at 172, and began to see a steady decline in March likely due to circumstances involving the pandemic. By early December, the daily count had declined to 45. Total reciprocity expense for 2020 was just under \$1.42 million.

Just as reciprocity was seen as an expense associated with an increasing inmate count, so too was the expense associated with the cost of maintaining temporary jail facilities on the Greene County campus. To this end, leasing costs for the County's temporary jail were paid for in 2020 using GR II funds, and this also included the expansion and relocation of the temporary facility from 108 beds to 390 beds. There was also a correlating increase in lease expense, site preparation for its new location, and additional staff to oversee the increased inmate population. Leasing cost for the temporary jail in 2020 came to \$2.34 million.

In all, out of the nearly \$9.84 million budgeted in 2020 for Justice System initiatives and expenditures, just over \$9.76 million in actual costs were incurred.

Capital Projects

<u>Original Resolution</u>	<u>Modified Resolution</u>	<u>2020 Actual Spending</u>
\$6,504,671	\$10,518,350	\$8,040,980

Capital projects have comprised one of the largest categories of spending in the GR II Resolution. Several projects proposed with the new tax were initiated, continued, and/or completed in 2020, including the ongoing construction of the expanded Sheriff's Office and Justice Center, final expenditures for the Operations Center, construction of a new courtroom in the Judicial Courts Facility, renovation of the Tefft building to be used as the home of the Family Justice Center, demolition of defunct campus structures, and increases in available parking area. Further master planning is currently in the works, which will include a needs analysis of all departments on campus, with the potential for project implementation in 2022. Other spending in the Resolution under this category includes the expansion of staff and services for Building Maintenance, and annual departmental equipment replacements.

Capital projects such as Justice Center construction, Operations Center construction, and Judicial Courts Facility renovation were funded through bond issues to be paid for from GR II funds over future years, while other projects were handled through direct cash outlays. Transfers out of GR II to cover bond repayments in principal and interest for the 2018 Certificates of Participation totaled just over \$5.1 million, and cash outlays amounted to \$1.92 million. Outlays also covered the cost of salaries and benefits associated with the County's capital projects.

Staffing and special maintenance projects handled through Building Operations came to \$483,182 in 2020, while equipment replacements and new facility utility costs totaled \$516,454.

Additions to Cash Reserves

<u>Original Resolution</u>	<u>Modified Resolution</u>	<u>2020 Actual Additions</u>
\$580,208	\$580,208	\$183,477

Another use of GR II tax revenues as outlined in the Resolution was to assure the necessary levels of cash reserves to meet operating requirements, and to maintain the highest possible bond ratings with Moody's in order to save taxpayer money on bond interest expense. For 2020, Greene County was able to set aside an additional \$583,000 in planned reserve transfers to meet adequate levels. An additional \$108,288 in funds was also set aside to increase the emergency contingency reserve to the required statutory level. The liability reserve of \$1 million was reduced by \$507,811 with a transfer out of GR II's reserve balance to cover the cost of a lawsuit settlement, which brought the net total increase in all cash reserves in 2020 to \$183,477.

Cash to be used for bond interest and principal repayments is set aside on a monthly basis. At the end of 2020, the restricted reserve balance for future bond payments on the 2018 Certificates of Participation was \$4,137,688.

Reconciliation of Available Cash for Operations


As of July 13th, 2021, the accounting books for 2020 had not yet been closed and the audited financial statements were not complete. As of the above date, the balance of available cash for operations on the general ledger, including amounts for journal entries entered into the system but not yet posted, was \$11,222,918.

This report has been reviewed, modified, and approved by the Greene County Sales Tax Oversight Board.



Bernie Dana

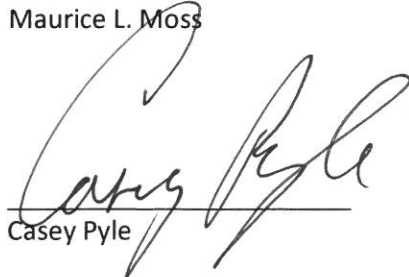

Robert Davis


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Attachment 1

Revisions to Exhibit B of the October 2, 2017 Resolution

The Resolution was carefully planned, approved by Commission, and presented to taxpayers. Commission desires the spending of taxpayer dollars to be in the most efficient manner possible. Commission does not make changes to the Resolution lightly; however, changes in information, regulations, and circumstances over time leads to the necessity to reevaluate plans. The following list summarizes the changes that have been made since the adoption of the Resolution.

Revenues

- Federal and State boarding revenue sources have been segregated and adjusted to recognize the cap on the number of additional beds that the larger jail facility can hold.

Expenditures

- The Justice System
 - Reciprocity has been recognized on a separate line as an additional jail operating expense.
 - GR II funding for the trunked radio system has been reduced by 25%.
 - Projected costs for additional jail staff have decreased due to the employment of an indirect-supervision staffing model for an off-campus facility.
 - A line has been added for uniform, training, and vehicle costs related to additional jail staff.
 - Additional jail operating expenses, previously calculated at a consistent growth rate, have been pushed out to correspond with the completion of the new facility, and capped to align more realistically with the cap in the increased number of inmates that the new facility can hold.
- Capital Projects
 - Significant modifications were made in the bond financing plan in August 2018 as to allow for more cash outlays in order to reduce financing costs. These outlays apply to the Operations Center, Jail, and Juvenile facilities.
 - In June 2019, Commission met to discuss Resolution priorities and reallocated funding for staffing, operations, and other sources to support the financing of a second bond for jail construction. The second bond increases the overall budget for the new location of a Jail/Sheriff Office facility to \$130 million, with the possibility of up to \$150 million.
 - Properties were acquired at the corners of Scott St & Boonville Ave and Central St & Campbell Ave to provide temporary space for Sheriff's operations and permanent County employee/customer parking. Although parking is mentioned in Exhibit A of the Resolution, these items were not specifically listed in the 20-year financial plan in Exhibit B of the Resolution.
- Community Projects
 - Funding for the animal shelter has been delayed to match City of Springfield timing.
 - Funding for the Family Justice Center was reduced by 20%.
 - The Fugitive Apprehension Unit was added as a second Partnership Law Enforcement Unit, with the understanding that funding would come from operational savings in the Family Justice Center and increased revenues from Federal boarding.

EXHIBIT A of the GR II Resolution – October 2, 2017

Unabridged Breakdown of Expenditures

The Greene County Commission commits to provide funding, in whole or in part, for the following projects upon passage of the one half (1/2) of one (1) percent county-wide general sales tax (GR II), submitted to the voters of Greene County on November 7, 2017.

1. Expansion and/or renovation of the Greene County Justice Center to add 806 beds, bringing capacity to not exceed a total of 1,407 beds. The design of the facility will be to allow future additions, if needed.
2. Up to 334 new correction officers and staff and operations for the Justice Center.
3. Fund Federal and State mandates for storm water management.
4. Community mental health programs to assist with the justice system.
5. Staff and operations for the Prosecuting Attorney's Office.
6. Establish best practice treatment programs such as Drug treatment Court, DWI Court, Veterans Court, etc.
7. Community trunked radio system for emergency communications.
8. Juvenile courts building and detention facility.
9. Community animal control facility.
10. Community animal control officer and equipment.
11. Community partnership law enforcement specialty units.
12. Outlying municipal projects.
13. Support staff (budget, purchasing, human resources, information systems, public information office).
14. Courts renovation.
15. Building maintenance and staffing.
16. Equipment replacement (servers, desktop computers, etc.).
17. Demolition and parking lot construction.
18. Utilities.
19. Restricted reserve to ensure positive bond rating.

1. Expansion and/or renovation of the Greene County Justice Center to add 806 beds, bringing capacity to not exceed a total of 1,407 beds. The design of the facility will be to allow future additions, if needed.

In 2020, bond draws from the 2018 Certificates of Participation for jail construction expenditures totaled \$47,981,765.25, bringing the cumulative bond draw total over the life of the project to \$54,616,045.00. Construction at the jail site began in April of 2020, and joint billings from builders JE Dunn & Dewitt have accumulated to a total of \$44,722,735.51 through the end of the year. Additional architect fees of \$2,994,048.47 were paid in 2020, bringing total architect expense through the life of the project to \$8,639,262.24. Other costs related to the project such as utilities and legal/miscellaneous fees totaled \$545,689.17 in 2020, and \$1,254,047.25 through the life of the project.

Salaries, benefits, and operating expenses for the four-member Jail Advance Team in 2020 were \$365,775.62. These expenses were paid in cash directly out of GR II and not covered by the bond. In addition, salary and benefits costs for the GR II project manager were funded via a transfer from GR II to GR I. This amount was apportioned to the various GR II projects based on time spent with each project. The amount assigned to the jail construction project for 2020 was \$53,120.16.

The decision by the County Commission in June 2019 to increase the jail construction budget to \$150 million with a bed count of 1,244 beds required the issuance of additional bonds in April of 2021. This was anticipated and had already been accounted for in the development of the financing plan for new County facility construction back in 2018. These bonds were issued in two separate series: the Series 2021A Certificates of Participation were issued for \$36,880,000.00, for which an additional premium of \$6,010,317.60 was also received; the Series 2021B Certificates were issued for \$13,250,000.00, for which an additional premium of \$1,945,170.10 was also received.

Total bond funding, less approximately 1.272% for issuance expenses, was \$57,346,703.53. It is expected that a final bond issue will take place in late 2021 for the remainder of funding necessary to complete the jail project, as well as to undertake the remainder of the other County campus planning projects as promised in the Resolution.

2. Up to 334 new correction officers and staff and operations for the Justice Center.

Additional staff for the new Justice Center will continue to be hired in the months preceding the completion of jail construction, scheduled for June 2022. Early staffing increases that have been implemented to date include:

- 12 Detention Officers in the restructured Warrants division in 2018,
- 11 Detention Officers and 1 Corporal in 2019 for a "Court bubble" to assist with the transfer of inmates through the Judicial Courts Facility,
- 48 Detention Officers, 4 Corporals, and 2 Licensed Practical Nurses for the expansion of the temporary jail in 2020.

Salaries and benefits for all jail positions funded from GR II in 2020 came to \$2,615,669.90. Other personnel-related costs which included pre-employment screening, uniforms, training, meetings, and cell phone stipends came to \$36,922.85. Jail operating costs consisting of food, bedding, medical, and other supplies came to \$613,249.84. Roughly \$170,000 of the increase over 2019 expense was due to the increased cost of medical supplies; medical services and supplies in the Jail had previously been

covered by a contract with Advanced Correctional Healthcare, paid for through GR I until June of 2019. Another \$182,290 was expensed to the Jail capital account in GR II in 2020 for laptops and a full-body scanner, to be reimbursed through funding from the CARES Act. A credit for this expense has been issued to the same account line in the 2021 books.

In addition to Jail staffing, a Senior Network Engineer position in the Information Systems department was approved by Commission on 6/22/2020 to be a permanent, full-time addition for the sole purpose of administering and maintaining Jail technology. The position was requested and approved due to the need to have staff on-hand during Jail construction as technology components were being discussed, scheduled, and installed. Salary and benefit costs for this position in 2020 came to \$23,596.15.

In total, GR II-funded staff and operating costs for the Justice Center in 2020 were \$3,289,438.74.

Reciprocity costs for holding Greene County inmates in other facilities during 2020 were \$1,418,384.51, on a budget of \$1.1 million. The budget was based upon an estimated daily average of 67 inmates held at \$45 per day. Lease costs for the temporary jail were \$2,340,776, on a budget of \$1,794,772.50. These two specific costs totaled \$3,759,160.51 and exceeded the original 2020 budget by \$864,388.01.

The original request for reciprocity in the 2020 budget was \$2.2 million, based on the expected ending expense at that time for 2019, which ultimately finished at \$2,216,887.48. Plans were discussed for expanding the capacity of temporary jail housing on the County campus, from the 108-bed facility on North Robberson Avenue to a 312-bed facility on North Campbell Avenue. These plans were accounted for in the finalized 2020 budget, which also accounted for site preparation at the new temporary jail location south of the Public Safety Center. The cost of preparation was to be funded via a cash transfer from GR II, with installation of the facility completed by the end of June for a July 1 opening.

The reciprocity budget was decreased in the final budget by 50%, to \$1.1 million, owing to the assumption that no reciprocity would be needed after July 1. Based on the information at that time, leasing costs for temporary jail housing were budgeted at \$1,794,772.50, which was comprised of the remaining 10 months of the lease of the smaller facility on North Robberson Avenue, and an initial \$1.1 million payment to All Detainment Solutions for the new facility. This payment was to cover the first 30 (free) days of the lease, plus 165 paid days, from 7/1/2020 to 1/11/2021. Additional staffing to cover the temporary jail consisting of 37 Detention Officers, 4 Corporals, and 2 LPNs was requested and approved. Laundry service, meals, and bedding/clothing were also budgeted for 6 months of expense based upon the total increase in bed count and historical actual costs per inmate.

In February, after the budget had been finalized, discussions for the size of the expanded facility were still ongoing. On 2/21/2020, the Budget Office conducted another cost analysis based upon the assumptions and information available at that time. Chief among the changes being discussed were 1) an increase in inmate bed count from 312 to 390, 2) an increase in additional staffing of 11 more Detention Officers, and 3) an increase in 2020 lease payments of \$476,526 for additional facility trailers from All Detainment Solutions. The original quote from December 2019 had called for an annual lease cost of \$2,426,783 for 312 beds (\$21.31 per bed per day), and the new quote from February 2020 called for a lease cost of \$3,153,053 for 390 beds (\$22.15 per bed per day).

There were delays in the installation of the new temporary facility, resulting in an opening date for its first occupants of December 8th. As a result, unanticipated reciprocity costs were incurred during the summer and fall of 2020. However, the County also experienced a dwindling count of inmates held both in the Justice Center and in reciprocity, which may be attributable to the pandemic. From January's daily reciprocity average of 163, the average count through the summer months of June-August had shrunk to 85, and by November it had dropped to 62. There have been no inmates held out-of-county

due to County space restrictions since the opening of the expanded temporary jail. The current bed count in Greene County facilities is at 991 – 601 in the hardened facility and 390 in temporary housing.

At the end of 2020, a cash transfer for \$362,864.43 was made from GR II to the Real Property Improvement fund to cover GR II's share of the costs incurred for temporary jail site preparation.

3. Fund initiatives for environmental and storm water management.

In 2020, the Environmental department funded nine positions including environmental engineers, storm water specialists, and a permit technician. Salaries and benefit costs for these positions totaled \$546,527.44.

Contract labor costs totaled \$22,304.90, consisting of lawn services for \$9,627.80, Pearson Creek monitoring for \$10,400.00, and expense for the Brownfields Program through the Missouri Department of Natural Resources for \$2,277.10. Engineering and consulting costs for the year were \$8,623.97, which included \$5,157.31 for ongoing sampling and consulting at the site of the former Springfield Laundry, and \$3,466.66 for maintenance of the South Dry Sac streamgage which is an expense shared equally with the City of Springfield and City Utilities. Code enforcement costs came to \$15,266.65, consisting mainly of a demolition and clean-up of the property at 8241 W. Spruce Lane. Other miscellaneous operating costs for 2020 totaled \$41,730.80.

Capital purchases for 2020 totaled \$52,638.59, and included two office copier/scanners (\$13,704.45), two laptops for fieldwork (\$5,652.00), phone replacements and MS Office upgrades furnished by Information Systems (\$1,982.33), a tablet and docking station (\$2,190.81), and a 2020 Ford Explorer (\$29,109.00).

Costs for support and maintenance at Riverbluff Cave and Museum totaled \$64,680.50. This represents the annual budgeted amount of funding support to the Missouri Institute of Natural Science. Community awareness costs were \$77,103.00 through December, including \$65,000.00 of funding for the Watershed Committee of the Ozarks (in partnership with the City of Springfield and City Utilities), \$6,500.00 for educational signage at the wastewater training center, \$5,103.00 for the James River Basin Partnership for their water quality education and rain barrel rebate programs, and \$500.00 of annual dues to the Tri-State Water Resource Coalition. Total spending for Riverbluff Cave and community awareness initiatives was \$141,783.50.

Resource Management worked on several stormwater maintenance and demolition projects in 2020, some of which were for locations at which work began in 2018. Total costs for these projects through December were \$441,680.05. Major projects included:

- 751 W. Farm Road 36 - \$32,837.15 (property was previously purchased in 2019)
- 4775 E. Farm Road 174 - \$201,491.85 for purchase and demolition
- 2518 W. Vincent - \$144,060.05 for purchase and demolition
- 3366 W. Vincent - \$11,900.00 for drainage-way work
- 1308 N. Farm Road 165 – \$6,130.00 for drainage-way work
- Prairie View Heights - \$40,353.50 for storm water studies.

In total – Environmental salaries, operating costs, community awareness initiatives, and storm water buyouts through 2020 were funded at a cost of \$1,270,555.90.

4. Community mental health programs to assist with the justice system.

In 2020, four new full-time County positions were created to be funded from the annual allotment of mental health funds: one Pretrial Services Officer, a Psychologist for the Jail (budgeted for the second half of 2020), and two Licensed Professional Counselors, also for the Jail (also budgeted for the second half of 2020). Of the four positions, only the Pretrial Services Officer position was filled during the course of the year, at a cost in salaries and benefits of \$47,842.51. This Pretrial Officer was created to work as a liaison between inmates being released from the jail and the contacts and assistance they would need in order to establish and improve upon their transition back into the civilian population. This work will also help to curb the recidivism that can occur from a lack of such assistance.

Spending for wraparound services ordered by the 31st Judicial Circuit Court totaled \$147,252.51 in 2020. These services includes such things as group and individual counseling, peer support, education and assessment, case management and assistance with attendance at court dates, drug testing, and medication as necessary. Services were provided by the following service organizations:

- Higher Ground Recovery Center
- Recovery Outreach Services
- Preferred Family Healthcare
- Tomo Drug Testing
- Heartland Center

The breakdown of service costs among the assorted treatment courts was as follows:

- Drug Court - \$73,614.15
- Med-Assisted Treatment Ct - \$5,256.36
- Veterans' Court - \$8,376.62
- Family Court - \$13,936.73
- DWI Court - \$8,689.38
- Co-Occurring Disorders Ct - \$16,870.81
- Adult Treatment Court - \$20,508.46

The County established a contract with Burrell Behavioral Health in supporting the operations expenses of a walk-in mental health crisis center. This center can be used as an alternative to booking individuals into the Greene County Jail, when mental health evaluation and assistance is warranted and more appropriate than detention. There was no mental health center option of this kind in the Greene County area prior to its creation. In February of 2020, the County Commission issued a check to Burrell Behavioral Health for \$1 million to be used for operational support of the center. The Behavioral Crisis Center – Rapid Access Unit is located at 800 S. Park Avenue in Springfield, and opened its doors on June 1st of 2020. Per its website, it is “a walk-in Crisis Access point for individuals in need of immediate psychiatric care, Medication-Assisted Treatment for opioid use, psychiatric assessment, initial assessment eligibility determination, brief therapy, peer support services, 23-hour observation, referral to appropriate follow up treatment and more. This is an 18-and-up facility.”

Greene County renewed its contract with Burrell in February of 2021 to fund the Rapid Access Unit with another \$1 million to cover ongoing operational costs.

In total, spending for mental health programs and initiatives in 2020 came to \$1,195,095.02.

5. Staff and operations for the Prosecuting Attorney's Office.

Staffing for the Prosecuting Attorney's Office from GR II funds consisted of six APAs, seven secretaries, four Paralegals, two Investigators, and one Senior APA assigned exclusively to the Drug Court.

Expenditures for the Senior APA position are accounted for in item 6 of Exhibit A to the GR II Resolution (best practice treatment programs). Salaries and benefits for the remaining 19 positions through the end of the year totaled \$989,456.46. Related departmental operating costs, including training, dues, supplies, law books and publications, and reimbursements for both victim witnesses and expert witnesses, came to a total of \$50,226.78.

Total expenditures for the Prosecuting Attorney's Office in 2020 were \$1,039,683.24.

6. Establish best practice treatment programs such as Drug Treatment Court, DWI Court, Veterans' Court, etc.

In 2020, the 31st Circuit Court ordered \$60,000 in expenditures to cover the cost of a contracted Licensed Clinical Social Worker to be paid for from GR II. However, this was changed in February to the creation and hiring of a full-time County position. Salary and benefit costs for the position were \$38,287.20, with another \$3,266.07 in supplies and training costs.

Court wraparound services such as temporary housing, counseling, outreach services, drug testing, and reimbursements to treatment centers were funded by GR II in the amount of \$233,405.10 through December. Services were provided by the following organizations:

- City Utilities (bus passes)
- Clean Sweep Ministries
- Heartland Center for Behavioral Change
- New Beginning Sanctuary
- Preferred Family Healthcare
- Recovery Outreach Services
- Tomo Drug Testing
- Oxford House
- Restoration of Hope Project
- Jordan Valley Community Health

The breakdown of service costs among the assorted treatment courts was as follows:

- Drug Court - \$106,103.48
- Med-Assisted Treatment Ct - \$677.14
- Veterans' Court - \$10,694.82
- Family Court - \$25,182.73
- DWI Court - \$33,904.32
- Co-Occurring Disorders Ct - \$21,015.97
- Adult Treatment Court - \$26,826.71
- Bus Passes - \$2,800.00
- Temporary Housing - \$5,023.13
- Counseling and Other Services - \$1,176.80

Total spending by the 31st Circuit Court in GR II for best practice treatment programs totaled \$274,958.37.

Pretrial was staffed with two RANT (Risk and Needs Triage) screener positions funded by GR II. Salaries and benefits for these positions came to \$107,951.24. Miscellaneous operational costs through December, including cell phone stipends, were \$1,503.54.

The most significant expenditure in Pretrial was funding for GPS and SCRAM electronic monitoring devices. Since the implementation of the Missouri Supreme Court decision pertaining to the rules for pre-trial release, there has been a significant increase in the use of GPS monitoring, and GR II funds have been used to cover the cost of this increase. Spending in 2020 from GR II totaled \$332,303.00. Device usage was split between GPS monitoring at \$9/day, and SCRAM monitoring at \$10/day, providing substantial savings in what would otherwise have been additional jail operating expenses, or out-of-County reciprocity costs.

Across both GR funds and LEST II, Pretrial is a department of 7 employees. In 2020, Pretrial submitted risk assessment reports to the sentencing courts on 1,054 different defendants across 1,193 court cases. The department was able to significantly reduce the time needed to complete these

reports, going from an average of 5-7 business days down to 1-2 business days, in an effort to provide judges with the information necessary to make informed release decisions and to help reduce the amount of time defendants might be held in custody. Pretrial supervised 957 different defendants through the year, with 282 different defendants assigned to GPS monitoring and 65 different defendants assigned to SCRAM monitoring. (GPS provides the location of defendants and their length of stay at various locations, while SCRAM is an alcohol monitor.) In addition, Pretrial also completed 100 RANT assessments specifically for defendants in the treatment court programs.

Total GR II spending in Pretrial for salaries, operating costs, and contract expenses through December came to \$441,757.78.

From the Prosecuting Attorney's Office, the Senior Assistant Prosecuting Attorney position assigned to the Drug Treatment Court incurred costs in salaries and benefits of \$99,662.44, and operational costs of \$6,182.61, for a total of \$105,845.05 through December.

The grand total cost for all services related to treatment programs, early release initiatives, and system efficiencies for 2020 totaled \$822,561.20.

7. Community trunked radio system for emergency communications.

Spending towards the trunked radio system (TRS) for emergency communication use had not been scheduled to begin in the original Resolution until 2021. However, circumstances resulted in this spending being pulled forward to 2019 and 2020. Expenditures occurring in 2019 were for P-25 compliant radios, along with contributions to the upgrade reserve. The final cost for the upgrade was posted in 2020, for \$851,011.03. There is no planned further cost to GR II in the Resolution for this category of spending.

8. Juvenile courts building and detention facility.

There was no spending in 2020 for this project. Campus master planning is currently under way, and spending should begin once this analysis and needs-based design is complete, and discussions have led to a long-term solution for County-wide facility needs.

9. Community animal control facility.

The County paid \$50,000 in 2018 toward facility planning, and \$1,450,000 was budgeted in 2020 for facility construction/development costs. However, no payments were requested or made last year. It is anticipated that shelter construction will commence in 2021, and \$1.45 million has been budgeted once again in 2021 for this expense.

10. Community animal control officer and equipment.

Through December 2020, Greene County made four quarterly payments of \$52,371.25 each, for a total of \$209,485.00, to the Springfield-Greene County Health Department as part of its obligation to

fund animal control expenses. These expenses cover the staffing of an animal control officer and ongoing maintenance of animal control equipment previously funded by the County.

11. Community partnership law enforcement specialty units.

The Family Justice Center (FJC) is a partnership between the Prosecuting Attorney's Office, the Sheriff's Office, and the Springfield Police Department. It is currently staffed by three County employees, and utilizes contract services with both Harmony House and The Victim Center.

The Prosecuting Attorney's Office staffs the FJC with a Project Coordinator and a Program Support Specialist. Salary and benefit costs through December totaled \$102,077.77. Additional services were provided under contracts with Harmony House and The Victim Center, totaling \$82,431.90 and \$44,543.90, respectively. Wraparound services provided through the Prosecuting Attorney's Office totaled \$12,589.71. These services took various forms, such as temporary housing, transportation, home security enhancements, utilities, groceries, and other miscellaneous assistance with things such as providing interpreters and obtaining driver's licenses. Other operational expenses came to \$38,092.69, which included utilities expense of \$16,797.02 in the Tefft building's first full year of operation as the home of the FJC. In total, the Prosecuting Attorney's Office's share of the FJC cost through December was \$279,735.97.

The Sheriff's Office staffs the FJC with a Domestic Violence Investigator. Salary and benefit costs through December totaled \$71,043.03. Other operating expenses, including phone and vehicle expense, came to \$5,994.85, for a total cost incurred by the Sheriff's Office of \$77,037.88.

In total, expenditures for the FJC at the end of December were \$356,773.85. This was a savings from the \$520,200 Resolution allotment for partnership law enforcement units of \$163,426.15, which, when combined with previous savings from 2018-19, gives a total Resolution savings to date of \$617,037.91. Future additional savings in the FJC's operating expenses over the next four years are expected to cover the balance of the GR II cost of the Tefft building renovation, which was completed in 2020 for \$786,427.93.

At the end of 2020, a cash transfer was made for \$693,978.55 from GR II to the Real Improvement Property fund to cover the costs incurred for the Tefft renovation during the course of the year.

The Fugitive Apprehension Unit (FAU) has worked to clean up and maintain the warrants system, and process warrants in conjunction with the timing of case preparedness in an effort to minimize potential incarceration times for defendants. Its 2020 budget called for a staff of six Investigators and one Sergeant working out of the Justice Center.

Salary and benefits costs through December were \$533,979.27. Of that amount, \$57,811.89 was for grant-based overtime and DSSSF salaries and related benefits, which will eventually be reimbursed through matching grant revenues. Operating expenses for the unit, including uniforms, MiFi wireless capabilities, training, and mobile communications were \$14,955.58. Vehicle expenses for fuel, maintenance, incidents, and liability insurance totaled \$15,315.19. In addition, vehicle outfitting for cars purchased in previous years were purchased under the Capital expense line for \$9,114.86, bringing the total costs incurred for the FAU (excluding grant-based salaries and benefits) to \$515,553.01.

In the spirit of the GR II Resolution, the FAU functions similarly to the FJC in terms of concept as a partnership unit and in terms of budget size. At the time of its creation, it was agreed that a portion of receipts from the US Marshals Service normally deposited to GR I to reimburse the County for the holding of Federal inmates would be transferred at year-end to cover the costs of the new unit, and only to the extent of the FAU's budget as a transfer cap. The US Marshals Service contract had been re-

negotiated at that time with a rate increase from \$61 to \$80 per day, with the increased revenues intended to cover the cost of the FAU. By agreement between the County Commission and the Sheriff at that time, any cost overruns beyond the FAU's budget would be reimbursed to GR II from one of the Sheriff's discretionary funds. Thus, the overall effect would be that while the FAU functions as a second partnership unit, the total cost to GR II for both the FJC and the FAU would be no more than the cost of one unit, as originally proposed in Exhibit B to the GR II Resolution.

Total partnership law enforcement unit costs through December 2020 were \$930,138.75. A year-end transfer of Federal boarding revenue from GR I to GR II was made to offset FAU costs, in the amount of \$517,030.00, based on available data as of 3/16/21.

12. Outlying municipal projects.

The municipal project initiative feeds funds back to the individual municipalities to supplement their own localized project funding. Annual funding is shared equally among the seven municipalities, with two of the municipalities receiving a larger stipend on a rotating basis to fund a larger-scale project. In 2020, the recipients of the larger stipends were Strafford and Willard. Each municipality is required to submit an annual proposal to Commission explaining their use of the funding.

The municipal projects and the amounts allotted to each municipality for 2020 were as follows:

- Ash Grove: \$14,285 – City park improvements and dog kennel construction.
- Battlefield: \$14,285 – Police department vehicle.
- Fair Grove: \$14,285 – Sidewalk construction on Orchard Blvd.
- Republic: \$14,285 – City Hall and Community Development Building signs.
- Strafford: \$64,285 – \$25,000: Drainage improvements; \$39,285: Road bed widening on Old Orchard St.
- Walnut Grove: \$14,285 – \$8,285: City Hall window remodeling; \$6,000: Road resurfacing on Lincoln, Wilson, and Johnson Rds.
- Willard: \$64,285 – \$50,000: Sidewalk construction on Hunt Rd.; \$14,285: Police vehicle maintenance program.

Total municipal project expenditures for 2020 were \$199,995.00.

13. Support staff (Budget Office, Purchasing, Human Resources, Information Systems, and Public Information).

- Budget Office: Salaries and benefits for one staff position through December were \$80,217.22. Additional operating costs of \$480.00 brought total departmental spending to \$80,697.22.
- Purchasing: Salaries and benefits for one staff position through December were \$49,970.11. Additional operating costs of \$1,836.88 brought total departmental spending to \$51,806.99.
- Human Resources: Salaries and benefits for two staff positions through December were \$59,661.10 (the Payroll Coordinator position was only staffed for six months). Additional operating costs of \$587.74 brought total departmental spending to \$60,248.84.
- Information Systems: Salaries and benefits for three staff positions through December were \$209,791.18. Additional operating costs of \$740.00 brought total departmental spending to \$210,531.18.

- Public Information: Operating expenditures funded by GR II included contract labor to assemble materials for the monthly employee newsletter and the Annual Report, membership dues, and event attendance fees, for total departmental spending of \$3,356.24.
- Additional non-departmental spending to support overall GR functions included unemployment and building liability insurance (for the new Operations Center) of \$12,718.58.

Total support staff costs through the end of 2020 were \$419,359.05.

14. Courts renovation.

Bond draws and cash transfers for Court renovations and improvements through December totaled \$603,755.91.

- \$45,088.08 in bond draws funded the remainder of the security fencing project for the judges' parking area east of the Judicial Courts Facility. Total spending for this project, including previous 2019 spending and project manager allocation costs, came to \$257,826.64.
- \$558,667.83 was spent on architect fees and construction costs for the new Courtroom for the recently-appointed 31st Circuit Court judge for Division 6. Total costs on this project through 2019 and 2020 were \$576,167.83, and another \$252,679.15 in bond draws are expected in 2021, bringing the total project cost to \$828,846.98.

15. Building maintenance and staffing.

Building Operations hired an Administrative Coordinator in 2020. Costs for this position in salaries, benefits, and cell phone expense came to \$32,749.94. Costs for fuel, maintenance, and liability for GR II-purchased vehicles used by Building Operations and General Services were \$2,497.45. In total, Building Operations' expenditures of operations outside of special maintenance projects totaled \$35,247.39.

In the Historic Courthouse, spending for multiple HVAC replacements totaled \$20,576.54, while roof repairs for Archives came to \$64,003.50. In the Jail, GR II-funded special projects incurred \$111,740.00 and included a new rooftop cooling unit (\$32,690.00), an elevator door and control replacement (\$76,450.00), and a new rolling dock door (\$2,600.00). In the Judicial Courts Facility, special projects used \$251,614.87 in funding for several big ticket replacements of a generator (\$40,910.00), a chiller (\$181,162.47), a hot water pump (\$21,434.30), and a boiler (\$8,108.10).

Expenditures for all special maintenance projects in 2020 were \$447,934.91.

In total, operating and project costs for Building Operations were \$483,182.30.

16. Equipment replacement.

Equipment replacements funded by GR II in 2020 are broken down as follows:

- County Clerk:
 - GR II portion of expenditures for new voting equipment and software - \$57,500.00
- Medical Examiner:
 - Assorted lab equipment and supplies - \$15,532.79

- Information Systems:
 - Laptops purchased based on utilization of CARES funding - \$12,812.80
 - Cisco firewall - \$35,232.43
 - Cisco switch - \$34,370.00
 - Uninterruptible power supply for the Historic Courthouse - \$19,404.83
 - Dell equipment lease agreement - \$110,497.02
 - GIS scanner - \$7,790.00
 - Laptop replacements - \$131,339.28
 - Campus door/security improvements - \$32,452.51
 - Solarwinds log/event manager - \$25,767.00
 - EDEN time and attendance software completion - \$2,318.75
 - CARES funding reimbursements – (\$14,382.56)
 - Total (less \$22,266.02 in departmental/other reimbursements): \$375,336.04.
- Emergency Management:
 - A/V matrix switch/voyager box replacement - \$2,595.00
- Building Operations:
 - Campus-wide HVAC control upgrade - \$29,691.00
 - Landscaping equipment - \$1,472.39
 - Total: \$31,163.39
- Total equipment costs through December 2020 were \$482,127.22.

17. Demolition and parking lot construction.

The building previously used as the headquarters of Building Operations at 933 N. Boonville was torn down in May of 2020, at a total project cost of \$90,483.78. This was paid for via a cash transfer from GR II to the Real Property Improvement fund at the end of 2020. This space is now used for additional County parking.

18. Utilities.

Utilities expenditures incurred at properties acquired, constructed, or renovated through the use of GR II funds are also funded by GR II. Total utility expense for 2020 was \$51,124.16, and was incurred at the following locations in the indicated amounts:

- 1107 N. Boonville (the former Wright's Auto location) - \$13,070.58
- 1210 N. Boonville (the Operations Center) - \$21,256.56
- 1418 E. Pythian (the Tefft building and home of the FJC) - \$16,797.02

Utility expenditures for the Tefft building have been included in total costs for the Family Justice Center, making the net utility expense for general GR II usage \$34,327.14.

19. Restricted reserve to ensure positive bond rating.

In 2018, GR II assumed a portion of GR I's balance of the overall General Revenue operating cash reserve, and added another \$5.4 million to this amount for a total reserve balance of \$6,767,782.50 in

GR II. This reserve includes \$288,000.00 to a special 27th pay period cash reserve as part of an annual and ongoing buildup of available funds for years when this event occurs.

In 2019, another significant addition to cash reserves of \$6.6 million was made, along with another addition of \$300,000.00 to the 27th pay period reserve. In addition to these planned reserve additions, GR II assumed the balance of the remaining liability reserve of \$430,000.00 which was previously being held in the GR I fund. This transfer relieved GR I of all reserve balances and made GR II the central location for all General Revenue-based reserves.

At the beginning of 2020, cash reserves in GR II were at a total balance of \$15,572,311. This included \$2,029,311 in emergency reserve set aside by statute, an operating reserve of \$11.955 million, a liability reserve of \$1 million, and a 27th pay period reserve of \$588,000. Year-end transfers for 2020 included an addition to the cash reserve of \$270,000, and to the 27th pay period reserve of \$313,000, in accordance with the Resolution. In addition, a transfer out of the GR II liability reserve to GR I in the amount of \$507,810.98 was approved by Commission to cover the cost of a class-action lawsuit settlement. The net of these entries resulted in an ending overall cash reserve in GR II of \$15,647,500.02. It is anticipated that savings to budget over the next 2-3 years will aide in replenishing the liability fund back to its appropriate level of \$1 million.

In addition to these reserves, cash for upcoming bond payments is transferred on a monthly basis to the Bond Fund for holding in reserve prior to payment. As of December, these restricted bond payment transfers totaled \$5,117,762.91.