

Committee of the Whole Minutes May 18, 2021 4:18 p.m.

County Square - Conference Room D

Council Members

Mr. Willis Meadows, Chairman, District 19
Mr. Dan Tripp, Vice Chairman, District 28
Mrs. Xanthene Norris, Chairman Pro Tem, District 23
Mr. Joe Dill, District 17
Mr. Mike Barnes, District 18
Mr. Stephen Shaw, District 20
Mr. Chris Harrison, District 21
Mr. Stan Tzouvelekas, District 22
Mrs. Liz Seman, District 24
Mr. Ennis Fant, Sr., District 25
Mr. Lynn Ballard, District 26
Mr. Butch Kirven, District 27

Pursuant to the Freedom of Information Act, notice of the meeting date, time, place and agenda was posted online and on the bulletin board at County Square and made available to the newspapers, radio stations, television stations and concerned citizens.

Council Members Absent

None

Staff Present

Joe Kernell, County Administrator
Mark Tollison, County Attorney
Regina McCaskill, Clerk to Council
Jessica Stone, Deputy Clerk to Council

Others Present

<u>Call to Order</u> Chairman Willis Meadows

<u>Invocation</u> Councilor Stan Tzouvelekas

Item (3) Approval of Minutes

Action: Councilor Kirven moved to approve the minutes of the April 20, 2021, Committee of the Whole meeting.

Motion carried unanimously.

Item (4) FY2022 / FY2023 Biennium Budget Presentation

Presented by: Joe Kernell

County Administrator

Proposed Operating and Capital Biennium Budget



Fiscal Years 2022 and 2023

May 18, 2021

Budget Proposal Meets Council's Proposed Priorities from March 27th's Retreat

- Public Safety: Support public safety functions of Emergency Medical Services, Detention Center, and Sheriff's Office.
- Fiscal Responsibility: maintain triple A ratings, continue fiscally responsible framework, budget development criteria
- 3. Planning and Infrastructure: reduce traffic congestion and expand utility services into underserved areas
- 4. Economic Development: create targeted incentive programs, develop economic ties
- Community Development: create sustainable communities and address lack of affordable housing
- 6. Public Transit: plan for public transportation needs
- Swamp Rabbit Trail: Expansion and Safety: develop and enhance connectors to the Trail and improve trail safety

Mr. Kernell stated the proposed budget met Council's proposed priorities that were put in place on March 27, 2021, at the Council Retreat. Those priorities were as follows:

- 1) Public safety support public functions of EMS, Detention Center and the Sheriff's Office
- 2) **Fiscal Responsibility** maintain triple A ratings, continue fiscally responsible framework, budget development criteria
- 3) Planning and Infrastructure reduce traffic congestion and expand utility services into underserved areas
- 4) Economic Development create targeted incentive programs, develop economic ties
- 5) Community Development create sustainable communities and address lack of affordable housing
- 6) **Public Transit** plan for public transportation needs, the County engaged with Greenlink a few years ago and provided additional funding which would continue
- 7) **Swamp Rabbit Trail** expansion and safety, develop and enhance connectors to the trail and improve safety, the trail was a huge recreational facility as well as an economic development tool

Major Emphasis

- ■Maintains average Fund Balance of \$55 million
- Reflects proposed priorities of Council with emphasis on public safety, fiscal responsibility, and economic/community development
- ■Provides Cost of Living for employees

The proposed budget had three major areas of emphasis:

- Maintain the average Fund Balance of \$55 million
- Reflect proposed priorities of Council with emphasis on public safety, fiscal responsibility and economic/community development
- 3) Provide cost of living increase for employees

Mr. Kernell stated in regards to the \$55 million Fund Balance, it took quite a lot of money to operate the organization. Greenville County did not like to borrow money just to meet its day-to-day needs. By having a fund balance of that level, the County was able to operate without borrowing money.

A "rainy day fund" was in place to deal with unforeseen emergencies, while continuing regular operations. The fund proved to be very valuable a few years ago when the economy "went south." The County was able to avoid the stringent changes other organizations were forced to implement.

Councilor Ballard asked if the County's Fund Balance had always been approximately \$55 million.

Mr. Kernell stated the Fund Balance had grown over time. The County had a financial policy in place that required the maintenance of a Fund Balance of 25 - 35%. As revenues and expenditures increased, the Fund Balance also increased. The policy was put in place by County Council years ago and has proven to be very effective for cash flow management.

Action Taken Preparing FY2022/FY2023 Biennium Budget

- Services inventoried and all department budgets reviewed in an effort to:
 - Reduce unnecessary expenses
 Realign resources where needed
- ■Reviewed all funds
- Minimized increase in General Fund operating accounts

In preparing the biennium budget, services were inventoried and all department budgets were reviewed in an effort to reduce unnecessary expenses and realign resources where needed. For example, 13 positions in the Recreation Department were eliminated due to attrition. The reviews were being conducted throughout all departments to ensure no shortfalls occurred and the current level of service could be maintained; service needs were always changing.

Staff reviewed all funds and minimized an increase in General Fund operating accounts. The County had maintained strong control over those accounts throughout the years with very little waste.

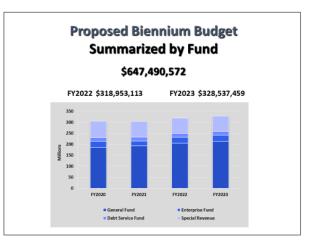
Proposed Budget Fiscal Years 2022 & 2023

Fiscal Year 2022 \$318,953,113

Fiscal Year 2023 \$328,537,459

Total Biennium \$647,490,572

Includes all Funds



Mr. Kernell stated the combined total of the proposed biennium budget for FY 2022 and 2023 was \$647,490,572 (\$318,953,113 for FY 2022 and \$328,537,459 for FY 2023).

Most of the activity and expenditures occurred in the General Fund. Bonds were paid through the Debt Service Fund. The Enterprise Fund was used to finance Solid Waste and Stormwater. The Special Revenue Funds could not be accounted for in the General Fund, either by law or purpose. Each of the funds were similar to stand alone entities with an "umbrella blanket" around all of them.

Councilor Seman asked if money could be moved around from the Debt Service Fund and the Special Revenue Fund.

Mr. Kernell stated that under certain circumstances, money could be moved in those funds. For example, some of the County's set millage could be moved to where it was needed, such as the Debt Service Fund. It could fluctuate each year depending on interest; the County's debt service was not always level. Monies could be shifted under the budget process. Funds were not necessarily moved; however, the County reassigned revenue allocations, as needed.

Highlights of Proposed Biennium Budget

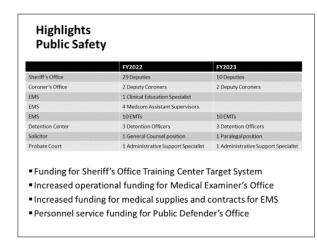
- ■Significant focus on Public Safety and Law Enforcement
- ■Major investment in infrastructure
- Intentional focus on maintaining sound fiscal condition
- \$1 million per year to address Affordable Housing

The proposed budget placed a significant focus on public safety and law enforcement. There was also a major emphasis on infrastructure through the County's road program. There would continue to be an intentional focus on maintaining sound fiscal condition. The County's borrowing had always been at the lowest level possible due to the fact that it maintained a sound fiscal condition.

In regards to credit, Greenville County was rated higher than the U.S. Government; the County was rated "higher than the supreme" or the "sovereign." The County was able to borrow money at very low rates; the last debt issuance was at less than 1%. Greenville County was rated AAA by all three credit agencies; there were approximately 20 other public entities with that rating from all three agencies. The residents of Greenville County could be assured that the County was financially well-managed. The AAA rating was essentially a "scorecard" by the experts in the financial field.

Councilor Ballard asked if the \$1 million for affordable housing was a pass through from Prisma.

Mr. Kernell stated Council committed to that amount for affordable housing a few years ago; the amount was also guaranteed through state law for a period of 32 years.



The majority of the budget was consumed by salaries and benefits. The County had a fairly large workforce. An additional 29 deputies were recommended for FY 2022 and 10 for FY 2023; for FY 2022, 19 of the new deputies would be committed to Family Court. Family Court was in the process of moving to the Halton Road site and would be expanding from 6 courtrooms to 8. The space allotted for Family Court was also larger and would possibly require additional staff; Sheriff Lewis would reevaluate the need in 3-6 months. If it was apparent that some of the deputies were not needed, they would be put on patrol.

Staff increases were recommended for the Coroner's Office, EMS, Detention Center, Solicitor's Office and Probate Court. With additional staff, the Coroner's Office would be able to operate 24/7. The additional staff recommendations for EMS were very critical. EMS staff had worked tirelessly throughout the pandemic, while facing staff shortages due to various reasons. They were constantly exposed to the COVID-19 virus on a daily basis. Mr. Kernell praised the EMS staff for the tremendous job they had done during the pandemic. It was very discouraging to see inaccurate information being disseminated about the EMS staff. The current staff shortages were not due to the County's deployment plan; EMS staff shortages were prevalent throughout the entire country.

Councilor Seman asked if there would be enough vehicles for the anticipated increase of 20 EMS workers.

Mr. Kernell stated the County was always looking ahead and buying more ambulances. There were currently more ambulances on the road than in the past. The current deployment plan was put in place by Dr. Blackwell's predecessor. The pandemic prevented EMT training classes from being held; therefore, there were no graduates.

Chairman Meadows asked how many EMS workers were in the field on a daily basis.

Mr. Kernell stated the number fluctuated, depending on the shift. On any given day, there were approximately 23-26; the anticipated new positions would certainly add to those numbers. Greenville County had invested a lot of time and resources over the years in first responders with the fire departments. Some of the fire departments had EMT's and some had paramedics; many of them were trained to "be there first" and their response times were very good.

Chairman Meadows inquired about the proposed Clinical Education Specialist position.

Mr. Kernell stated the individual would train EMT's and paramedics.

Councilor Dill asked if the County planned to offer more "in-house" training for EMS personnel.

Mr. Kernell stated staff was in the process of discussing a joint training program with Greenville Tech; doing so would benefit both Greenville County and Greenville Tech. Staff was also discussing money to pay for the training with Workforce Development. Plans were also underway to partner with the Greenville County Schools for the program.

The proposed budget would provide funding for the Sheriff's Office Training Center Target System, increase operational funding for Medical Examiner's Office, increase funding for medical supplies and contracts for EMS as well as personnel service funding for Public Defender's Office.

Chairman Meadows asked if Forensics was under the purview of the Sheriff's Office.

Mr. Kernell stated Forensics was under the Department of Public Safety, which also included Records and Detention. Forensics provided crime investigation services to the Sheriff's Office as well as to the local municipalities.

Councilor Ballard stated keeping Forensics under the County as opposed to the Sheriff's Office eliminated any issue regarding the importance of individual investigations. The Forensics office served the entire County, not just the Sheriff's Office.

Highlights Fiscal Responsibility

- Maintains adequate reserves and meets standards to maintain Triple A bond ratings
- ■2.5% salary adjustment for FY2022 and FY2023
- •\$7 million for vehicle/equipment replacements and additions for FY2022 and FY2023
- ■Grant matching funds of \$200,000 per year

The proposed budget maintained adequate reserves and met standards to maintain the County's Triple A bond ratings. A 2.5% salary adjustment was recommended for both years of the budget. The budget recommended \$7 million for vehicle/equipment replacements and additions through a Master Lease; there would be no actual outlay of money. Grant matching funds of \$200,000 per year were also included in the budget.

Highlights Planning and Infrastructure Improvements

Infrastructure Improvement Projects Annual Investment

Neighborhood Drainage Improvements \$600,000

Water Quality Retrofit Projects \$2.91 million

Storm water Flood Projects \$2.35 million

Road Program \$12 million

Planning and infrastructure improvements included \$600,000 for neighborhood drainage improvements, \$2.91 million for water quality retrofit projects, \$2.35 million for stormwater flood projects and \$12 million for the County's road program. Mr. Kernell stated funding for the waterline replacement was also included in the proposed budget.

Councilor Seman asked if funding for the road program had increased.

Mr. Kernell stated the funding had been maintained at \$12 million.

Chairman Meadows asked if the road program funding was all County money or was there some matching funds.

Mr. Kernell stated it was a combination of County money and matching funds. The County's portion was approximately \$10 million.

Highlights Capital Projects & Economic Development

- ■\$70.82 million in FY2022 and \$75.27 million in FY2023 for capital projects
- ■\$675,000 for FY2022 and \$500,000 for FY2023 for Parks, Recreation, and Tourism capital projects
- Funding for Economic Development including \$399,950 for Upstate Alliance and \$3.05 million for GADC over the biennium

Mr. Kernell stated \$70.82 million was set aside for capital projects for FY 2022 and \$75.27 million for FY 2023; a large portion of those funds were for the County Square project. Construction of the new building was anticipated to be completed by December of 2022.

Parks, Recreation and Tourism capital projects were allocated \$675,000 for FY 2022 and \$500,000 for FY 2023. Funding for economic development included \$399,950 for *Upstate Alliance* and \$3.05 million for GADC, over the biennium. GADC had accumulated a fund balance over the years; those funds were included back into the budget. There was no reason for GADC to have a fund balance as Greenville County funded 100% of its operations.

Capital Projects Included in FY 2022 & 2023 Biennium Budget

- Technological Improvements
 - Enhancements to operating systems, including Tax Services GAMA System

 - Imaging of Register of Deeds documents and land record management system replacement
 - Imaging of Probate Court documents
- Facility/Construction Projects
 - Courthouse Fire Alarm and Courthouse Automation System upgrades
 - · Courthouse Security Equipment Replacement
 - Funds for waterline installation program
 - Upgrade of Sheriff's Office Training Center Target System
 - Magistrate Office Consolidation

Capital Projects Included in FY 2022 & 2023 Biennium Budget

- Equipment Projects
- Funding for vehicle replacements and additions
- Replacement of EMS PowerLoads, Stairchairs and Stretchers, and Cardiac Monitors
- Parks, Recreation, and Tourism Projects
 - · Campbell Covered Bridge stabilization and replacement
 - · Shelter renovations, playground replacements, and trail maintenance
- Infrastructure Projects
- County Office Building

The budget included monies for technological improvements. Greenville County was able to address technology needs during the pandemic with money received from the CARES Program. The courts were now able to be in session remotely. The CARES funding was also used to provide laptops to County employees in order to allow them to work remotely.

Proposed improvements included GIS projects and the Tax Office GAMA System. Imaging of documents and land record management system for the Register of Deeds as well as Probate Court.

Projects under facility/construction included the Courthouse fire alarm and automation system upgrades, Courthouse security equipment replacement, funds for the Waterline Installation Program, upgrade of the Sheriff's Office Training Center Target System and the ongoing consolidation of the Magistrate Offices. The City of Simpsonville would provide land for a new Magistrate's Office

Councilor Seman asked if money had been set aside to pay for the continuation of livestream Council and Council-related meetings.

Mr. Kernell stated the cost to livestream had already been incurred, for the most part. Council would need to decide if they wanted to continue livestreaming the meetings. The cameras were already in place and could be used for broadcasting.

Councilor Seman stated Council should consider continuing the practice of livestreaming, at a minimum.

Mr. Kernell stated Simpsonville was the last Magistrate office to be consolidated. The only offices that would be separate were the Courthouse office, the one located at County Square and the office located at the Detention Center.

Equipment projects included vehicle replacements and additions as well as EMS Power-LOADS, stairchairs, electric stretchers and cardiac monitors. EMS workers were susceptible to back injury due to lifting patients. Electric stretchers were attached to the ambulance and pulled up and into the vehicle; therefore, workers did not have to lift the patient.

Funds for stabilization and replacement were allocated for Campbell Covered Bridge. Shelter renovations, playground replacement and trail maintenance were also accounted for in the budget.

The municipalities were set to receive monies from the County for recreation. When Parks, Recreation and Tourism became a department under the County, an agreement was reached to provide \$1 million in funding to the municipalities from revenues collected. The money, to be used for recreation needs, was distributed to the municipalities based on population, with the City of Greenville receiving the "lion's share." The agreement had come to an end; however, the County chose to continue the funding as the municipalities had included those funds in their budgets. The agreement would be terminated after the current year; all the municipalities had been given notice of the termination.

Vice-Chairman Tripp stated he had been questioned recently regarding the funding formula used to determine the amounts given to the municipalities. He asked if the formula had been updated recently or if the original population figures were still being used.

Mr. Kernell stated the amounts were actually based on assessed value, not population as he originally stated. The amounts have increased based on assessed value growth.

Vice-Chairman Tripp asked if the municipalities could raise money to pay for park improvements as the funding would be terminated after the current year.

Mr. Kernell stated the municipalities may not have the ability to raise their millage. He would provide information regarding the amounts awarded to each. The County originally had other agreements in place with the City of Fountain Inn and Travelers Rest.

General Fund Resources

- ■56% of budgeted revenues derived from ad valorem taxes
- Intergovernmental, or State, revenues account for 12%
- County office fees and fines generate 19% of budget revenue
- Other miscellaneous revenue sources make up the remaining 13%

Mr. Kernell stated within the General Fund Resources, 56% of budgeted revenues were derived from ad valorem taxes, 12% from intergovernmental or state revenues, 19% from county office fees and fines with 13% from other miscellaneous revenue sources such as the sale of property and interest earnings.

Mr. Kernell stated the County had received only interim suggested guidance regarding the use of the latest round of relief funding from the federal government; a 60-day comment period was in place. Entities across the country were responding with suggestions of how the money should and should not be used. To be on the safe side, very little of the funding was included in the proposed budget. Revenue items from the past year were "trued up" as allowed by the law. A strategic plan was required by the end of August for all entities with a population of 250,000 and above. The funding could be used for the next 4-5 years.

Vice-Chairman Tripp stated the proposed budget appeared to allocate very little money for EMS.

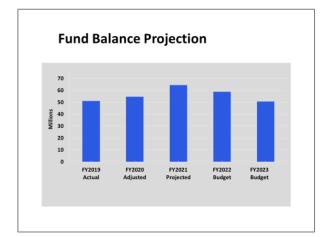
Mr. Kernell stated staff was quite certain that some of the relief funds could be used for EMS.

Councilor Tzouvelekas asked Mr. Kernell to elaborate on shortfalls in regards to the budget.

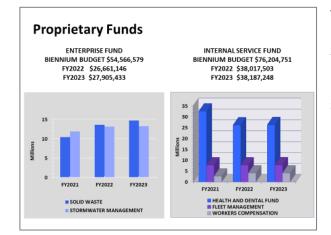
Mr. Kernell stated although it may be hard to determine if a shortfall in a category was due to the pandemic or not, the relief funds could be used for revenue replacement. The CARES Act did not allow for revenue replacement. With the relief funding, there were opportunities for Greenville County to strengthen its financial standing.

		FY2019 ACTUAL		FY2020 ADJUSTED		FY2021 PROJECTION		FY2022 BUDGET		FY2023 BUDGET
Property Tax	4		ě	102,380,667		108.523.507	e			
County Office Revenue		34,676,413	ಿ	35,922,437		36,476,881	*	37,901,541	*	38,684,570
Intergovernmental				23,541,953		24,491,468		24,535,080		24,553,808
Other		7,735,712		6,762,975		6,818,889		8,752,880		8,700,791
CARES Reimbursement (Public Safe		*,******		0,702,373		14,362,204		0,732,000		0,700,732
Other Financing Sources		9,962,923		14,899,633		12,537,750		16,934,188		14,697,405
TOTAL REVENUES		170,684,433	4	183,507,665	4	203,210,699		200,310,385	4	205,442,738

Salaries and Benefits	ACTUAL		FY2020 ADJUSTED	- 1	FY2021 PROJECTION		FY2022 BUDGET	FY2023 BUDGET
salaries and benefits	\$ 134,564,608	S	143,997,103	\$	159,279,093	s	165,832,739	\$ 172,248,806
Operating Expenses	26,014,554		28,993,994		27,544,000		31,824,625	32,291,584
Contractual Agreements	2,834,606		3,103,135		3,102,000		4,001,076	4,106,363
Capital Outlay	595,932		362,837		97,000		41,893	27,893
Total Recurring Expenditures	\$ 164,009,700	\$	176,457,069	\$	190,022,093	\$	201,700,333	\$ 208,674,646
Other Financing Uses	7,811,011		3,402,958		3,458,518		4,158,895	5,002,027
TOTAL EXPENDITURES	\$ 171,820,711	\$	179,860,027	\$	193,480,611	\$	205,859,228	\$ 213,676,675



The County's Fund Balance was expected to increase by the end of 2021, partly due to CARES funding for EMS salaries.



The biennium budget allotted \$54,566,579 for the Enterprise Fund to address Solid Waste and Stormwater Management. The Internal Service Fund was allocated \$76,204,751 (\$38,017,503 for FY 2022 and \$38,187,248 for FY 2023). Mr. Kernell stated Greenville County was self-insured for health insurance and worker's compensation.

	Budget Adoption Process
June 1	1 st Reading – FY2022 and FY2023 Ordinances
June	Budget Workshop(s)
June 15	2 nd Reading and Public Hearings – FY2022 and FY2023 Ordinances
June	Budget Workshop(s)
June 29	3 rd Reading – FY2022 Ordinance
July 20 3 rd	Reading – FY2023 Ordinance

Biennium Budget Summary • Meets Requirements to Maintain Triple A Ratings • Addresses Council's Proposed Priorities and Goals • Increases Personnel in Public Safety area • Addresses Affordable Housing • Attends to Capital Needs • Tackles Comp and Class issues • Requires No Property Tax Increase

Mr. Kernell reviewed the budget adoption process. In summary, the biennium budget met the following:

- ✓ Requirements to Maintain Triple A Ratings
- ✓ Addressed Council's Proposed Priorities and Goals
- ✓ Increased Personnel in Public Safety area
- ✓ Addressed Affordable Housing
- ✓ Attended to Capital Needs
- ✓ Tackled Comp and Class issues
- ✓ Required No Property Tax Increase

Chairman Meadows stated a special meeting was scheduled for June 29 and would be held only for third reading of the FY 2022 budget ordinance; no other items would be included on the agenda.

Councilor Shaw requested information regarding where to direct any questions regarding the proposed budget.

Mr. Kernell stated questioned could be directed to him or to Mr. Hansley; any information would be shared with all Council Members.

Action: Councilor Kirven moved to approve the FY2022 / FY2023 Biennium Budget and move the item forward

to full Council.

Motion carried unanimously.

Item (5) 2021 Redistricting Request to State Revenue and Fiscal Affairs Office

Presented by: Mark Tollison

County Attorney

Mr. Tollison stated it would be advisable to obtain assistance regarding redistricting. The census data was not yet available but was forthcoming. He recommended Council utilize the services offered by the State Revenue and Fiscal Affairs Office. Mr. Tollison requested Council's authorization to make a formal

request to that office.

Action: Councilor Dill moved to request assistance from the State Revenue and Fiscal Affairs Office for the County's 2021 redistricting efforts; and to direct the County Attorney to proceed to make that formal request on behalf of Council and to work with Revenue and Fiscal Affairs to facilitate the County's

redistricting.

Motion carried unanimously.

Item (6) Board and Commission Appointment / County Council Member Seats

a. South Carolina Technology and Aviation Center (SCTAC)

Action: Councilor Ballard moved to nominate Councilor Fant to fill the Council Member seat on the South

Carolina Technology and Aviation Center Board.

Action: Vice-Chairman Tripp moved to nominate Councilor Seman to fill the Council Member seat on the South

Carolina Technology and Aviation Center Board.

Action: Councilor Ballard moved to close nominations.

Motion carried unanimously.

By a roll call vote of seven (Barnes, Meadows, Shaw, Tzouvelekas, Norris, Fant and Ballard) in favor of Councilor Fant and five (Dill, Harrison, Seman, Kirven and Tripp) in favor of Councilor Seman, Councilor

Fant was elected to the SCTAC Board.

b. Greenville Area Development Corporation (GADC)

Action: Vice-Chairman Tripp moved to nominate Councilor Kirven to fill the Council Member seat on the

Greenville Area Development Corporation Board.

Action: Councilor Barnes moved to nominate Councilor Tzouvelekas to fill the Council Member seat on the

Greenville Area Development Corporation Board.

Action: Vice-Chairman Tripp moved to close nominations.

Motion carried unanimously.

By a roll call vote of seven (Barnes, Meadows, Shaw, Tzouvelekas, Norris, Fant and Ballard) in favor of Councilor Tzouvelekas and five (Dill, Harrison, Seman, Kirven and Tripp) in favor of Councilor Kirven, Councilor Tzouvelekas was elected to the GADC Board.

Item (7) Board of Zoning Appeals / Appointments

Action: On behalf of the Planning and Development Committee, Councilor Dill moved to recommend the

following to fill five vacancies on the Board of Zoning Appeals.

Teresa Barber - District 27
Ben Carper - District 25
Paul Hamilton - District 18
Kenneth Matesevac - District 20
Michelle Shuman - District 22

Action: Councilor Ballard nominated Wayne Moore to fill one of five vacancies on the Board of Zoning Appeals.

Action: Councilor Norris nominated Theresa Lyles to fill one of five vacancies on the Board of Zoning Appeals.

Action: Councilor Fant nominated Michelle Rash to fill one of five vacancies on the Board of Zoning Appeals.

Councilor Harrison stated he had also planned to nominate Michelle Rash.

Action: Councilor Shaw nominated Mark Hattendorf to fill one of five vacancies on the Board of Zoning Appeals.

Action: Councilor Ballard moved to close nominations and move the names as presented by Council Dill and

the additional nominations forward to full Council for final vote.

Motion carried unanimously.

Item (8) Adjournment

Action: Councilor Barnes moved to adjourn the meeting.

Motion carried unanimously and the meeting adjourned at 5:19 p.m.

Regina G. McCaskill Clerk to Council