

# **Hillsborough County, New Hampshire Recovery Plan**



## **State and Local Fiscal Recovery Funds 2021 Report**

**Hillsborough County, New Hampshire**  
**2021 Recovery Plan**

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*Hillsborough County’s Recover Plan will fully comply with the Treasury’s Interim Final Rule and the SLFR funds received by Hillsborough County will be allocated prior to the December 31, 2024 deadline and that all SLFR expenditures will be completed by December 31, 2026, as required by federal law.*

## **GENERAL OVERVIEW**

The intent of the first annual Hillsborough County Recovery Plan Performance is to not only comply with the United States Department of the Treasury's compliance and reporting guidelines for the award terms and conditions but to also to educate the public on:

- The key provision of the American Rescue Plan Act applicable to Hillsborough County: the Coronavirus State and Local Fiscal Recovery Funds;
- The Coronavirus State and Local Fiscal Recovery Funds allocated in Hillsborough County;
- The role and function of county government in Hillsborough County;
- Hillsborough County's response to the pandemic and actions during the reporting period;
- The United States Department of the Treasury's required information for the reporting period<sup>1</sup>; and
- An overview of Hillsborough County's planned use of SLFR Funds to date<sup>2</sup>.

Subsequent Recovery Plan Performance Report's (herein "Recovery Plan") will provide updates on any projects listed in this first Recovery Plan as well as future uses of funds to ensure program outcomes are achieved in an effective, efficient, and equitable manner.

A guiding principle of Hillsborough County's first annual Recovery Plan is in response to select Reporting Requirements and Process - Frequently Asked Questions found in the *United States Department of Treasury's Portal for Recipient Reporting: State and Local Fiscal Recovery Funds*, dated August 9, 2021. Specifically, when reviewing this Recovery Plan, the public should be aware of the following FAQs:

- 1.1. If a recipient has received funding as of July 15, 2021 but has not incurred obligations or expenditures as of the end of the reporting period, what are the reporting requirements?

*Interim Report: Recipients should submit a report showing no (\$) obligations or expenditures have yet been incurred.*

*Recovery Plan: Recipients should submit a Recovery Plan describing the planned approach to the use of funds and planned projects. (emphasis added).*

- 1.2. If a recipient has received funding as of July 15, 2021 but has not established projects as of the end of the reporting period, what are the reporting requirements?

*No project level reporting is required in the Interim Report. Recipients should submit a Recovery Plan describing the planned approach to the use of funds and planned projects. (emphasis added).*

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<sup>1</sup> From the Award Date to July 31, 2021

<sup>2</sup> Identified potential programs, projects, and initiatives are subject to review and consideration of the Hillsborough County Board of Commissioners, Hillsborough County Executive Committee and as required by law the Hillsborough County Delegation.

1.5. Should recipients submit a Recovery Plan if they are awaiting approval by legislative or other governance entities on the proposed projects, and such approval is not received as of the end of the reporting period?

*Recipients should submit a Recovery Plan that includes information about any projects that are approved or authorized for release by August 31, 2021. A recipient should then submit an updated Recovery Plan within 60 days after approval by the legislature or other governance entities. (emphasis added).*

This Recovery Plan will cover the period from the date of award to July 31, 2021 and must be submitted to Treasury by August 31, 2021. Thereafter, subsequent Recovery Plans will cover a 12-month period and Hillsborough County will be required to submit the report to the United States Department of Treasury within 30 days after the end of the 12-month period (by July 31) and as indicated below:

Annual Report	Period Covered	Due Date
1	Award Date – July 31, 2021	August 31, 2021
2	July 1, 2021 – June 30, 2022	July 31, 2022
3	July 1, 2022 – June 30, 2023	July 31, 2023
4	July 1, 2023 – June 30, 2024	July 31, 2024
5	July 1, 2024 – June 30, 2025	July 31, 2025
6	July 1, 2025 – June 30, 2026	July 31, 2026
7	July 1, 2026 – December 31, 2026	March 31, 2027

**The American Rescue Plan**

On March 11, 2021, President Biden signed the American Rescue Plan Act of 2021 (H.R.1319) (here in “ARPA”) into law. ARPA’s \$1.9 trillion package is intended to combat the COVID-19 pandemic, including the public health and economic impacts. A key provision under ARPA is the Coronavirus State and Local Fiscal Recovery Funds (herein “SLFR Funds”) which provides \$350 billion in relief to states and local governments to combat the continued impact of the COVID-19 pandemic. Of the \$350 billion SLFR Funds, \$65.1 billion is provided in direct aid to counties across the Country. The funds are to help turn the tide on the pandemic, address its economic fallout and lay the foundation for a strong and equitable recovery. According to the United States Department of Treasury (herein “Treasury”), the key objectives of the SLFR Funds are to:

- Support the urgent COVID-19 response efforts to decrease spread of the virus and bring the pandemic under control.
- Replace lost revenue for eligible recipients to strengthen support for vital public services and help retain jobs.
- Support immediate economic stabilization for households and businesses.
- Address systemic public health and economic challenges that have contributed to the inequal impact of the pandemic on certain populations.

To execute the key objectives of the SLFR Funds, Treasury has outlined specific ways in which recipients may invest funds:

1. **Support public health response:** Fund COVID-19 mitigation efforts, medical expenses, behavioral health care and certain county public health, public safety, human services and other related staff.
2. **Address negative economic impacts:** Respond to economic harms to workers, families, small businesses, impacted industries and rehiring of public sector workers, including County staff.
3. **Services to disproportionately impacted communities:** Education assistance, healthy childhood environments, housing support and community violence interventions.
4. **Premium Pay for Essential workers:** Offer additional compensation, to those – both county employees and other essential workers in the community – who have faced and continue to face the greatest health risks due to their service.
5. **Water, Sewer and broadband infrastructure:** Make necessary investments to improve access to clean drinking water, invest in wastewater and stormwater infrastructure and provide unserved or underserved locations with new or expanded broadband access.
6. **Replace public sector revenue loss:** Use funds to provide government services to the extent of the reduction in revenue experienced during the pandemic – this provision allows a much broader use of Funds.
7. **Administrative:** Covering the cost of payroll and benefits of employees corresponding to time spent on administrative work necessary due to the COVID-19 public health emergency and its negative economic impacts. This includes, but is not limited to, costs related to disbursing payments of SLRF Funds and managing new grant programs established using SLRF Funds. Additionally, recipients may use funds for administering the SLRF Funds program, including costs of consultants to support effective management and oversight, including consultation for ensuring compliance with legal, regulatory, and other requirements.

Within these categories, recipients have flexibility to decide how best to use this funding to meet the needs of their communities.

In addition to outlining the eligible uses of SLRF Funds, Treasury has outlined specific **ineligible** uses of the SLRF Funds:

- Changes that reduce net tax revenue must not be offset with the SLRF funds.
- No recipient may use this funding to make a deposit to a pension fund.
- Other ineligible uses include funding debt service, legal settlements or judgments, and deposits for a “rainy day” fund or financial reserves.
- Other restrictions apply to eligible uses.

To that end, the Hillsborough County Board of Commissioners believes it is important to identify the core functions and responsibilities of Hillsborough County as a government entity. Those County core functions are: nursing home long term care as both a direct service provider and a payer source of long term care within the county, county corrections, and criminal justice. The Hillsborough County Board of Commissioners may also identify existing county partnership and projects with non-profits or other non-governmental organizations (herein “NGOs”) who perform services directly relating to County responsibilities as “core functions” for purposes of SLRF funding. Moreover the Hillsborough County Board of Commissioners will carefully review those

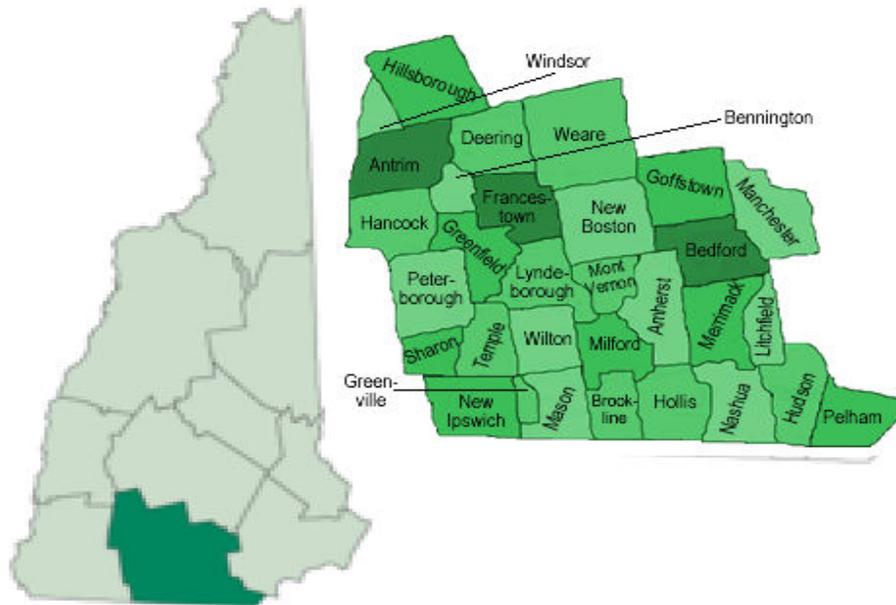
permitted uses of SLRF Funding in the award of any grants to governmental subdivisions or other NGOs.

**SLFR Funds Allocated in Hillsborough County**

The total SLFR Funds received by the State of New Hampshire and all municipalities is \$994,555,877.60

Hillsborough County is not the only governmental entity to receive SLFR Funds within its geographic borders. Below is a list of municipalities in Hillsborough County and the amounts of SLFR Funds available to them:

Municipalities within Hillsborough County					
Amherst	\$1,217,917	Hillsborough	\$594,203	New Boston	\$5,384,006
Antrim	\$226,312	Hollis	\$792,601	New Ipswich	\$533,912
Bedford	\$2,240,191	Hudson	\$2,536,303	Pelham	\$1,407,792
Bennington	\$150,085	Litchfield	\$855,466	Peterborough	\$662,118
Brookline	\$539,852	Lyndeborough	\$171,469	Sharon	\$36,531
Deering	\$195,329	Manchester	\$44,346,733	Temple	\$140,779
Fracestown	\$156,718	Mason	\$141,868	Weare	\$900,017
Goffstown	\$1,787,262	Merrimack	\$2,622,532	Wilton	\$375,114
Greenfield	\$182,855	Milford	\$1,624,703	Windsor	\$22,869
Greenville	\$208,892	Mont Vernon	\$263,243	<b>TOTAL SLFR Funds in County<sup>3</sup>:</b>	
Hancock	\$163,945	Nashua	\$16,564,916		<b>\$87,046,533</b>



<sup>3</sup> This figure does not include the allotted \$81,002,217 SLRF Funds that Hillsborough County itself will receive.

The public is encouraged to visit the above municipalities' website(s) to understand how their municipalities are investing their SLRF Funds.

Hillsborough County itself has received \$40,501,108.50 in SLRF Funds and is expected to receive the corresponding amount in May 2022 for a total of \$81,002,217.

With significant SLRF Funds noted above, the Hillsborough County Board of Commissioners intend to be mindful of other municipalities SLRF Fund plans in order to avoid duplication of funding that a town or city would more appropriately address with their allocations of SLRF Funds and to maximize the impact of all SLRF Funds within Hillsborough County's departments and the community.

As of the 2020 Census, out of the 1,377,529 residents in the State of New Hampshire 422,937 residents (30.70%) live in Hillsborough County. Having the highest percentage of the state's residents living in Hillsborough County, the Hillsborough County Board of Commissioners are cognizant that the County has access to funding opportunities under the eligible uses of the SLRF Funds. This will help turn the tide on the pandemic, address its economic fallout, and lay the foundation for a strong and equitable recovery, within its core Constitutional and statutory obligations and related responsibilities to a significant amount of residents in the State of New Hampshire.

## **The Role and Function of County Government**

In examining the intended functional delivery of SLRF Funds in Hillsborough County the public should be aware of the structure of county government in New Hampshire, and its core services and responsibilities to the public.

### **Structure of New Hampshire County Government**

New Hampshire government is defined by its division of state, county and municipal services and their responsibilities pursuant to the United States and New Hampshire Constitutions, federal and state law, and case law. County government is rooted in a unique combination of tradition and efficiency. The current structure of county government is modelled after a bicameral system of government.

The County Commissioners make up the Executive Branch with the elected constitutional officers and appointed county officials<sup>4</sup>, the County Delegation makes up the Legislative Branch.

#### **Executive Branch**

##### **a) Board of County Commissioners**

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<sup>4</sup> Supervised and appointed by the Board of Commissioners.

Each county has a three-member elected board of commissioners which is responsible for the day-to-day operations of county government, in both fiscal and policy matters as mandated by New Hampshire Revised Statute Annotated (NH RSA) 28. The Board elects a chair, vice-chair and clerk and meets formally to conduct county business.

The Board of Commissioners has responsibility for the general management and control of the financial affairs of Hillsborough County, including the management and control of its property. The Commissioner's duties are mandated by statute as set forth in New Hampshire RSA Chapter 28. The Commissioners sit as a Board, exercising their rights, authority and powers by a vote of the majority. The Board meets regularly throughout the year to carry out its responsibility for overall day-to-day financial management and control of county assets and liabilities.

The Commissioners have authority to implement administrative policies and procedures to safeguard the County's assets and monitor its financial liabilities. The Commissioners are required to employ such number of clerks and agents as they deem necessary and to adopt and establish rules and procedures for the discharge, removal, or suspension of County employees. Exercising their authority, the Commissioners review and approve all expenditures, competitive bids, contracts, and budget transfer requests. They negotiate collective bargaining agreements with six employee bargaining units, and consider employee grievances. The Commissioners initiate, direct, and resolve all litigation on behalf of the County. They are also responsible, on an annual basis, for submitting to the Executive Committee of the County Delegation and to each member of the County Convention an itemized budget recommendation for County operations for the next year.

#### b) Appointed Officials

Across the ten counties there are approximately 4,600 employees providing services to NH citizens. Major county departments are organized by function as follows

##### 1) *County Administrators/Managers*

County Administrators and Managers are a creation of the boards of county commissioners. Unlike city and town administrators and managers, county administrators/managers have no statutory authority. All authority vested in county administrators/managers is at the sole discretion of the boards of county commissioners. The responsibilities vary greatly from county to county, depending on the size, complexity and philosophy of the county.

##### 2) *County Nursing Home Administrators*

The counties operate eleven nursing homes, one in each county with the exception of Coos County, which has two nursing homes. County nursing homes provide long term care and rehabilitation services to all qualifying citizens but generally have higher proportions of Medicaid residents than non-county nursing homes. County nursing home administrators are responsible for developing, monitoring and evaluating the quality and appropriateness of care and treatment provided to nursing home residents.

Nursing home administrators are required to be licensed by the State of NH under RSA 151-A. The Board of Examiners of Nursing Home Administrators is responsible for

developing and enforcing professional stands for all nursing home administrators. There are a variety of medical professionals providing care and treatment at nursing homes and there are corresponding state boards responsible for the development and enforcement of professional standards. In addition, the New Hampshire Department of Health and Human Services conducts annual, onsite evaluation of all nursing homes to ensure compliance with Medicaid/Medicare regulations.

The majority of county workers are employed at the eleven county nursing homes. They provide compassion, professionalism and commitment to quality of care for each of the more than 2,200 residents of county nursing homes.

### *3) County Corrections Superintendents*

In accordance with RSA 30-B, counties operate ten county departments of corrections which are responsible for the care, custody and control of adults awaiting trial, as well as adults sentenced to serve up to twelve (12) months. If the sentence is greater than one year, inmates serve their sentence at the New Hampshire State Prison. However, there are instances when a person is sentenced to a term that exceeds 12 months of imprisonment to a county corrections facility. For these instances, the expense of lodging a person in a county correctional facility is charged to the state or the state may take physical custody of the inmate at that time.

County corrections superintendents have statutory authority to grant work release or other programs deemed conducive to inmate rehabilitation within the rules of procedure approved by the individual board of county commissioners.

### *c) Constitutional Officers*

County constitutional officers are created under Part 2, Section 71 of the New Hampshire Constitution. Constitutional officers are elected and accountable to the voters. The Board of County Commissioners provides budgetary oversight for the constitutional officers in each County.

#### *1) County Attorney*

The county attorney serves as the chief law enforcement officer in their county. The county attorney prosecutes all felonies committed in their jurisdiction except for first- and second-degree homicide and works in conjunction with the State Attorney General's office, sheriff's department, New Hampshire state police and local police departments.

#### *2) County Sheriff*

In addition to their constitutional duties, county sheriffs receive legally mandated authorization from RSA 104:6. County sheriffs are the only law enforcement officers with State-wide police power in all 234 cities and towns in the State of New Hampshire.

General duties include: rural patrols, criminal investigations, support of local law enforcement initiatives, vehicle escorts, transport and control of inmates/juveniles, service of process, court security for NH Superior Courts, and the operation of law enforcement and public safety dispatch systems.

### 3) *Register of Deeds*

The Register of Deeds receives its legally mandated authorization from New Hampshire Constitution, Part 2, Articles 71-72. The duties of the register are dictated by RSA's and include the recording, reproduction and indexing of legal documents pertaining to real estate and the reporting to the cities and towns (for tax purposes) of all transfers of property and the maintenance of records dating back to 1827. The register is also responsible for collecting the State's real estate transfer tax.

### Legislative Branch – County Delegation

The legislative branch of county government is comprised of the elected members of the State House of Representatives. As such, State Representatives serve a dual role. State Representatives are also members of the "county convention" which later became known as the "county delegation".

The county delegation convenes in early December, following the State election, for the purpose of organizing and selecting its leadership. Each county delegation chooses an executive committee and elects a chair, vice-chair and clerk.

The county delegation is directly responsible for appropriating public funds to support the functions of county government. The full Delegation meets formally to vote on county budgets each year.

### Functions of New Hampshire County Government

While this overview does not offer a comprehensive assessment and analysis of the complete role of county government, it does examine several core services provided by Hillsborough County. These core services will be a major focus point in the approach and expenditure of SLRF Funds.

### Long-Term Care

The county mission of providing long-term care is a historic one that dates back to 18<sup>th</sup> century county farms and county hospitals. As the needs of the citizens changed over time, so did the delivery of services. Counties serve a dual role as both a "direct provider"/operator of long term care/rehabilitation services and "payer" of long-term care services provided by both for and not for profit nursing home care operated by other entities within Hillsborough County.

### County Nursing Homes—Service Providers

The ten counties in New Hampshire operate eleven Nursing Homes to meet the needs of its frailest population.

The Hillsborough County Nursing Home is located on a scenic hilltop in Goffstown, New Hampshire. The facility is a 300 bed Skilled and Intermediate Care facility which includes a 22-bed Behavioral Health Unit and a 50-bed Memory Care Unit.

A diverse team of over 400 caring individuals provide for the care, comfort, rehabilitation, safety and security of our county's frail elderly population.

#### County Government—Payer Source

Long Term Care costs are paid for primarily through Medicaid, which is a Federal program for the low income administered by the State. The Federal government funds 50% of Medicaid costs and requires the State to fund the remaining 50%. In New Hampshire, the State portion of Long Term Care costs is funded by the Counties.

Long Term Care costs include the costs for nursing home care as well as Home & Community Based Services (HCBS) and Choices for Independence (CFI) Waiver programs for Medicaid eligible seniors.

There are twenty-one (21) Medicaid certified nursing homes in Hillsborough County with the capacity for approximately 2,250 residents. Additionally, a large spectrum of organizations provides HCBS and CFI Waiver program services to seniors throughout the county.

Funding Long Term Care services is the largest item in the County budget. New Hampshire has the second oldest population in the nation. Population estimates project this population to grow exponentially the years ahead, creating an even greater need for long term services and supports in the County.

The long term care system continues to be at the core of county government's commitment to local and accountable delivery of services.

This core function of county government in New Hampshire, i.e. the care of the elderly in county nursing homes and the payor source for elderly care consumes the majority of each county's budget in any fiscal year, and the impact of the pandemic on New Hampshire's nursing homes (public and private) has been immense.

#### Justice and Public Safety

Among the most important jobs any government does is to protect the safety and welfare of its citizens in a just and fair manner. In New Hampshire this effort is coordinated across all levels and branches of government. County government's role in criminal justice strikes the balance between the strong desire to protect public safety at the community level and finding appropriate economies of scale.

### Investigation and Prosecution of Criminal Offenses

The county attorney prosecutes the vast majority of criminal cases in New Hampshire focusing on all felony charges. Municipal governments coordinate local circuit court prosecution with county attorney offices in order to achieve continuity in case disposition thereby expanding the role of the County Attorney. The local nature of prosecution is the key to New Hampshire's ability to find a community balance between punishment and rehabilitation. This balance is not the same in every setting and the regional, county-based system ensures that a one-size-fits-all justice system is not imposed on its communities. The county attorney is also an elected official, which ensures both a level of public review and accountability.

### Care, Custody and Control of Adult Offenders

New Hampshire county corrections offer a well-coordinated structure for both pre-trial and short-term incarceration with programs. Staying connected with family and community is a very important part of county corrections and with the intent to help reduce recidivism. County departments of corrections are governed by RSA 30-B and the NH Criminal Code.

### Public Safety

The county sheriff has a critical role in law enforcement and local public safety activities. In NH, county sheriffs and deputies are empowered to operate statewide, across municipal and county borders which offer a unique ability to investigate and act when needed. The growth in public safety needs has led many local town governments to work with county attorneys to prosecute local cases and to rely on regional county sheriff departments to dispatch local fire and police services.

Sheriffs continue to provide security for the NH Superior Court system. Sheriffs are responsible for general security of the court house as well as the transportation and control of offenders or offenders adjudicated in the criminal justice system. Corresponding duties in the civil law system involve service of process and execution of Court orders that are a pivotal function of the Sheriff and ensure the orderly operation of the civil justice system, including service of domestic violence petitions, evictions, child custody and other forms of formal process.

### Real Estate and Land Records

Recording land transactions is among the first and original roles of county government. Many registries have original land records dating back to the 1800s and resources have been invested to preserve these historic records.

The sale or purchase of a home or business is a big part of the state's economy and the Registry of Deeds has become one of the most visible county services. In recent years the ten Registry of Deeds offices have begun modernize access to public records by developing subscription services that allow internet access to documents.

The task of maintaining and recording land records includes a wide set of responsibilities.

- Recording deeds

- Recording state, federal, and local tax liens
- Setting local tax rates and assessments
- Collecting state real estate transfer tax
- Recording municipal land use records

Increasingly the volume and complexity associated with recording all public records has led many municipalities to begin recording land use records at the county registry. This includes plot plans, site plans and demolition plans.

## **EXECUTIVE SUMMARY**

The COVID-19 pandemic has placed an incredible challenge on government at all levels. Since the beginning of the pandemic Hillsborough County has had to navigate and manage the ever-changing situation both in carrying out its regular responsibilities and adapting to protecting its employees, residents who utilize County services and individuals in the County's care. As the United Nations, Department of Economic and Social Affairs stated, "by threatening disruption of public service delivery, the COVID-19 pandemic touched a cardinal principle of public services, that of continuity." The County was forced to quickly adapt and re-adjust the way in which continued public services were and are delivered so as to minimize the negative impact of the pandemic on individuals and communities. While the pandemic disrupted services and ushered in lockdowns, one area that had to continue was government services.

In addition to adapting public service deliverables, the County has had to deal with the fiscal challenges in understanding the funding that is available to help states and local governments respond to public safety concerns and continue providing government services. Complicating the funding is the fact that there are many different sources of funding, often referred to by different names that have different spending authorizations, with different eligibility periods, different terms and conditions, and are administered by different agencies. County staff has dedicated a substantial amount of time and resources to manage the challenges and funding programs within the context of their reporting requirements and restrictions on the use of funds.

Specifically with SLFR Funds, in addition to reviewing, analyzing and acclimating to the guidelines and guidance that have been provided by Treasury, the County has had to analyze and adapt to the legal restrictions within the framework of its own line-item budget. Like grant funding that requires budgeted expense lines and offsetting revenue lines, where funds are received and then expended (or vice-versa), the SLRF Funds received by Hillsborough County had to be and must be recognized in budgeted expense lines and offsetting revenue lines in order to be utilized.

On June 1, 2021 the County received \$40,501,108.50. The funds were received in Fiscal Year (FY) 2021. While the County was able to accept the funds in FY21, the County did not have the funding mechanism to spend the funds in FY21<sup>5</sup>. The funds at the end FY21 lapsed into the General Fund Undesignated Fund Balance. County staff confirmed that the county auditors will

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<sup>5</sup> Hillsborough County's Fiscal Year is July 1<sup>st</sup> through June 30<sup>th</sup>

create a new subcategory of the General Fund Undesignated Fund Balance to be noted within the FY21 audit that reflects the SLRF funds received, and separated from other funds in the Undesignated Fund Balance. SLRF Funds now have been, and will be, budgeted in future operational budgets. At the end of each fiscal year in which SLRF Funds are budgeted and expended, the remaining funds will lapse into the new subcategory of the General Fund Undesignated Fund Balance and will remain until drawn from in the following fiscal year operational budget.

In order to utilize the funds in the FY22 budget, there had to be offsetting budgeted revenue and expense lines; this was accomplished by creating a new revenue line, line 3362, titled the “American Rescue Plan Act” and funding it by \$40,501,109. Within the expense Contingency Department budget, a new expense line, line 7745, was created and funded by an offsetting amount of \$40,501,109. To expend SLRF funds, a transfer must be authorized by both the Hillsborough County Board of Commissioners and the Hillsborough County Executive Committee from line 7745 to the newly created “American Rescue Plan Act” Department, department number 4700, into the appropriate budget line items within that department. Once the funds are transferred the funds may be expended.

It is anticipated that the above process will occur each year for the remainder of the program period; March 3, 2021 through December 31, 2024.

After the guidelines, the terms and conditions and the reporting and compliance requirements were reviewed, it became clear that the County lacked the sufficient internal resources to maximize the potential effectiveness of the SLRF funds. The Hillsborough County Board of Commissioners approved going out to bid for an ARPA consultant and the County released the “Program Design, Administration, Management, Reporting and Compliance Consultant Services for Hillsborough County allocations from the American Rescue Plan Act” Request for Proposals. Proposals were due to the County by Monday, August 16, 2021. At the time of the submission of this first Annual Recovery Plan Report, County staff is reviewing the responses to determine the best path forward.

Hillsborough County did not have the ability to expend any SLRF Funds until the funding was in the FY22 operational budget. Additionally time and resources were required to review the guidelines, terms and conditions, reporting and compliance requirements, attend webinars and seek responses from the County departments to see the immediate and priority internal needs that can be remedied by the SLRF Funds. Continuing community engagement and research is expected in order to support the pandemic response and lay the groundwork for a strong and equitable recovery under the eligible uses for the SLRF funds.

#### Key Considerations to SLRF Funding in Hillsborough County

In deciding the best way to invest SLRF Funds, the Hillsborough County Board of Commissioners will consider the following:

- Avoid funding of items and projects that can be funded by other state or federal resources.

- Avoid duplication of funding as significant SLRF Funds have been approved and allocated at the State and Municipal level. The County should not duplicate funding unless the need shows current funding is inadequate to meet that need.
- Be strategic and measured, as the term of the SLRF Funds program has a longer horizon in which to spend the funds (December 2024).
- Remain flexible as the pandemic is not over and county department and community needs may evolve over time.
- SLRF Funds are non-reoccurring so investment of funds should be applied primarily to non-reoccurring expenditures, or have a path to sustainability.
  - Care will be taken to avoid new programs or add-ons to existing programs that require an on-going financial commitment, unless the program needs are temporary in nature.
  - Investment in eligible infrastructure is a particularly well-suited use of SLRF Funds because it is a non-recurring expenditure that can be targeted to strategically important long-term assets that provide benefits over many years. However, care will be taken to assess any on-going operating costs that may be associated with the project.

### **The Path Forward**

Recognizing the need to invest SLRF Funds within the county departments and the community, the Hillsborough County Board of Commissioners has proposed two (2) phases to allocate funding:

#### **Phase I, the Internal Needs Assessment and Allocation**

Phase I will address critical priority issues with focus on County department needs in order ensure continuity of public service deliverables are still made during the pandemic and the recovery. This will be accomplished by focusing on:

1. Emergent funding for the pandemic response in the County departments.
2. Funding for strategic investments in County department infrastructure & services.

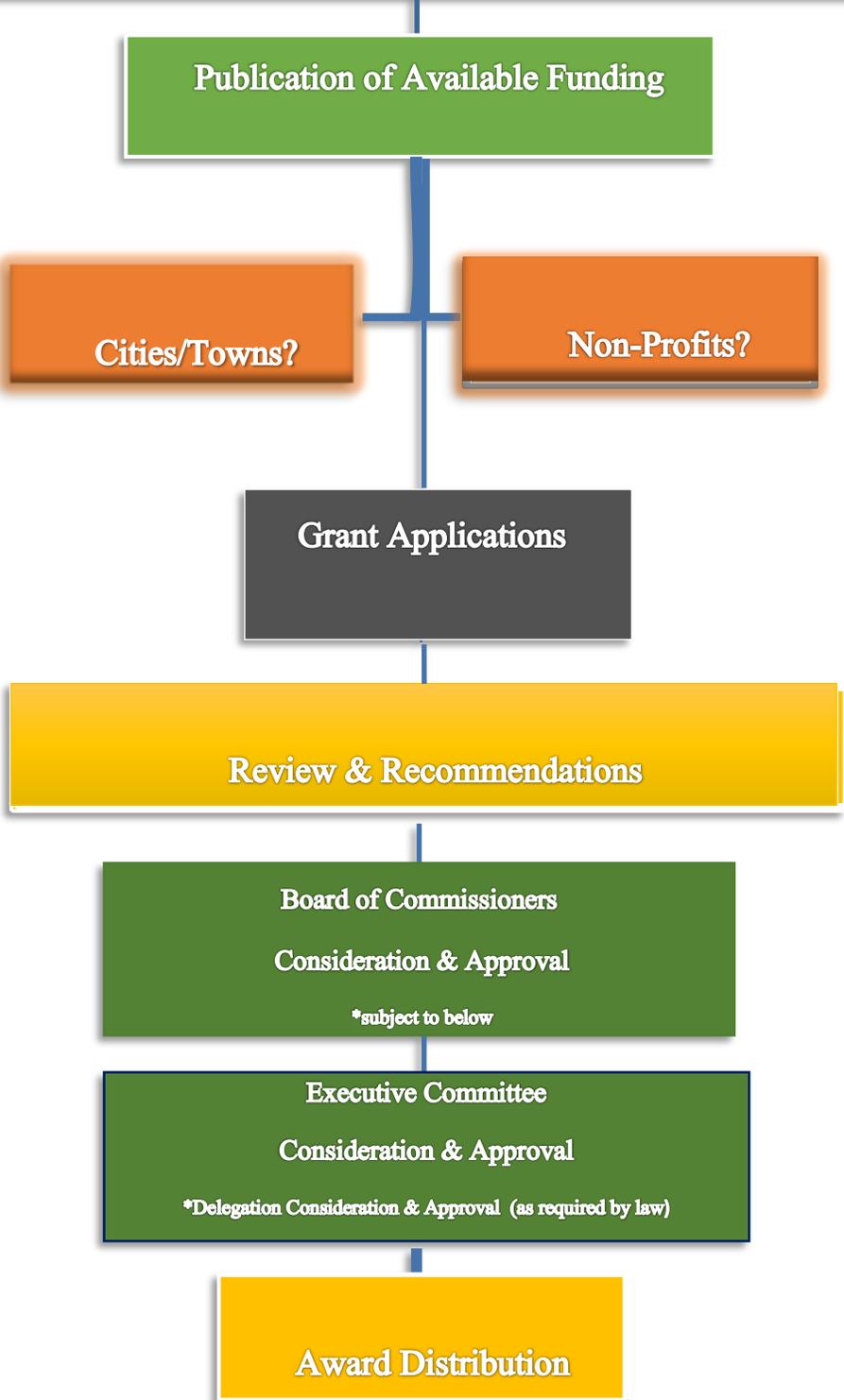
#### **Phase II, the Community Needs Assessment and Allocation**

Phase II will utilize internal and external resources to define the process of distributing funds within the community and define and identify community funding areas within the scope and purview of the responsibilities and functions of Hillsborough County government. A general overview of the process, subject to change, is below.

County stakeholders will participate in a facilitated process during the fall to identify potential transformative initiatives within county functions in the community. This process may involve conducted surveys, public hearings and other methods of community engagement.

The process will follow County guidelines with stipulations in place for necessary documentation tracked for reimbursement purposes in compliance with U.S. Treasury Guidelines and Requirements.

# HILLSBOROUGH COUNTY ARPA FUND GRANT PROCESS



Draft Timeline for SLRF Funds<sup>6</sup>

Timeframe	Action
Late Summer/Early Fall	Board of Commissioners reviews and considers recommendations on ARPA consultant responses.
Late Summer/Early Fall	Board reviews preliminary department proposals for SLRF Fund expenditures, focusing on pandemic response and strategic investments in County department infrastructure and & services to immediately respond to the pandemic and selects proposals for further development (no allocation decisions).
Fall	Proposals that were identified for further development are considered and if approved, move proposals forward to Hillsborough County Executive Committee for consideration and approval <sup>7</sup>
Fall	Board defines community funding areas
Fall	Develop application/grant process for outside entities to apply for funds.
Fall	Community Engagement on community funding areas
Fall	Review results of Community Engagement
Late Fall/Early Winter	Board reviews and considers community funding allocations proposals. If approved, move proposals forward to the Hillsborough County Executive Committee for consideration and approval. <sup>8</sup>

As the landscape of the pandemic changes, and moving forward from the timeline above, Hillsborough County will revisit the focus under Phase I and Phase II as needed and concurrently as needed. As a result of a shifting landscape, Hillsborough County’s focus and use of SLFR Funds may change and adapt to the landscape to address or respond to the immediate needs or pivot to the effects that may manifest over months or years and assess how the use of funds would respond to or address the identified needs.

**Uses of Funds**

As of the submission date of this report, various preliminary proposals in Phase I have been developed by County staff as a list of potential programs, projects and transformative initiatives

<sup>6</sup> Confirmation of eligible expenditures will take place on all proposals prior to approval.

<sup>7</sup> With Hillsborough County Delegation consideration and approval as required by law.

<sup>8</sup> With Hillsborough County Delegation consideration and approval as required by law.

for the Hillsborough County governing entities review and consideration.<sup>9</sup> Further assessment is needed to determine eligibility and expense category under the SLRF Fund guidelines. Below is a broad outline of the preliminary proposals as of the date of this submission. The proposals do not show specific costs at this time because many of the programs, projects and initiatives are subject to competitive bidding, are scalable and can be adjusted based on public engagement and Board of Commissioners consideration; proposals, programs, projects and initiatives indicate a range of costs to reflect this:

## **PUBLIC HEALTH**

### **Testing**

Hillsborough County is responsible for populations within the congregate settings of the Hillsborough County Department of Corrections and the Hillsborough County Nursing Home; SLRF Funds will be utilized to continue providing testing of those within the County's care. Testing costs to include, but are not limited to:

- Costs of the testing supplies
- Lab expenses associated with testing

Expenditure Category 1.2 - Expected costs: \$\$\$

### **Prevention in Congregate Settings**

Funds will be used to implement a broad range of COVID-19 Mitigation & Infection Prevention measures in the Hillsborough County Nursing Home, Hillsborough County Department of Corrections and dense work sites within the other county facilities.

Expenditure Category 1.4 – Expected costs: \$\$

\$ - Less than \$100,000  
\$\$ - \$100,000 to \$1,000,000  
\$\$\$ - \$1,000,000 to \$5,000,000  
\$\$\$\$ - More than \$5,000,000

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<sup>9</sup> The focus of Phase I is:

1. Emergent funding for the pandemic response in the County departments.
2. Funding for strategic investments in County department infrastructure & services

## **Personal Protective Equipment**

Access to and utilization of Personal Protective Equipment (PPE) has been an invaluable tool in the County's toolkit to help respond to and mitigate the impact of the pandemic both for those in the County's direct care and for the employees and public that utilize County services. SLRF Funds will be utilized to continue providing the County departments the ability to mitigate the impact of the pandemic through the vector of PPE purchases and utilization.

Expenditure Category 1.5 – Expected Costs: \$\$

## **Medical Expenses**

Hillsborough County will continue to provide the necessary medical treatment in relation to the pandemic to those in the County's care within the capacity of the County's duty. SLRF Funds will be utilized to continue to provide care and services to address the near and longer term needs.

Expenditure Category 1.6 – Expected Costs: \$\$

## **Capital Investments or Physical Plant Changes to Public Facilities that respond to the COVID-19 Public Health Emergency**

SLRF Funds will be used for capital investments and physical plant changes within the County-owned buildings for mitigation and prevention efforts. Expenditures within this category as proposed include, but are not limited to:

- Ventilation improvements, including upgraded HVAC systems and window replacement
- Climate controlled structures for PPE storage
- Touchless infrastructure including hands-free faucets and toilets, soap dispensers, water bubblers, etc.
- Emergency communication infrastructure improvements

Expenditure Category 1.7 – Expected Costs: \$\$\$\$

\$ - Less than \$100,000

\$\$ - \$100,000 to \$1,000,000

\$\$\$ - \$1,000,000 to \$5,000,000

\$\$\$\$ - More than \$5,000,000

## **NEGATIVE ECONOMIC IMPACTS**

### **Aid to Non-Profit Organizations**

Non-profits, which provide vital services to communities, have similarly faced economic and financial challenges due to the pandemic. Hillsborough County intends to prioritize initial distribution of grants to non-profit organization providing Long-Term Care services and supports

Expenditure Category 2.10 – Expected Costs \$\$\$

### **Rehiring of Public Sector Staff**

Treasury’s Interim Final Rule recognizes that “decreases to states and local government’s ability to effectively administer services” such as cuts to public sector staffing levels, can constitute a negative economic impact of the pandemic. During the COVID-19 public health emergency, many courts were unable to operate safely during the pandemic and, as a result, now face significant backlogs. Court backlogs resulting from the inability of the courts to safely operate during the COVID-19 pandemic decreased the government’s ability to administer services. Therefore, steps to reduce these backlogs, such as implementing COVID safety, measures to facilitate court operations, hiring additional court staff or attorneys to increase the speed of case resolution, and other expenses to expedite case resolution are eligible uses. Preliminary proposals include exploring the hiring of additional staff within the County Attorney’s Office to assist in the backlogs as well as recruitment efforts across the County departments

Expenditure Category 2.14 – Expected Costs \$\$\$

\$ - Less than \$100,000
\$\$ - \$100,000 to \$1,000,000
\$\$\$ - \$1,000,000 to \$5,000,000
\$\$\$\$ - More than \$5,000,000

## **Social Determinants of Health Community Violence Interventions**

Given the exacerbation of health disparities during the pandemic and the role of pre-existing social vulnerabilities in driving these disparate outcomes, services to address health disparities are presumed to be responsive to the public health impacts of the pandemic. Hillsborough County may use SLRF Funds to facilitate access to resources that improve health outcomes, including services that connect residents with health care resources and public assistance programs and build healthier environments such as evidence-based community violence intervention programs to prevent violence and mitigate the increase in violence during the pandemic. Preliminary Proposals include exploring a Community Engagement Deputy and the distribution of Community Policing, Crime Prevention, and Healthy Communities Education Materials.

Expenditure Category 3.16 – Expected Costs \$\$

### **PREMIUM PAY**

#### **Public Sector Employees**

Since the start of the COVID-19 public health emergency in January 2020, essential workers have put their physical wellbeing at risk to meet the daily needs of their communities and to provide care for others. These workers have been and continue to be relied on to maintain continuity of operations within Hillsborough County. The County is exploring transformative initiatives within the County to utilize SLRF Premium Pay Funds for essential workers.

Expenditure Category 4.1 and 4.2 – Expected Costs \$\$\$\$

### **REVENUE REPLACEMENT**

#### **Provision of Government Services**

Hillsborough County may use payments from the SLRF Funds for the provision of government services to the extent of the reduction in revenue experienced due to the COVID-19 public health emergency. For the first reporting period and first calculation of lost revenue for December 31, 2020, Hillsborough County has experienced \$7,697,320 in “lost revenue” due to the COVID-19 pandemic.

Expenditure Category 6.1

\$ - Less than \$100,000
\$\$ - \$100,000 to \$1,000,000
\$\$\$ - \$1,000,000 to \$5,000,000
\$\$\$\$ - More than \$5,000,000

## ADMINISTRATIVE

Hillsborough County may use funds for administering the SLRF Fund program, including costs of consultant to support effective management and oversight, including consultation for ensuring compliance with legal, regulatory, and other requirements. Pursuant to the SLRF Award Terms and Conditions, Hillsborough County is permitted to charge both direct and indirect costs to the SLRF Fund award as administrative costs. Directs costs are those that are identified specifically as costs of implementing the SLRF Fund program objectives, such as contract support, materials, and supplies for projects. Indirect costs are general overhead costs of an organization where a portion of such costs are allocable to the SLRF Fund award such as the cost of facilities or administrative functions like a director's office.

Expenditure Category 7.1 – Expected Costs \$\$ to \$\$\$

\$ - Less than \$100,000  
\$\$ - \$100,000 to \$1,000,000  
\$\$\$ - \$1,000,000 to \$5,000,000  
\$\$\$\$ - More than \$5,000,000

The above preliminary proposals are currently being further developed and their expenditures are subject to consideration and approval by the Hillsborough County Board of Commissioners and Hillsborough County Executive Committee with consideration and approval by the Hillsborough County Delegation as required<sup>10</sup>:

## SUBSEQUENT REPORTING

As Hillsborough County invests the SLRF Funds, Hillsborough County's remaining six (6) annual Recovery Plans filings will include updates, using qualitative and quantitative data, as required on the following areas:

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<sup>10</sup> The FAQs for Treasury Reporting indicate submitting a Plan that includes projects that are approved or authorized. Though the following list of projects have yet approved or authorized, at the time of the submission deadline for this report. By August 31<sup>st</sup>, consideration and approval will be forthcoming.

## Promoting Equitable Outcomes

- Hillsborough County will describe the approach to equitable outcomes and progress of equity goals during the subsequent performance periods.
- Hillsborough County will describe the efforts it undertook to promote equitable outcomes, including how programs were designed with equity in mind. When necessary and required, Hillsborough County will convey how it considered and measured equity at the various stages of the SLRF Fund program, by answering the following questions:
  - a. Goals: Are there particular historically underserved, marginalized, or adversely affected groups that Hillsborough County intends to serve?
  - b. Awareness: How equal and practical is the ability for residents or businesses to become aware of the services funded by the SLRF Fund program?
  - c. Access and Distribution: Are there differences in levels of access to benefits and services across groups? Are there administrative requirements that result in disparities in ability to complete applications or meet eligibility criteria?
  - d. Outcomes: Are intended outcomes focused on closing gaps, reaching universal levels of service, or disaggregating progress by race, ethnicity, and other equity dimensions where relevant for the policy objective?
- a. When required, Hillsborough County will describe how the planned or current use of funds prioritizes economic and equity as a goal, name specific targets intended to produce meaningful equity results at scale, and articulates the strategies used to achieve those targets. Hillsborough County will also note how the overall equity strategy translates into the specific services or programs offered by Hillsborough County in the following Expenditure Categories (herein EC):
  - I. Negative Economic Impacts (EC 2): assistance to households, small businesses, and non-profits to address impacts of the pandemic, which have been most severe among low-income populations. This includes assistance with food, housing, and other needs; employment programs for people with barriers to employment who faced negative economic impacts from the pandemic (such as residents of low-income neighborhoods, minorities, disconnected youth, the unemployed, formerly incarcerated people, veterans, and people with disabilities); and other strategies that provide disadvantaged groups with access to education, jobs, and opportunity.
  - II. Services to Disproportionately Impacted Communities (EC 3): services to address health disparities and the social determinants of health, build stronger neighborhoods and communities (e.g., affordable housing), address educational disparities (e.g., evidence-based tutoring, community schools, and academic, social-emotional, and mental health supports for high poverty schools), and promote healthy childhood environments (e.g., home visiting, child care).

- b. Hillsborough County will also describe the efforts and intended outcomes to promote equity using qualitative and quantitative data on how the jurisdiction's approach achieved or promoted equitable outcomes or progressed against equity goals by including:
  - I. A description of any constraints or challenges that impacted project success in terms of increasing equity;
  - II. A describe the geographic and demographic distribution of funding, including whether it is targeted toward traditionally marginalized communities.

### **Community Engagement**

- Hillsborough will describe the use of funds which incorporated written, oral, and other forms of input that capture diverse feedback from constituents, community-based organizations, and the communities themselves. Where relevant, this description will include how funds will build the capacity of community organizations to serve people with significant barriers to services, including people of color, people with low incomes, limited English proficiency populations, and other traditionally underserved groups.

### **Labor Practices**

- Hillsborough County will describe workforce practices on any infrastructure projects being pursued in EC 5. How projects are using strong labor standards to promote effective and efficient delivery of high-quality infrastructure projects while also supporting the economic recovery through strong employment opportunities for workers.

### **Use of Evidence**

- Hillsborough County will identify whether SLRF Funds are being used for evidence-based interventions and/or if projects are being evaluated through rigorous program evaluations that are designed to build evidence. Detailed evidence information for each project, as requires, will be included in the Project Inventory sections.

### **Table of Expenses by Expenditure Category**

Below are the EC's of SLRF Funds. Hillsborough County does not currently have any cumulative expenses to date for the reporting period within each category. Subsequent annual Recovery Plan Reports will include the cumulative expenses through the reporting dates and the additional amount spent within each category since the last annual Recover Plan Reports

Category		Cumulative expenditures to date (\$)	Amount spent since last Recovery Plan
1	Expenditure Category: Public Health		
1.1	COVID-19 Vaccination		
1.2	COVID-19 Testing		
1.3	COVID-19 Contact Tracing		
1.4	Prevention in Congregate Settings (Nursing Homes, Prisons/Jails, Dense Work Sites, Schools, etc.)		
1.5	Personal Protective Equipment		
1.6	Medical Expenses (including Alternative Care Facilities)		
1.7	Capital Investments or Physical Plant Changes to Public Facilities that respond to the COVID-19 public health emergency		
1.8	Other COVID-19 Public Health Expenses (including Communications, Enforcement, Isolation/Quarantine)		
1.9	Payroll Costs for Public Health, Safety, and Other Public Sector Staff Responding to COVID-19		
1.10	Mental Health Services		
1.11	Substance Use Services		
1.12	Other Public Health Services		
2	Expenditure Category: Negative Economic Impacts		
2.1	Household Assistance: Food Programs		
2.2	Household Assistance: Rent, Mortgage, and Utility Aid		
2.3	Household Assistance: Cash Transfers		
2.4	Household Assistance: Internet Access Programs		
2.5	Household Assistance: Eviction Prevention		
2.6	Unemployment Benefits or Cash Assistance to Unemployed Workers		
2.7	Job Training Assistance (e.g., Sectoral job-training, Subsidized Employment, Employment Supports or Incentives)		
2.8	Contributions to UI Trust Funds*		
2.9	Small Business Economic Assistance (General)		
2.10	Aid to nonprofit organizations		
2.11	Aid to Tourism, Travel, or Hospitality		
2.12	Aid to Other Impacted Industries		
2.13	Other Economic Support		

Category		Cumulative expenditures to date (\$)	Amount spent since last Recovery Plan
2.14	Rehiring Public Sector Staff		
3	Expenditure Category: Services to Disproportionately Impacted Communities		
3.1	Education Assistance: Early Learning		
3.2	Education Assistance: Aid to High-Poverty Districts		
3.3	Education Assistance: Academic Services		
3.4	Education Assistance: Social, Emotional, and Mental Health Services		
3.5	Education Assistance: Other		
3.6	Healthy Childhood Environments: Child Care		
3.7	Healthy Childhood Environments: Home Visiting		
3.8	Healthy Childhood Environments: Services to Foster Youth or Families Involved in Child Welfare System		
3.9.	Healthy Childhood Environments: Other		
3.10	Housing Support: Affordable Housing		
3.11	Housing Support: Services for Unhoused persons		
3.12	Housing Support: Other Housing Assistance		
3.13	Social Determinants of Health: Other		
3.14	Social Determinants of Health: Community Health Workers or Benefits Navigators		
3.15	Social Determinants of Health: Lead Remediation		
3.16	Social Determinants of Health: Community Violence Interventions		
4	Expenditure Category: Premium Pay		
4.1	Public Sector Employees		
4.2	Private Sector: Grants to other employers		
5	Expenditure Category: Infrastructure		
5.1	Clean Water: Centralized wastewater treatment		
5.2	Clean Water: Centralized wastewater collection and conveyance		
5.3	Clean Water: Decentralized wastewater		
5.4	Clean Water: Combined sewer overflows		
5.5	Clean Water: Other sewer infrastructure		
5.6	Clean Water: Stormwater		
5.7	Clean Water: Energy conservation		
5.8	Clean Water: Water conservation		
5.9	Clean Water: Nonpoint source		
5.10	Drinking water: Treatment		

Category		Cumulative expenditures to date (\$)	Amount spent since last Recovery Plan
5.11	Drinking water: Transmission & distribution		
5.12	Drinking water: Transmission & distribution: lead remediation		
5.13	Drinking water: Source		
5.14	Drinking water: Storage		
5.15	Drinking water: Other water infrastructure		
5.16	Broadband: "Last Mile" projects		
5.17	Broadband: Other projects		
6	Expenditure Category: Revenue Replacement		
6.1	Provision of Government Services		
7	Administrative and Other		
7.1	Administrative Expenses		
7.2	Evaluation and data analysis		
7.3	Transfers to Other Units of Government		
7.4	Transfers to Nonentitlement Units (States and Territories only)		

**PROJECT INVENTORY**

Hillsborough County does not currently have any *authorized* or *approved* Project Inventories through this reporting period, subsequent annual Recovery Plan Reports will include the updated project inventories for the respective reporting dates, which will include the following information:

- Project [Identification Number]: [Project Name]
- Funding amount: [Funding amount]
- Project Expenditure Category: [Category number, Category Name]

Project overview

- *A description of the project that includes an overview of the main activities of the project, the approximate timeline, primary delivery mechanisms and partners, if applicable, and intended outcomes.*
- *Link to the website of the project if available*
- *How project contributes to addressing climate change (for infrastructure projects under EC 5)*

Use of Evidence

- *Briefly describe the goals of the project, and whether SLFRF funds are being used for evidence-based interventions, the evidence base for the interventions, and/or if projects are being evaluated through rigorous program evaluations that are designed to build*

evidence. If a recipient is conducting a program evaluation in lieu of reporting the amount of spending on evidence-based interventions, they must describe the evaluation design (see Reporting Guidance for additional details that should be included).

- Identify the dollar amount of the total project spending that is allocated towards evidence-based interventions for each project in the Public Health (EC 1), Negative Economic Impacts (EC 2), and Services to Disproportionately Impacted Communities (EC 3) Expenditure Categories.

### Performance Report

- For the Project Inventories in Section 8, Hillsborough County will include key performance indicators for your jurisdiction’s major SLFRF funded projects. Report key performance indicators for each project, or group projects with substantially similar goals and the same outcome measures and will include both output and outcome measures.
- In addition, Hillsborough County will include the mandatory performance indicators if any projects in the relevant areas. Hillsborough County will provide data disaggregated by race, ethnicity, gender, income, and other relevant factors, if possible. Data will be presented in a table and each annual report will include updated data for the performance period as well as prior period data.
  - a. Household Assistance (EC 2.2 & 2.5) and Housing Support (EC 3.10-3.12):
    - Number of people or households receiving eviction prevention services (including legal representation)
    - Number of affordable housing units preserved or developed
  - b. Negative Economic Impacts (EC 2):
    - Number of workers enrolled in sectoral job training programs
    - Number of workers completing sectoral job training programs
    - Number of people participating in summer youth employment programs
  - c. Education Assistance (EC 3.1-3.5):
    - Number of students participating in evidence-based tutoring programs
  - d. Healthy Childhood Environments (EC 3.6-3.9):
    - Number of children served by childcare and early learning (pre-school/pre-K/ages 3- 5)
    - Number of families served by home visiting

### **INELIGIBLE ACTIVITIES: TAX OFFSET PROVISION (STATES AND TERRITORIES ONLY)**

*For the initial reporting year, States and territories will report the following items related to the Tax Offset Provision 31 CFR 35.8. Baseline revenue or revenue-increasing covered charges are not required at this time.*

Item	Amount
a. Revenue-reducing Covered Changes	\$0

*See Section C(11) on page 28 of the Reporting Guidance for additional information.*