



FRANK WHITE, JR.
Jackson County Executive

DATE: November 15, 2023
TO: DaRon McGee, Chairman Jackson County Legislature
Members of the County Legislature
FROM: Frank White Jr., Jackson County Executive
RE: FY 2024 Jackson County Budget Transmittal

Dear Members of the Jackson County Legislature,

I am pleased to submit for your consideration the Jackson County, Missouri budget for the fiscal year that begins January 1, 2024. This budget totals \$681.8 million, an increase of \$275.6 million or 67.9% more than the adopted FY 2023 budget. The large change in the budget is primarily the result of \$199.7 million added to the budget for the current design and construction of the new Jackson County Detention Center. Included as well as is \$13.3 million in debt service on the new detention center, which is supported through 2024 by bond proceeds, and \$11.9 million more in anticipated transfers of revenues generated at and exclusively for the Truman Sports Complex. After adjusting for these changes, the base operating budget is \$456.9 million for 2024 which is \$50.8 million or 12.5% more than the 2023 adopted budget.

The 2024 budget does not include the allocation of any remaining American Rescue Plan Act (ARPA) funds. The 2024 budget also does not include any appropriations for the Marijuana Sales Tax funds as the first distributions has yet to be received by the County and recently filed litigation in St. Louis County casts a cloud over that new revenue stream. Once I feel comfortable about forming a revenue estimate for the 3% marijuana sales tax, I will submit a separate ordinance allocating those funds.

The major revenue streams of the County remain stable and reflective of a strong local economy. Sales tax revenues are estimated to increase by 1.1% in FY 2024 from 2023 levels that are growing at an

estimated 1.3% rate. Property taxes in 2024 are anticipated to grow at a rate of 1% due to anticipated new construction that will be placed on the tax rolls in 2024. There are no planned increases or reductions to the 2024 property tax levy total other than the statutorily required sales tax adjustment and the Hancock Amendment.



This Budget Continues to Invest in Our Most Important Asset, Our Associates.

In 2024, I am recommending a 4% merit increase for all County associates not covered by a collective bargaining agreement that will be available to all eligible associates on their employment anniversary dates. The estimated cost of this merit increase is \$1.0 million across all funds of the County. This budget is the fourth year in a row where the budget has recommended at least a merit increase for all County associates while paying our associates a market competitive wage. It is our hope that the County's continued strong financial position will allow these investments in our staff to continue for many years to come.

This budget also allocates the full 14.9% increase in health care costs for fiscal year 2024. This increase will cost the County an additional \$3.4 million and bring the total expenditure on associate health care premiums to \$22.97 million in 2024. The County must continue to identify ways to control these annual cost increases. Future options will include self-funding beginning in 2025 to better manage costs but future benefit reductions must also be considered.

This budget also fully funds a sizeable improvement in the Jackson County Retirement System by supporting an increase in the pension multiplier to 1.6 of an eligible associates' years of service. The cost of this improved benefit and fully funding our current pension obligation is \$3.0 million for next year. This is the first significant improvement in the pension system since 1990 when the multiplier was last increased. Our pension system remains nearly fully funded at a 91% ratio and this benefit improvement will allow the County to improve the one remaining area of a recent pay and benefit market analysis that was considered below market.

The 2024 budget also continues to fully fund the amount needed for staff training and development at a cost of \$1.76 million. A total of 2% of the departmental regular full-time salary budget is included to provide professional and specialized skills development training for all County staff.

This budget fully supports market-based pay adjustments for sworn personnel in the Sheriff's Office, as well as prosecutors, legislative aides, physicians in the Medical Examiner's Office, and a market leading starting salary of \$25 per hour for corrections staff.

This budget also fully funds a recent market-based salary adjustment for all county-funded staff of the 16th Circuit Court as well cost of living and merit increases provided to the Court in 2023.

This Budget Continues to Reinvest in Basic County Services

This budget recommends additional staff in several departments to meet expanded customer service and improve overall response to the organization and to the Community. A total of 22 new full-time equivalent positions are added in the 2024 budget in the following areas:

- Ten Sheriff Deputy Recruit positions are added to the Sheriff's Office for 2024. These new positions are entirely funded by vacancies in other deputy positions that occur due to separation and retirement. These new positions will hopefully allow the Sheriff to attract potential candidates by placing them in a paid position while they attend a regional police academy. Current practice is to hire candidates after they have graduated from an academy which limits the number of candidates available to be hired.

- Six new positions are added in the Collections Department at a cost of \$356,736 to properly staff at both courthouses the new senior property tax relief program that was established by the Legislature after Senate Bill 190 was approved by the State Legislature.
- Two new forensic technician positions are being added to the Medical Examiner's Office at a cost of \$135,716 to alleviate weekend staffing and workload issues brought on by the significant increase in homicides as well as the ongoing opioid crisis.
- This budget recommends the creation of a forester position in the Parks Fund at a cost of \$67,853 to reduce reliance on County term and supply contractors who provide similar services at a higher cost.
- Two new attorney positions are added in the Prosecutor's Office at a cost of \$214,354. These positions will be used to carry the increased workload of the Violent Crimes division.
- Lastly, two part-time positions in the Office of the County Clerk will be converted to full-time positions to better serve the needs of the County Legislature who have significantly increased the number of meetings (both internal and external) that they are holding.

This budget fully funds street maintenance efforts in the unincorporated area of the County at \$3 million an increase of 50% over 2023 levels from available road and bridge funds. In addition to full funding, this budget recommends that all street resurfacing work be done on a contract basis to improve timeliness and overall quality of the work. This approach will also allow our road crews to focus exclusively on maintenance, which should improve the timeliness of that effort as well.

Health care costs continue to escalate at the current Jackson County detention center. Behavioral health and medical care cost for detainees is estimated at \$7.8 million for 2024 from Health Levy funds. This is an increase of \$1.3 million or more than 20% over 2023 expenditures.

This budget recommends an allocation of \$500,000 from available 911 funds to the United Way of Greater Kansas City to support Jackson County's portion of the annual operating budget of the 211 system. This 24-hour seven day a week phone operation provides emergency assistance and referrals for residents in need of social service assistance such as utility bill assistance and mental health referrals in the metropolitan area. The United Way 211 system receives over 100,000 calls per year of which 70% are residents of Jackson County. A strong functioning 211 phone system provides an invaluable safety net for our residents and keeps calls and service requests out of the 911 system. The United Way is seeing a continued decline in philanthropic and corporate support and is seeking alternative ways to support this critical safety net for residents. It is hoped that an initial contribution by Jackson County, whose residents are the largest user of this service, will encourage other counties in the metropolitan area to participate.

This Budget Continues to Invest in Critical Technology Enhancements and Modernized Equipment

This budget recommends \$200,000 in 2024 County Improvement Funds be used to replace an aging document management system in the Medical Examiner's Office. Funds appropriated for this purpose in 2023 went unspent and need to be reappropriated again in 2024.

This budget recommends the continuation of the \$3 million allocation of 911 funds to upgrade 911 communication centers and dispatching operations throughout the County.

The 2024 budget recommends \$1,119,120 to replace and upgrade the voting equipment at the Jackson County Board of Elections. \$600,000 of this cost is estimated to come from the State of Missouri who has begun paying their share of local election costs. In addition, future election costs for the County will be reduced by paying for the equipment upfront rather than leasing the equipment.

This budget also recommends \$701,000 from County 911 funds to replace the inadequate mobile command post used by the Sheriff's Office. This new vehicle will replace an old ambulance that is currently used as the mobile command post. This new piece of equipment can be used for a variety of emergency needs throughout the County including the capability to operate a remote 911 dispatch facility if our main dispatch system became inoperable.

This budget maintains the resources needed for proper maintenance of a PC Lifecycle program which will ensure that County computers stay up to date with the most current technology. Peripheral accessories such as monitors and docking stations will be added to the leases in 2024 to simplify the procurement expense associated with all the components that go along with the personal computer.

This budget recommends an allocation of \$410,000 from County Improvement Funds to ensure a successful implementation of the new Workday system that will replace our legacy HR and Finance systems. We are scheduled to go-live with Workday on December 18, 2023. The supplemental funding will keep contract support staff available for the first few months of implementation and allow for the implementation of other tools in Workday such as the budget module that will allow for a redesigned budget document for the 2025 budget.

This budget recommends \$533,000 for contract staffing to assist in the implementation and to address potential change orders associated with the new Collection system being implemented by the County that is scheduled to go-live in 2025. One significant change is the potential reconfiguration of the new system to accommodate the Senior Tax Relief program that begins in 2024 and was not anticipated when the system was purchased in 2022.

\$100,000 is budgeted in County Improvement Funds to purchase a new Constituent Relationship Management Software for the County Clerk.

A total of \$500,000 is allocated to the Prosecutor to purchase scanning services to digitize records in the Family Support Division of the Department. This will eventually reduce the footprint of the division in rented space that the division now occupies.

This budget also provides \$250,000 from Parks funds to the Information Technology department to continue to upgrade the security cameras and required connectivity at various parks facilities managed by our Parks + Recreation Department. This is the second year of an estimated four-year process to fully upgrade the video surveillance capabilities throughout our county parks.

This budget also recommends \$910,000 from the Parks Enterprise Fund for the replacement of nearly all grounds maintenance equipment used at the Fred Arbanas Golf Course.

Along with our investments in technology, this budget also fully funds a fleet replacement program across all departments. This program includes the continued purchase of specialized equipment such as mowers and dump trucks and the leasing of passenger and light-duty vehicles.

This Budget Continues Several Initiatives begun in prior years.

In the 2022 budget, costs associated with property insurance, general liability and workers compensation were allocated to the departments based on actual experience and usage over the last three years. General legal liability for 2024 is again estimated at \$1.575 million, workers compensation is estimated at \$1.95 million, or a 32% increase over 2023. Vehicle liability and equipment insurance is estimated at \$675,000 and property insurance for the County is estimated at \$2.6 million, an increase of nearly 24% from FY 2023. Of that \$2.6 million, a total of \$1.5 million is for property insurance at the stadiums and \$413,000 is property insurance for University Hospital-Lakewood.

This budget also fully allocates \$36 million in COMBAT sales tax collections and reserves using the percentages allocated by Resolution No. 10950 as passed by the Legislature in 1994. Ultimately, the County Legislature may choose to continue to follow this funding formula or may choose to allocate the funds in a different manner moving forward as the reserves will be exhausted in just a few more years.

This budget recommends the allocation of \$66,076 to the City of Blue Springs from the Sewer Fund. The City of Blue Springs annexed the Carriage Oaks neighborhood and began operating the neighborhood sewer plant in 2023. The funding to Blue Springs reflects the accumulated surplus generated by Jackson County over its years of operating the plant. The County will continue to operate the Trophy Estates wastewater plant out of the Sewer Fund, but no rate increases are anticipated for 2024.

This Budget Continues to Significantly Reinvest in Critical County Facilities

A total of \$17.6 million is allocated in County Improvement Funds for the County to purchase the furniture and technology needed at our new detention center. This equipment will need to be purchased in 2024 for delivery in 2025 as the new detention center prepares to open in late 2025 or early 2026.

A total of \$625,000 is provided to the 16th Circuit to replace the roofs at the Hilltop Juvenile Facility near University Hospital-Lakewood.

A total of \$130,000 is allocated to the Facilities Division of Public Works to replace the roof of the Prosecutor's Office in downtown Independence.

This budget allocates \$200,000 to begin repairs and replacement of an inadequate heating, cooling, and ventilation system at the Jackson County Animal Shelter.

A total of \$365,700 is allocated to make repairs and modest security improvements at the Sheriff's Headquarters building and the Sex Offender Registry offices.

A total of \$1.6 million in County Improvement Funds is allocated for critical improvements in the County's Park system. Parks projects that receive county improvement funding in 2023 include \$1.01 million to connect the Little Blue Trace Trail into the Rock Island Trail near Hwy 350 and Noland Road. Other parks projects include \$600,000 to create a new trailhead on Railroad St along the Rock Island Trail in Raytown. Both projects were funded in 2023 with construction now estimated to begin in 2024.

Modest improvements are budgeted for improvements to three courthouses owned by the County:

- A total of \$300,000 in County Improvement Funds is allocated to replace the carpet, furniture and upgrade the sound equipment in the legislative chambers of the downtown Kansas City courthouse.
- \$50,000 for further heating and cooling improvements at the Independence courthouse.
- \$365,000 for heating, cooling, floor, and accessibility improvements to the Historic Truman Courthouse in Independence.

An allocation of \$1.2 million in County Improvement Funds for the replacement of a bridge on Buckner-Tarsney Road north of the City of Buckner. This project was funded for design in 2023 and is scheduled for construction in 2024.

A detailed list of all the proposed capital improvements using County Improvement Funds is attached at the end of this budget message. It is imperative that the County identify a funding source to address an ever-increasing backlog of facility repair needs at County facilities. This 2024 budget reflects the last year of a significant amount of funds available for county capital improvements. Beginning in 2025, \$16 million will be needed to pay the debt service on the new Jackson County Detention Center.

Conclusion

I want to thank all the County staff for their work in preparing this budget. I also want to thank the directors of the individual departments who participated in lengthy meetings as the budget has been developed over the last few months. This FY 2024 submitted budget builds upon a strong financial foundation built over the last few years and prepares the County for a vibrant future. We stand ready to answer all questions that you may have as you deliberate upon this budget.

Respectfully submitted,



Frank White Jr., Jackson County Executive

**County Improvement Fund Planned Expenditures
FY 2024**

Project	Amount Needed	Carryover Funding
County Facilities		
Examiner Building Roof	\$ 130,000	x
Truman Courthouse (HVAC, Floor, and ADA Improvements)	\$ 365,000	x
DTCH (Legislative Chambers upgrade)	\$ 300,000	
Animal Shelter (HVAC Repairs and kennel Improvements)	\$ 200,000	
Independence Courthouse (HVAC improvements)	\$ 50,000	
Subtotal:	\$ 1,045,000	
New Detention Center Project		
Detention Center Special Inspections	\$ 800,000	x
Detention Center Furnishings, Fixtures and Equipment	\$ 8,084,000	
Detention Center Technology	\$ 9,490,000	
Detention Center Additional Contingency	\$ 807,125	x
Subtotal:	\$ 19,181,125	
Courts		
Family Courts Hilltop Facility (New Roof)	\$ 625,000	
Subtotal:	\$ 625,000	
Information Technology		
Medical Examiner Document Management System	\$ 200,000	x
Workday Additional Module Implementation	\$ 410,000	
New Collections Software (Project Management, change orders)	\$ 533,000	
Business Continuity Planning	\$ 100,000	
Consituent Relationship Management Software (County Clerk)	\$ 100,000	
New Network Gear for Truman Courthouse	\$ 130,000	
Subtotal:	\$ 1,473,000	
Parks + Recreation		
Little Blue Trace/Rock Island Trail Connector at Noland and MO 350	\$ 1,011,000	x
Rock Island Trail/Railroad St. Trailhead	\$ 600,000	x
Subtotal:	\$ 1,611,000	
Prosecutor		
Scanning services for Family Support Division	\$ 500,000	
Subtotal:	\$ 500,000	
Public Works		
Buckner Tarsney Bridge north of Buckner (Construction)	\$ 1,200,000	
Subtotal:	\$ 1,200,000	
Sheriff		
Sex Offender Registration Unit (safety and security improvements)	\$ 66,000	
Training Range Improvements and repairs	\$ 22,000	
Headquarters Property & Evidence Room (new firearms shelving)	\$ 120,000	
Headquarters repair south parking lot & lower level flooring	\$ 157,700	
Subtotal:	\$ 365,700	
Total:	\$ 26,000,825.00	

