State and Local Fiscal Recovery Funds 2021 Recovery Plan

Davis County, Utah
August 31, 2021

Davis County Utah

2022 Recovery Plan

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GENERAL OVERVIEW

Executive Summary

The American Rescue Plan Act (ARPA) includes $69,048,017 in State Local Fiscal Recovery Funds (SLFRF) in direct local recovery assistance to Davis County Government. The first half of the County's award was received on July 26, 2021. The second half is expected to be received one year after the first payment. In order to provide equitable, sustainable and generational benefits to the citizens of Davis County, the County Commission has adopted the following set of guiding principles as they allocate and spend SLFRF. These guiding principles include:

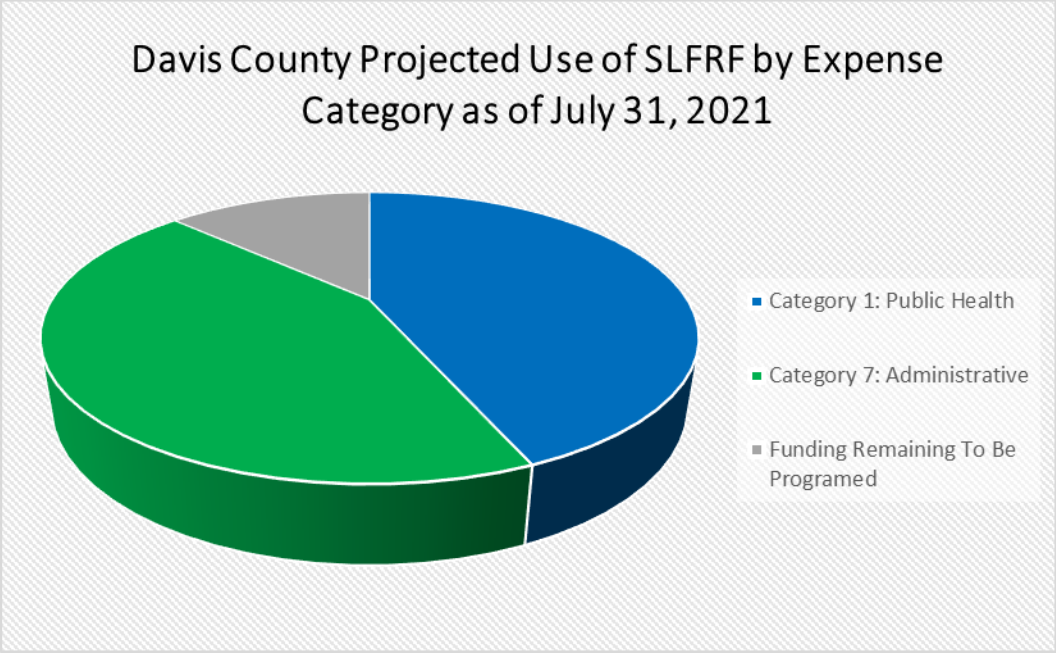
- Projects must meet federal guidelines for SLFRF eligible uses
- Projects should addresses a long-term challenge of the County
- Consideration should be given for the full cost of ownership over the useful life of the project
- The project does not create an unsustainable or unfunded future cost to the County
- The project is of a sizable nature to justify the associated required Federal reporting
- Community organizations requesting funds must show an ability to sustain programmatic costs after SLFRF funding ceases
- Preference may be given for projects where there is an opportunity to coordinate funding with other entities to create regional benefits in overlapping jurisdictions
- Intended outcomes should be clearly identified and reportable by programming/project department, division, or entity.

Key outcome goals will be measured and reported on an individual basis as appropriate once projects are approved and funds are allocated.

As Davis County continues to respond to the unprecedented COVID-19 pandemic, it reserves the right to move forward with timely and appropriate responses that may or not have been considered or addressed in this annual report. This flexibility is not only necessary, but critical as the County continues to navigate the changing COVID-19 landscape. Any such projects shall be reported in subsequent annual reports.

Uses of Funds

As of August 31, 2021, Davis County has developed a tentative SLFRF Recovery Plan for allocating funds to specific allowable use categories as defined in the Interim Final Rule (IFR) and US Treasury guidance. The County recognizes that the tentative Recovery Plan does not propose funding allocations in all eligible expense categories. This decision was made strategically after considering the long-term needs of the County as well as the sustainability of social services programming. It should not be construed that the County has ignored the categories not addressed in the plan. Rather, in order to provide the most efficient and effective use of funds, the County has chosen to provide capital improvement funding to community partners that have a proven record of administering social programs to underserved populations. These partners must show that programs supported by the SLFRF capital funds are sustainable beyond the ARPA timeframe. When applicable, the County will document capital projects supporting community partners that administer evidence-based programs, but will not report on specific program outcomes as SLFRF funds will not be used to support operational costs of the programs.



In the coming months, (September 2021 through December of 2021), the County will use a variety of methods to seek feedback from citizens regarding the Annual Recovery Plan. It is anticipated that once community input has been received and considered, the County will make formal allocations of funding for additional projects in January 2022. These awards will take place through state, local, and federally designated processes, including budgeting, contracting, and procurement. As future annual recovery plans are considered, the County will submit them to the public for comment and feedback prior to adoption, recognizing that some projects may require immediate action without public input in order to combat the immediate challenges posed by the COVID-19 pandemic. Approval of such allocations may be made by the Davis County Commission without extensive community engagement, public comment and/or the issuance of an updated Annual Recovery Plan. When time sensitive allocations are necessary, public notice and comment will be provided through the provisions of Utah State Code 17-36-26: Increase in Budgetary Fund or County General Fund – Public Hearing.

Promoting Equitable Outcomes

As of the reporting date, Davis County has only allocated funds for broad-reaching programs that are critical to the immediate pandemic response and serve all citizens in the County. Allocations were only made after public notice and a public hearing occurred. Moving forward, additional outreach will occur with the assistance of a consulting firm that has experience in public outreach processes that promote equity.

Community Engagement

As of the reporting date, Davis County has only allocated funds for broad reaching programs that were critical to the pandemic response and served all citizens in the County. Allocations were only made after a public notice and hearing occurred. Moving forward, additional

outreach will occur with the assistance of a consulting firm that has experience in public outreach processes that promote equity.

Labor Practices

For all infrastructure and capital projects that exceed $10 million, the inter-local agreement or project request for proposal will include the requirement that all workforce practices outlined in the Coronavirus State and Local Fiscal Recovery Funds Compliance and Reporting Guidance, Section 3.h. be complied with. When appropriate, sub-grantees or contractors shall be required to maintain sufficient records to substantiate the required information.

Use of Evidence

Currently, Davis County has no projects under consideration that would merit or require the reporting of evidence-based interventions. Davis County intends to support community organizations that provide evidence-base programs through funding capital project rather than programing costs.

Table of Expenses by Expenditure Category

Expenditures as of July 31, 2021:

Category		Cumulative expenditures to date ($)	Amount spent since last Recovery Plan
1	Expenditure Category: Public Health		
1.1	COVID-19 Vaccination	$410,974	$410,974
1.7	Capital Investments or Physical Plant Changes to Public Facilities that respond to the COVID-19 public health emergency	$1,338,904	$1,338,904

PROJECT INVENTORY

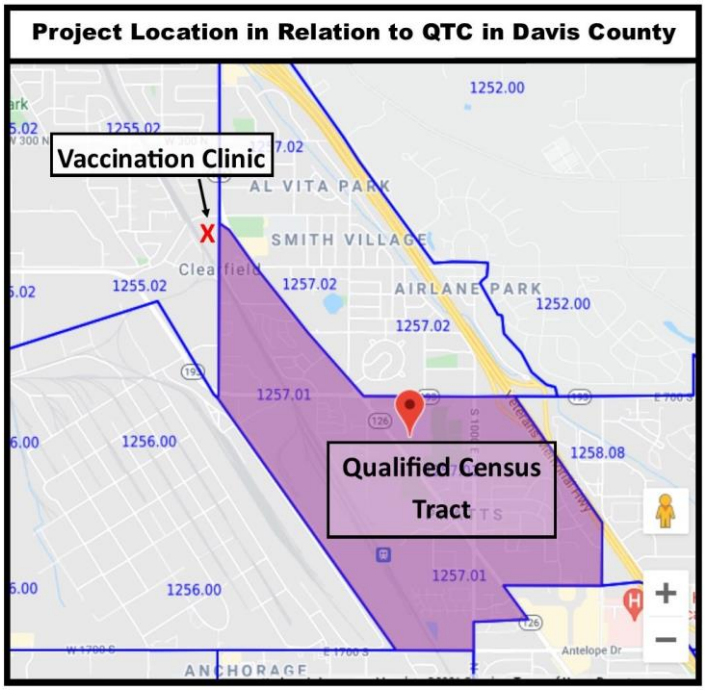
PROJECT NAME: Davis County Health Dept. (DCHD) Vaccination Clinic and Parking
PROJECT #: 311SLFRF-EC1.1-CLINIC CAP
FUNDING AMOUNT: $1,000,000
RESPONSIBLE DEPARTMENT, DIVISION, OR ENTITY: Davis County Health Department
FUNDING SPENT AS OF 7/31/2021: $7,458
FUNDING STATUS: Allocated on July 20, 2021
EXPENSE CATEGORY: 1.1, COVID-19 Vaccination

Project Overview

Prior to the COVID-19 pandemic, the DCHD maintained and utilized a small clinical room in their administration building to conduct public vaccinations. At the time, the room was functional to serve the limited number of individuals who had no other immediate access to routine vaccinations, flu shots, etc. As the impacts of COVID-19 progressed and testing became more widely available in the fall of 2020, the room was transitioned into a testing center.

In late December of 2020, as vaccines became available, it was apparent that there would be no way for the clinical room to be utilized efficiently for large-scale vaccinations. As more specifically described below, Project #311SLFRF-EC1.1-Mass Vac 1, a drive-through clinic was developed and implemented to manage the significant demand for vaccination in the early months of 2021.

By early summer of 2021, demand waned for the vaccine and running the mass clinic was no longer practical for such a large facility. However, the pandemic has highlighted the need for DCHD to have a permanent, dedicated vaccination and testing clinic that can operate throughout the remainder of the COVID-19 pandemic. In addition to creating the clinic space, parking has become limited as additional staff has been hired to help manage the public health crisis. Increased public use of the vaccination clinic in conjunction with staff hired to combat COVID-19 requires the construction of additional parking at the DCHD Administration Building. Recognizing this need, as well as the anticipated on-going demand for booster vaccinations, the County allocated $1,000,000 of SLFRF to renovate existing space in the DCHD Administration Building, acquire property adjacent to the DCHD Administration Building and construct additional parking.



It is anticipated that the clinic remodel portion of this project will be completed in December of 2021 with the parking portion completing in early Fall 2022.

While this project is not targeted to a Qualified Census Tract (QCT), it should be noted that it is located on the boarder of the only QCT in the County. This location will provide easy access to the most concentrated population of economically disadvantaged individuals in the County.

Performance Measures

- Initial vaccination rate for the eligible population of Davis County
- Booster vaccination rate for the eligible population of Davis County
- Vaccine delivery time (appointment timeliness and availability)

Outcome Measures

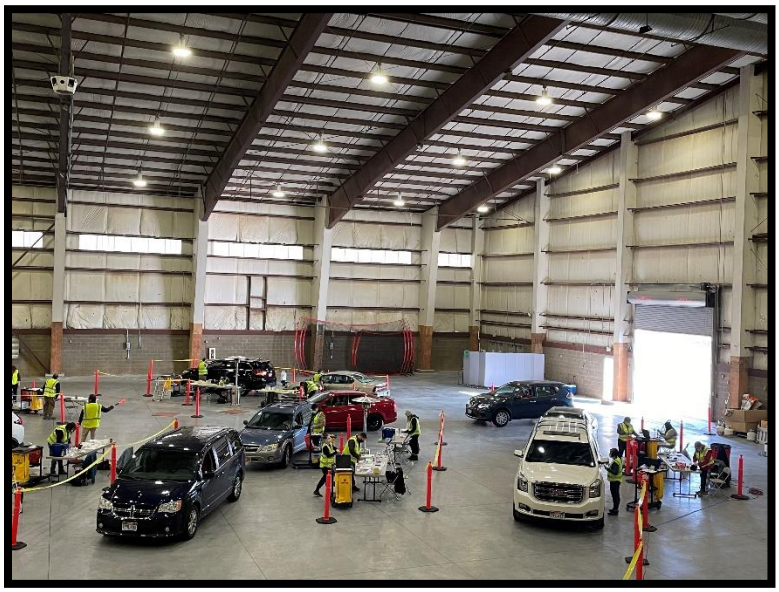
- Increased first time and booster vaccination rates in Davis County

Use of Evidence

SLFRF funds on this project are not being used for evidence based interventions and is not required under expense category 1.1.

PROJECT NAME: Davis County Health Dept. (DCHD) Drive-through Mass Vaccination Clinic
PROJECT #: 311SLFRF-EC1.1-MASS VAC 1
FUNDING AMOUNT: $403,516
RESPONSIBLE DEPARTMENT, DIVISION, OR ENTITY: Davis County Health Department
FUNDING SPENT AS OF 7/31/2021: $403,516
FUNDING STATUS: Funds retroactively allocated on August 17, 2021
EXPENSE CATEGORY: 1.1 - COVID-19 Vaccination

Project Overview



In the first quarter of 2021, DCHD was tasked with the distribution of the vaccine to the general population of Davis County. The Department developed and implemented a drive-through vaccination clinic beginning on December 28, 2020, at the Legacy Event Center in Farmington, UT. The facility is located in the geographic center of Davis County and located at the convergence of all major highways and interstate roads in the County. In addition to the ease of access by automobile, a bus/commuter rail station is located within a half mile of the facility. The Legacy Event Center allowed citizens to receive vaccination in a traditional mass clinic setting or by remaining in their car and utilizing a drive-through option. When the DCHD vacated the facility on July 2, 2021, 222,171 doses of vaccine had been administered to the citizens of Davis County. The County will be utilizing SLFRF to pay the Legacy Event Center for rental fees from March 3, 2021, through July 2, 2021. The total rental fee for that period is $403,516 and classified utilizing expense category 1.1 COVID-19 Vaccination. These funds were not targeted to serve disadvantaged communities primarily; rather, they were targeted to the countywide population that required vaccination.

Performance Measures

- Vaccination rate for the general population of Davis County

Outcome Measures

- Increased vaccination rates in Davis County

Use of Evidence

SLFRF funds on this project are not being used for evidence based interventions and is not required under expense category 1.1.

PROJECT NAME: Increased Legal Counsel and Support Services to Mitigate Justice System Backlog
PROJECT #: 145SLFRF-EC1.9-JUSTICEBL
FUNDING AMOUNT: $291,917
RESPONSIBLE DEPARTMENT, DIVISION, OR ENTITY: Davis County Attorney's Office
FUNDING STATUS: Funds to be allocated in August 2021
EXPENSE CATEGORY: 1.9 - Payroll Costs for Other Public Sector Staff Responding to COVID-19

Project Overview

In March of 2020, Utah Supreme Court Chief Justice, Honorable Matthew Durant, issued multiple Administrative Orders activating the Utah State Courts Pandemic Response Plan in order to protect the public, court staff and members of the judiciary from potential COVID-19 exposure. As a result, district court and justice court judges were ordered to suspend all criminal trials, including civil jury trials. In subsequent months as the orders were extended, steps were taken to conduct proceedings through remote transmissions, such as by telephone or video conferencing. That being stated, a significant backlog of court proceedings occurred as a result of the pandemic. It is widely anticipated that working through the backlog of court proceedings will take two to three years.

Davis County intends to utilize SLFRF to fund three new attorneys and associated support staff to manage the new caseload. The funding referenced above is expected to provide for wages, benefits, and equipment for the new positions through the remainder of 2021.

Some key indicators that provide evidence of the backlog include:

- Davis County Attorney's Office (DCAO) currently has 936 more open cases than they did at the beginning of 2018
- DCAO has on average 62.4 more open cases per prosecutor than they did in 2018
- In 2018 the average time for resolution of a case from filing to trial verdict and sentencing was 250.3 days. As of today in 2021 it is 349.6 days
- From January - August of 2018 DCAO had on average 46.8 cases per judicial calendar. From January - August of 2021 DCAO had on average 66.26 cases per judicial calendar.

Moving forward, the County will conduct an annual review of justice system caseload to determine appropriate funding for future SLFRF allocations.

Performance Measures

- Caseload of Justice System services

Outcome Measures

- Reduction in time required to process individuals in the Justice System

Use of Evidence

SLFRF funds on this project are not being used for evidence based interventions and is not required under expense category 1.9.

PROJECT NAME: Additional Legal Defenders and Support Services to Mitigate Justice System Backlog
PROJECT#: 126SLFRF-EC1.9-JUSTICEBL
FUNDING AMOUNT: $158,667
RESPONSIBLE DEPARTMENT, DIVISION, OR ENTITY: Davis County Human Resources Office
FUNDING STATUS: Funds to be allocated in August 2021
EXPENSE CATEGORY: 1.9 - Payroll Costs for Other Public Sector Staff Responding to COVID-19

Project Overview

As mentioned above, the closure of the courts in March of 2020 resulted in a significant backlog of cases waiting to be addressed by the justice system. This backlog has created an immediate and expanded need for additional legal defender services assigned to the district court.
Davis County intends to utilize SLFRF to fund three new contract legal defenders and associated support staff to manage the expanded caseload. The funding listed above is expected to fund contracts, wages and benefits through the remainder of 2021.
Some key indicators that provide evidence of the backlog in just the district court alone include:

- Davis County Indigent Legal Defender program now has 740 more cases in District Court than at the beginning of 2018.
- Each Defender has approximately 99 more open cases than they did in 2018.
- Weekly judicial calendars have grown equating to an average of 8 additional cases for each Defender for each 4-hour weekly judicial calendar.

Moving forward, the County will conduct an annual review of justice system caseload to determine appropriate funding for future SLFRF allocations.

Performance Measures

- Case load of Justice System services

Outcome Measures

- Reduction in time required to process individuals in the Justice System

Use of Evidence

SLFRF funds on this project are not being used for evidence based interventions and is not required under expense category 1.9.

PROJECT NAME: Enhanced Pre-Trial Support Services to mitigate Justice System Backlog
PROJECT#: 128SLFRF-EC1.9-JUSTICEBL
FUNDING AMOUNT: $74,833
RESPONSIBLE DEPARTMENT, DIVISION, OR ENTITY: Davis County Human Resources Department
FUNDING STATUS: Funds to be allocated in August 2021
EXPENSE CATEGORY: 1.9 - Payroll Costs for Other Public Sector Staff Responding to COVID-19

Project Overview

In addition to the increased workload due to the court case backlog referenced above, pre-trial services is experiencing increased demand for services with limited staff/resources.

Davis County intends to utilize SLFRF to fund two new case manager positions. The funding referenced above is expected to fund wages, benefits, and equipment for these positions through the remainder of 2021. Some key indicators that provide evidence of the backlog include:

- Davis County Pre-trial Services served 319 clients in 2020. Currently, they have 722 clients.

Moving forward, the County will conduct an annual review of justice system caseload to determine appropriate funding for future SLFRF allocations.

Performance Measures

- Caseload of Justice System services

Outcome Measures

- Reduction in time required to process individuals in the Justice System

Use of Evidence

SLFRF funds on this project are not being used for evidence based interventions and is not required under expense category 1.9.

PROJECT NAME: Davis County Jail Medical Unit Expansion
PROJECT #: 862SLFRF-EC1.7-JMW
FUNDING AMOUNT: $7,878,529
RESPONSIBLE DEPARTMENT, DIVISION, OR ENTITY: Davis County Corrections, Buildings and Grounds West Division
FUNDING SPENT AS OF 7/31/2021: $1,338,904
FUNDING STATUS: Funds retroactively allocated on August 17, 2021
EXPENSE CATEGORY: 1.7 – Capital Investments or Physical Plan Changes to Public Facilities That Respond to the COVID-19 Public Health Emergency

Project Overview

The first phase of the current Davis County Jail was built in 1991 with a housing population capacity of 376 persons and a medical unit of 6 cells. Through the subsequent expansion of the Jail and an addition of a Work Release Center, an additional 470 beds have been added to the facility for a total housing capacity of 846. No additional medical units have been added since 1991.

On December 17, 2019, the Davis County Commission approved the 2020 Davis County Annual Budget, including the approved construction of the Davis County Jail Medical Wing. In late December 2019 the County issued direct placement bonds of $9,000,000 with a 10 year term in order to finance the project. The direct placement method contained a call provision that allowed the County to pay off the debt at any time without any additional fees or penalties. In February of 2020, the COVID-19 pandemic began. Progress on the Jail Medical Wing was significantly impacted and the groundbreaking of the project did not take place until February 5, 2021. On August 1, 2021, Davis County paid off all debt associated with the project. At that time, the project had an estimated $7,878,529 of pending expenses to completion.

The timing of the circumstances is such that Davis County has a significant portion of an eligible SLFRF shovel-ready project. As such, Davis County intends to use SLFRF funds utilizing a pay-go approach for the remaining expenses associated with the Jail Medical Wing. The County will in no instance utilize SLFRF to pay interest or principal on outstanding debt. SLFRF funds will only be used when contractors issue requests for payment on goods or services rendered after March 3, 2021.

The projected completion of the Jail Medical Wing is March 2022, and will include 33 new medical beds, five negative pressure cells, as well as an improved layout for monitoring of incarcerated persons. While it is anticipated that this facility will assist with the mitigation of COVID-19, it will also provide a generational benefit to a historically at-risk and medically underserved population, including those suffering from substance misuse and/or mental health crisis.

It should be noted that prior to the pandemic, a significant funding source for debt service would have been the Commissary Services enterprise fund that provides assistance to individuals incarcerated in the facility. In 2019, the facility held on average per day 678 persons. The daily average dropped to 391 persons in 2020 and 436 in 2021. For this reason, the County could have used Expense Category 6 - Revenue Replacement to classify the expenses, but it felt that Expense Category 1.7 – Capital Investments or Physical Plan Changes to Public Facilities That Respond to the COVID-19 Public Health Emergency better described the intent of the project.

Performance Measures

- Number of incarcerated persons receiving individualized medical services while in the Davis County Jail

Outcome Measures

- Increase in number of incarcerated persons receiving individualized medical service
- Fewer outbreaks of communicable diseases
- Fewer transfers for medical care to outside facilities

Use of Measures

SLFRF funds on this project are not being used for evidence-based interventions and is not required under expense category 1.7.

POTENTIAL PROJECTS

The following table outlines several potential projects that may be placed before the public for consideration in Fall 2021.

Expense Category/Project Name	Estimated Project Amount	SLFRF Code	Justification
1: Public Health Total:	**$ 20,320,083**		
Health Department Ongoing 2021-2024 COVID Response (Reserve)	$ 2,000,000	1.12	Other Public Health Services
Emergency Operations Building & 911 Dispatch Center	$ 12,000,000	1.7	Capital Investments or Physical Plant Changes to Public Facilities that respond to the COVID-19 public health emergency 1
Mental Health Services - Domestic Violence COVID Remediation	$ 2,000,000	1.7	Capital Investments or Physical Plant Changes to Public Facilities that respond to the COVID-19 public health emergency 1
2022-2024 Increased Legal Counsel for Justice System Backlog	$ 4,320,083	1.9	Payroll Costs for Public Health, Safety, and Other Public Sector Staff Responding to COVID-19
7: Administrative Total:	**$ 30,000,000**	**SLFRF Code**	**Justification**
Countywide Sewer Projects	$ 28,000,000	7.3	Transfer to Other Units of Government
Consultant for SLFRF Reporting/Administration	$ 500,000	7.1	Administrative Expenses
School District Vulnerable & Homeless Youth Capital Improvement	$ 1,500,000	7.3	Transfer to Other Units of Government

Total SLFRF Allocated to Davis County	**$ 69,048,017**
Planned and/or Allocated Projects	**$ 9,830,417**
Potential Projects	**$ 50,320,083**
Remaining Funds	**$ 8,897,517**

PERFORMANCE REPORTING

As of July 31, 2021, Davis County has not funded any programs that require program specific performance reporting in the following expense categories:

a. Household Assistance (EC 2.2 & 2.5) and Housing Support (EC 3.10-3.12)
b. Negative Economic Impacts (EC 2)
c. Education Assistance (EC 3.1-3.5)
d. Healthy Childhood Environments (EC 3.6-3.9)

If in future annual reports the County commits funds to programmatic expense categories that require performance reporting the appropriate measures, indicators and data will be provided.