

**Upson County Board of Commissioners Fiscal Year 2023 Operating
Budget Proposal**





UPSON COUNTY BOARD OF
COMMISSIONERS
106 EAST LEE STREET, SUITE 110
THOMASTON, GA 30286
(706) 647-7012
W. Jason Tinsley – County Manager
The English Law Group – County Attorney

Norman Allen - Chairman
Lorenzo Wilder - District 1
James Ellington - District 2
Paul Jones - District 3
Benjamin Watson - District 4

December 13, 2022

Dear Chairman Allen and Board Members:

Pursuant to the duties and responsibilities set forth in 1995 Ga. Laws, page 3726; 1999 Ga. Laws, page 4388, creating and defining the position of County Manager, it is my immense pleasure to present the Board with the FY (Fiscal Year) 2021 Proposed Budget operating budgets. As required by HB 889, the County Manager shall "formulate and submit to the board of commissioners, no later than the last day of the tenth month of each fiscal year, a proposed budget for the ensuing fiscal year and an accompanying explanation."

The annual budget serves as the foundation for Upson County's financial planning and control. All departments and agencies funded by Upson County are required to submit requests for appropriation to the County's Finance Department each year. The commission must hold public hearings on the proposed budget and adopt a final budget by December 31, for the following January 1. The annual budget is prepared at the fund (e.g., General) and department level (e.g., Planning and Zoning).

The proposed budget includes the FY 2023 budgets for all major funds of the County, except Capital Asset Funds, which are our 2016 and 2022 SPLOST Funds and 2019 TSPLOST Fund. Each SPLOST has its own budgeted projects that are approved by the voters of Upson County, with specific project details agreed to through the Intergovernmental Agreement between the City of Thomaston and Upson County, which is approved by both governing authorities. SPLOST budgets can be found on the County's website or in our most recent Annual Combined Financial Report.

Budget Process

Instructions to all department heads, including elected officials, were given based on guidance transmitted from the Chief Financial Officer. Timelines were established for each phase of the budgeting process. The process required county officials to justify any requests for increases in staffing or significant changes to specific line items from the previous year. County officials would submit their budgets to the Chief Financial Officer so that all budget requests could be accumulated by fund. County officials met with the County Manager and Chief Financial Officer to discuss their budgets in detail. Any modifications to their budgets were made by the Chief Financial Officer and redistributed back to the county officials.

On October 20, 2022, a work session including the Board of Commissioners, the County Manager and the Chief Financial Officer was held to discuss the preliminary budgets for all funds and departments. High-level questions and concerns were addressed in the work session. Next, budget hearings were set up for certain department heads to meet with the Board of Commissioners.

During the departmental budget hearings, department heads explained their respective budgets. Budgets were reviewed at the line-item level. During this process, several cost reductions were made in departmental budgets. The Chief Financial Officer made all the necessary adjustments, and a fresh round of budgets was submitted back to all department heads for a final review. Summary budgets for each fund were prepared and provided on the County's website and were available for the budget public hearing held on November 29, 2022.

Commissioner's and Manager's Budget Priorities

During the budget development process, the Board of Commissioners communicated priorities to the County Manager to be considered in the development of the 2023 Budget. These priorities, along with priorities established by the County Manager, were carefully documented in the updated Projects and Priorities "Dashboard." Other long-term strategic planning goals included some of the following items:

- Maintaining a stable rate of taxation
- Reducing reliance on property tax
- Reduction of reoccurring yearend surplus
- Pursuing/maximizing alternative revenues sources (grants, state programs, private sources of revenue)
- Achieving and maintaining a stable Aa- underlying credit rating from Moody's
- Maintaining current level of services
- Seeking efficiencies through review of operating policies or through the creation of policies where none exist
- Explore efficiencies through staff attrition, department reorganization and public/private partnerships
- Reviewing fees and charges for service
- Reviewing existing contracts and purchasing protocols
- Pursuing targeted investment in Capital improvements to reduce operating costs and improve service delivery
- Rewarding higher performing employees via a merit-based composition increase plan
- Increasing levels of citizen engagement through social media and citizen feedback surveys

Operating Budgets

Governmental Funds

We budget for all major governmental funds, except for our Capital Asset Funds, which are SPLOST and TSPLOST funds. The following funds are part of our governmental funds.

General Fund	Sprewell Bluff Recreation Area Fund
Unincorporated Services Fund	Thomaston-Upson County Recreation Fund
Joint Projects Fund	Drug Abuse Treatment Fund
E-911 Fund	Jail Construction Fund
American Rescue Plan Fund	

The FY 2023 Governmental Funds budget is \$22.4 million, an increase of \$1.0 million, or 4.9%, over the FY 2022 budget of \$21.4 million. The increase is attributed to the increase of \$838 thousand attributed to increases in personal services and employee benefits. The County adjusted its pay scale by increasing all positions, but focusing the larger increases on the lower end of our pay scale. Additionally, the County's health care premiums increased approximately 15% over FY 2022. Budgeted other operating expenditures increased

as well such as supplies, purchased contracted services, and Other Costs increased by a total of \$574,000, which reflects the needed increase for the costs of goods and services resulting from the historically high rates of inflation experienced in FY 2022. In addition to the impact of inflation, we increased the budgets for the Griffin Judicial Circuit Courts, district attorney, and public defender based on requested increases from those agencies to support their needed budgets.

General Fund

The General Fund budget, including unincorporated services budgets, for FY 2023 is \$17.9 million, and an increase of \$1.9 million, or 11.8%, over the FY 2022 budget of \$16.1. The increase is primarily attributable \$1.2 million of the increase is attributable to EMS services through AmeriPro. In FY 2022, EMS services was a Joint Project with the City of Thomaston. Based on discussions with the City of Thomaston during the Joint Projects Agreement renewal, EMS services will be removed from Joint Projects beginning in FY 2023. The remaining increase is due to increased budgets for salaries and health care.

Debt Service Funds

Our debt service funds are supported by tax revenues from our 2019 TSPLOST and 2022 SPLOST. After debt service and distributions to the City of Thomaston and Yatesville, excess funds are transferred out to the 2019 TSPLOST and 2022 SPLOST Capital Asset Funds for future capital expenditure. We maintain enough fund balance in the 2019 TSPLOST Debt Service fund to have sufficient funds to not only cover debt service but to allocate the City of Thomaston's annual share of the TSPLOST revenues. We do this every July.

ARPA

We budgeted \$3.7 million for ARPA funds usage for FY 2023. This amount represents funding the County has committed to the sewer expansion project headed by the City of Thomaston to expand sewage capacity for the Thomaston-Upson County Industrial Park and to the Broadband infrastructure project with Highline.

Awards and Acknowledgments

Preparing this report could not have been done without the efficient and dedicated service of Upson County Finance Director H. Allen Salter and the entire finance office staff. I would like to thank all department members who helped prepare this report. Credit must also be given to the Upson County Board of Commissioners for their unfailing support for maintaining the highest standards of professionalism in the management of Upson County's finances.

Respectfully submitted,

A handwritten signature in black ink, appearing to read "W. Jason Tinsley".

W. Jason Tinsley, County Manager

FY 2023 Countywide Operating Budgets By Fund

All of the County's major Governmental Funds are presented below, excluding 2016 and 2022 SPLOST and TSPLOST Capital Asset Funds.

Governmental Funds	FY 2023	FY 2022	\$Change	% Change
General Fund County M&O	\$ 15,604,677	\$ 13,548,906	\$ 2,055,771	15.17 %
General Fund Unincorp. Services	2,278,266	2,408,551	(130,285)	(5.41)
Sprewell Bluff Recreation Area	396,141	330,660	65,481	19.80
911	1,056,933	999,552	57,381	5.74
Recreation	1,724,876	1,638,203	86,672	5.29
Joint Projects (Fund):				
EMS	-	1,195,498	(1,195,498)	(100.00)
EMA	122,979	138,158	(15,179)	(10.99)
Archives	233,608	196,200	37,408	19.07
Senior Center	781,145	574,506	206,639	35.97
Pine Mt. Regional Library System	146,166	139,480	6,686	4.79
Jail Construction	59,000	192,593	(133,593)	(69.37)
Drug Abuse Treatment	1,000	-	1,000	100.00
Total Governmental Funds	<u>\$ 22,404,791</u>	<u>\$ 21,362,307</u>	<u>\$ 1,042,483</u>	<u>4.88 %</u>

Debt Service Funds	FY 2023	FY 2022	\$Change	% Change
2022 SPLOST Debt Retirement Fund	4,690,000	-	4,690,000	100.00 %
T-SPLOST 2019 Bond Sinking Fund	4,400,300	3,885,598	514,702	13.25
Total Debt Service Funds	<u>\$ 9,090,300</u>	<u>\$ 3,885,598</u>	<u>\$ 5,204,702</u>	<u>133.95 %</u>
American Rescue Plan	<u>\$ 3,751,300</u>	<u>\$ 1,303,374</u>	<u>\$ 2,447,926</u>	<u>187.81 %</u>

FY 2023 Countywide Operating Budgets By Fund

The following are the County's Proprietary Funds and Component Units. Component Units are included for informational purposes. However, there is no budgeted funding proposed for either Component Unit for FY 2023.

Proprietary Funds

	FY 2023	FY 2022	\$Change	% Change
Water Fund	\$ 1,464,017	\$ 1,367,614	\$ 96,403	7.05 %
Waste Billing Services Fund	1,107,518	959,685	147,832	15.40
Total Proprietary Funds	\$ 2,571,535	\$ 2,327,299	\$ 244,235	10.49 %

Component Units

	FY 2023	FY 2022	\$Change	% Change
Thomaston-Upson County Airport	\$ 1,943,663	\$ 2,070,977	\$ (127,314)	(6.15) %
Thomaston-Upson Industrial Development Authority	296,525	297,999	(1,473)	(0.49)
Total Component Units	\$ 2,240,189	\$ 2,368,976	\$ (128,787)	(5.44) %

FY 2023 Budget

General Fund

★ Denotes Unincorporated Services

	FY 2023 Proposed Budget	FY 2022 Adopted Budget	Change	Percentage Change
Revenues				
Taxes:				
General property tax	\$ 8,065,522	\$ 7,483,621	\$ 581,901	7.8 %
Sales tax	2,814,000	2,297,264	516,736	22.5
Insurance premium tax	1,435,289	1,216,197	219,092	18.0
T.A.V.T tax	1,120,500	1,067,398	53,102	5.0
Other taxes	565,866	566,841	(975)	(0.2)
Fines and forfeitures	839,400	829,024	10,376	1.3
Charges for services	768,506	679,670	88,836	13.1
Licenses and permits	248,164	281,187	(33,023)	(11.7)
Intergovernmental revenues	669,965	759,842	(89,877)	(11.8)
Investment income	103,000	1,630	101,370	6,219.0
Miscellaneous revenue	43,193	104,868	(61,675)	(58.8)
Contributions/donations	1,600	1,600	-	-
Total revenues	16,675,005	15,289,141	1,385,863	9.1

Expenditures

Current

General Government:

Board of Commissioners	317,003	209,904	107,099	51.0 %
Elections	277,915	300,938	(23,024)	(7.7)
Finance & administration	1,166,681	1,081,564	85,116	7.9
Tax commissioner	473,519	435,342	38,177	8.8
Tax assessor	711,915	656,659	55,256	8.4
MIS	316,939	310,970	5,969	1.9
Facilities	790,008	706,993	83,015	11.7
Total general government	4,053,978	3,702,370	351,608	9.5

Judicial:

Bailiff and judicial circuit	1,102,297	1,053,174	49,123	4.7
Clerk of Superior Court	438,769	447,311	(8,542)	(1.9)
Magistrate Court	340,615	303,389	37,225	12.3
Probate Court	441,173	424,866	16,307	3.8

FY 2023 Budget

General Fund

★ Denotes Unincorporated Services

	FY 2023 Proposed Budget	FY 2022 Adopted Budget	Change	Percentage Change
Juvenile Court	188,948	133,276	55,671	42
Total judicial	2,511,801	2,362,016	149,784	6.3
Public Safety:				
Sheriff	3,243,403	2,899,402	344,000	11.9
Jail operations	2,902,455	2,843,415	59,040	2.1
Emergency Medical Services	1,213,430	-	1,213,430	100.0
School Resource Officers	531,358	453,981	77,377	17.0
Vice control	111,766	111,766	-	-
Fire	77,640	76,900	740	1.0
Coroner	42,531	37,990	4,541	12.0
Animal Control	313,330	280,285	33,045	11.8
Total public safety	8,435,913	6,703,739	1,732,173	25.8
Public Works:				
Roads, streets and bridges	1,024,536	1,099,562	(75,026)	(6.8)
Maintenance & shop	297,917	383,965	(86,048)	(22.4)
Total public works	1,322,452	1,483,527	(161,075)	(10.9)
Health & Welfare:				
Health	200,873	200,873	-	-
Welfare	40,000	40,000	-	-
Community services	82,837	17,568	65,269	371.5
Total health & welfare	323,710	258,441	65,269	25.3
Culture & Recreation:				
Parks	149,000	242,938	(93,938)	(38.7)
Art	5,000	5,000	-	-
Total culture & recreation	154,000	247,938	(93,938)	(37.9)
Housing & Development:				
Planning & Zoning	685,258	676,866	8,392	1.2
Conservation:				
Agricultural services	209,329	169,112	40,216	23.8
Forest Resources	15,000	15,000	-	-
Conservation Admin.	6,000	6,000	-	-

FY 2023 Budget

General Fund

★ Denotes Unincorporated Services

	FY 2023 Proposed Budget	FY 2022 Adopted Budget	Change	Percentage Change
Economic Development	10,000	4,000	6,000	150.0
Total housing and development	925,587	870,979	54,608	6.3
Capital Outlay:				
General government	86,100	44,600	41,500	93.0
Judicial	43,000	41,000	2,000	4.9
Public safety	19,400	18,900	500	2.6
Public works	-	10,000	(10,000)	(100.0)
Housing & development	7,000	1,000	6,000	600.0
Total capital outlay	155,500	115,500	40,000	34.6
Total expenditures	17,882,941	15,744,510	2,138,429	13.6
Excess (deficiency) of revenues over (under) expenditures	(1,207,936)	(455,369)	(752,566)	165.3
Other financing sources (uses)				
Debt Service	-	(212,947)	212,947	(100.0)
Transfers from (to) special revenue funds:				
★ Unincorporated Service Fund	754,244	579,676	174,568	30.1
Sprewell Bluff Fund	(97,857)	(121,360)	23,503	(19.4)
Proceeds from sale of assets	120,000	-	120,000	100.0
Other financing sources, net	776,387	245,369	531,018	216.4
Net change in fund balance	\$ (431,550)	\$ (210,000)	\$ (221,548)	
Fund balance beginning of year	12,833,024	13,043,024		
Fund balance end of year	<u><u>\$ 12,401,474</u></u>	<u><u>\$ 12,833,024</u></u>		

FY 2023 Budget

General Fund Expenditures by Classification

	FY 2023 Proposed Budget	FY 2022 Adopted Budget	Change	Percentage Change
Personal Services and Employee Benefits	\$ 11,396,870	\$ 10,686,438	\$ 710,433	6.65 %
Purchased/Contracted Services	3,899,891	2,566,695	1,333,195	51.94
Other Costs	1,499,228	1,346,362	152,866	11.35
Supplies	931,453	1,029,515	(98,062)	(9.53)
Capital Outlays	155,500	115,500	40,000	34.63
Other Financing Uses	97,858	121,360	(23,502)	(19.37)
Debt Service	-	212,947	(212,947)	(100.00)
Total Expenditures	\$ 17,980,800	\$ 16,078,817	\$ 1,901,983	11.83 %

FY 2023 Budget

Joint Projects Fund

	FY 2023 Proposed Budget	FY 2022 Adopted Budget	Change	Percentage Change
Revenues				
Taxes	\$ 1,892,014	\$ 2,813,144	\$ (921,130)	(32.7) %
Charges for services	3,594	2,000	1,594	79.7
Intergovernmental revenues				
City of Thomaston	217,915	622,663	(404,748)	(65.0)
Three Rivers	468,000	254,026	213,974	84.2
EMA	29,296	31,383	(2,087)	(6.7)
Contributions/donations	<u>16,000</u>	<u>16,000</u>	-	-
Total revenues	2,626,819	3,739,216	(1,112,397)	(29.7)
Expenditures				
Current				
Public safety:				
EMS operations	-	1,195,498	(1,195,498)	(100.0)
Emergency management	<u>81,186</u>	<u>76,684</u>	<u>4,502</u>	<u>5.9</u>
Total public safety	81,186	1,272,182	(1,190,996)	(93.6)
Health and welfare:				
Senior Center	<u>780,145</u>	<u>573,506</u>	<u>206,639</u>	<u>36.0</u>
Total health & welfare	780,145	573,506	206,639	36.0

FY 2023 Budget

Joint Projects Fund

	FY 2023 Proposed Budget	FY 2022 Adopted Budget	Change	Percentage Change
Culture & recreation:				
Pine Mt. Regional Library System	146,166	139,480	6,686	4.8
Archives	233,608	196,200	37,408	19.1
Total culture & welfare	<u>379,774</u>	<u>335,680</u>	<u>44,094</u>	<u>13.1</u>
Capital outlay:				
Emergency management	41,793	61,474	(19,681)	(32.0)
Senior Center	<u>1,000</u>	<u>1,000</u>	<u>-</u>	<u>-</u>
Total capital outlay	<u>42,793</u>	<u>62,474</u>	<u>(19,681)</u>	<u>(31.5)</u>
Total expenditures	<u>1,283,898</u>	<u>2,243,842</u>	<u>(959,944)</u>	<u>(42.8)</u>
Excess of revenues over expenditures	1,342,921	1,495,374	(152,453)	(10.2)
Other financing uses				
Transfers out				
Interfund Transfers Out - 911	(342,205)	(337,190)	(5,015)	1.5
Interfund Transfers Out - IDA	-	(272,986)	272,986	(100.0)
Interfund Transfers Out - Recreation	<u>(1,000,716)</u>	<u>(885,198)</u>	<u>(115,518)</u>	<u>13.0</u>
Net other financing sources	<u>(1,342,921)</u>	<u>(1,495,374)</u>	<u>152,453</u>	<u>(10.2)</u>
Net change in fund balance	\$ -	\$ -	\$ -	
Fund balance beginning of year	<u>53,277</u>	<u>100,837</u>		
Fund balance end of year	<u>\$ 53,277</u>	<u>\$ 100,837</u>		