

THROUGH THESE DOORS WALK ONLY THE FINEST PEOPLE – THE CITIZENS OF ESCAMBIA COUNTY. DECISIONS ARE MADE IN THIS ROOM AFFECTING THE DAILY LIVES OF OUR PEOPLE. DIGNIFIED CONDUCT IS APPRECIATED.

CHAMBER RULES

1. IF YOU WISH TO SPEAK, YOU WILL BE HEARD.
2. YOU MUST SIGN UP TO SPEAK. SIGN-UP SHEETS ARE AVAILABLE AT THE BACK OF THE ROOM.
3. YOU ARE REQUESTED TO KEEP YOUR REMARKS BRIEF AND FACTUAL.
4. BOTH SIDES ON AN ISSUE WILL BE GRANTED UNIFORM/MAXIMUM TIME TO SPEAK.
5. DURING QUASI-JUDICIAL HEARINGS (I.E., REZONINGS), CONDUCT IS VERY FORMAL AND REGULATED BY SUPREME COURT DECISIONS.
6. SEE ORDERLY CONDUCT OF MEETINGS. POLICY.

**PLEASE NOTE THAT ALL BCC MEETINGS ARE RECORDED AND TELEVISED**

AGENDA

Board of County Commissioners

Special Meeting – August 27, 2020 – 9:00 a.m.

Ernie Lee Magaha Government Building – First Floor

1. Call to Order.

**(PLEASE TURN YOUR CELL PHONE TO THE VIBRATE, SILENCE, OR OFF SETTING)**

2. Pledge of Allegiance to the Flag.

3. Was the Meeting Properly Advertised?

4. Are there any items to be added to the agenda?

Recommendation: That the Board adopt the Agenda as prepared (**or duly amended**).

5. Recommendation Concerning the Escambia CARES Act Plan and Implementation - Janice P. Gilley, County Administrator

That the Board discuss and approve the Escambia CARES Act Plan.

6. Recommendation Concerning Accenture's Report on the Strategic Organizational Assessment of Escambia County's Procurement Processes - Janice P. Gilley, County Administrator

That the Board discuss Accenture's Report on the Strategic Organizational Assessment of Escambia County's Procurement Processes. Jim Bard, a Principal Director in Accenture's Public Service Industry in North America, will address the Board and provide an overview and summary of the Procurement Assessment for Escambia County.

7. Adjourn.



**BOARD OF COUNTY COMMISSIONERS**  
Escambia County, Florida

**Special BCC Meeting**

5.

**Meeting Date:** 08/27/2020  
**Issue:** CARES Act Plan and Implementation  
**From:** Janice Gilley, County Administrator  
**Organization:** County Administrator's Office  
**CAO Approval:**

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**Information**

**RECOMMENDATION:**

Recommendation Concerning the Escambia CARES Act Plan and Implementation -  
Janice P. Gilley, County Administrator

That the Board discuss and approve the Escambia CARES Act Plan.

**BACKGROUND:**

On or about March 27, 2020, the President signed into law the Coronavirus Aid, Relief, and Economic Security Act, Public Law 116-136, (hereinafter referred to as the "CARES Act") to facilitate the provision of federal assistance and relief in response to the COVID-19 pandemic. Title V of the CARES ACT established the "Coronavirus Relief Fund" and appropriated \$150 billion in such fund for Fiscal Year 2020 to provide direct assistance to state, tribal, territorial, and local governments to fund certain necessary and allowable expenses incurred due to the public health emergency with respect to COVID-19.

By utilizing a population-based formula described in the CARES Act, the State of Florida was allocated \$8.328 billion, of which amount 55% (\$4.58 billion) was reserved for the state and 45% (\$3.747 billion) was reserved for direct payments to eligible local government jurisdictions that exceed 500,000 in population. On June 10, 2020, the Governor of the State of Florida announced that the State would disburse up to \$1.275 billion in Coronavirus Relief Funds to counties with a population below 500,000 using a phased approach through FDEM. Escambia County and FDEM entered into FDEM CARES Act Funding Agreement providing 25% of the County's total Coronavirus Relief Fund allocation directly to the County. Through the CARES Act Agreement, the County has received \$14,321,324 from the Florida Division of Emergency Management which represents 25% of the County's total potential reimbursement amount of \$57,285,296.

Public assistance funding for COVID-19 Emergency Protective Measures is also available through the FEMA Public Assistance Grant Program.

Currently, Escambia County has received the following notifications or awards in relation to the CARES Act.

Source of CARES Funds	Purpose	Amount
US Dept of the Treasury	FDEM CARES Act Agreement – 25%	\$14,321,324.00

US Dept of Health and Human Services	Provider Relief Fund - EMS	\$395,998.00
US Dept of Justice	Coronavirus Emergency Supplemental Funding Program – Jail and Sheriff	\$370,107.00
FEMA	EMPG COVID-19 Supplemental	\$19,949.43
CARES ACT through FL Housing	CARES CRF FHFC Housing – includes City	\$903,834.00
US Dept of Housing & Urban Dev	CDBG Coronavirus Funds	\$872,881.00
Federal Transit Administration (FTA)	5307 CARES Act for Operating and Capital Assistance	\$10,137,924.00
US Dept of Transportation	Formula Grants for Rural Areas ECAT	\$541960.00

**BUDGETARY IMPACT:**

The funding source is the FDEM CARES Act funding Agreement allocation to Escambia County. The County has received \$14,321,324 from the Florida Division of Emergency Management which represents 25% of the County’s total potential reimbursement amount of \$57,285,296

**LEGAL CONSIDERATIONS/SIGN-OFF:**

The County Attorney is reviewing the Contract Agreements.

**PERSONNEL:**

To be determine.

**POLICY/REQUIREMENT FOR BOARD ACTION:**

Board Policy II.A.

**IMPLEMENTATION/COORDINATION:**

County Administration, Deputy County Administrator, Neighborhood & Human Services staff, and any other needed County staff in coordination with the Clerk’s Office will manage this Contract.

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**Attachments**

CARES Act Funding

Coronavirus Relief Fund Frequently Asked Questions

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### CARES Act Funding US Treasury Guidance:

- Payments for programs that are necessary expenditures incurred due to the public health emergency with respect to Coronavirus Disease 2019 (COVID-19)
- Payments for programs that were not accounted for in the budget most recently approved as of the date of enactment (March 27, 2020) of this section for the state or government.
- Payments for programs that were incurred during the period that begins on March 1, 2020 and ends on December 30, 2020.
- Counties will be asked to submit a quarterly report on expenditures incurred and projected spending - first report due 9/30 and a template will be provided by FDEM at a later date.

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## CARES Act Funding – What we know today

### CARES Act Funding Governor DeSantis and FDEM Guidance:

- Escambia allocation is \$14,321,324 – 25% to be provided initially
- Funds may **NOT** be used to fill shortfalls in government revenue or fees
- Expenses that have been or will be reimbursed under any federal program are ineligible
- To receive the disbursement, county governments must sign a funding agreement with the Division of Emergency Management stating:
  - The County will use the fund disbursement **ONLY** on eligible expenditures as defined by the CARES Act, and related guidance from the U.S. Department of the Treasury;
  - The County agrees to repay the State of Florida any portion of the disbursed funds that is unused, or is not utilized in accordance with the CARES act stipulations; and
  - The County agrees to submit quarterly reports to FDEM detailing the expenditure of disbursed funds as well as projections of eligible expenditures.
  - Documentation and verification of expenses is critical due to **claw back**
- Should the Board of the County Commissioners wish to allocate any portion of these funds to municipalities located in their jurisdiction - on a reimbursement basis for eligible expenditures - the expenditure must be consistent with the County's proposed spending priorities, in compliance with applicable Treasury Guidelines. **Claw back provision applies**

### Nonexclusive examples of Ineligible Expenditures:

1. Expenses for State Share of Medicaid
2. Damages covered by insurance
3. Payroll or benefits expenses for employees whose work duties are not substantially dedicated to mitigating or respond to COVID-19 response
4. Federally reimbursed expenses
5. Reimbursement to donors for donated items or services
6. Workforce bonuses
7. Severance pay
8. Legal Settlements
9. Capital improvement projects not directly associated with COVID-19

### Possible Eligible Expenditures with Specific Regulations:

1. Medical Expenses
  - Emergency medical response expenses
2. Public Health Expenses
  - Communication and enforcement; medical and protective supplies; disinfection of facilities
3. Payroll Expenses for Public Safety and Public Health Services
  - Employees whose job duties have changed to COVID-19 response
4. Actions to Facilitate Compliance with Public Health Measures
  - Food delivery; telework; sick/family leave that comply with COVID-19 precaution; sanitation of jail; homeless care
5. Provision of Economic Support
  - Small business grants; payroll support program; mortgage, rent and utility programs



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## CARES Act Funding – Proposed Programs and Allocations

The Governor’s press release announcing this allocation referenced that, “All counties, including counties that already received direct payment from the U.S. Department of Treasury, should provide funds to municipalities located within their jurisdiction on a reimbursement basis for expenditures eligible under the CARES Act and related guidance.”

As for other uses of these funds, we are encouraged to adopt a strategy to maximize federal funds by submitting FEMA Public Assistance (PA) eligible items to FEMA for funding, and use CARES Act money as cost share for that program. There is no requirement to do this, but it is a suggested strategy to maximize these funding sources.

The CARES Act Fund will be utilized to cover COVID-19 mitigation and response-related costs. Funding will provide financial recovery assistance through the programs listed below. The programs may be amended from time to time based on unexpected needs and availability of funds. Eligibility is based on a pre-certification process.

Each community program will outline eligibility requirements, submission of a complete program application, and necessary supporting documentation. Program applications will be designed to ensure eligibility, accountability and compliance.





## CARES Act Funding – Proposed Programs and Allocations

Source of CARES Funds	Purpose	Amount
US Dept of the Treasury	FDEM CARES Act Agreement – 25%	\$14,321,324
US Dept of Health and Human Services	Provider Relief Fund - EMS	\$395,998
US Dept of Justice	Coronavirus Emergency Supplemental Funding Program – Jail and Sheriff	\$370,107
FEMA	EMPG COVID-19 Supplemental	\$19,949
CARES ACT through FL Housing	CARES CRF FHFC Housing – includes City	\$903,834
US Dept of Housing & Urban Dev	CDBG Coronavirus Funds	\$872,881
Federal Transit Administration (FTA)	5307 CARES Act for Operating and Capital Assistance	\$10,137,924
US Dept of Transportation	Formula Grants for Rural Areas - ECAT	\$541,960



## CARES Act Funding – Proposed Programs and Allocations

Escambia County Family CARES Emergency Financial Assistance Grant Remaining allocation: \$11,257,887	\$3,580,331 25% of Initial	<ul style="list-style-type: none"><li>• Applicant must be Escambia County Resident</li><li>• Applicant must have been impacted by COVID</li><li>• Simplified Application Process</li><li>• \$_____ per family/household</li></ul>
Escambia County Business Assistance Grant Remaining allocation: \$11,257,887	\$3,580,331 25% of Initial	<ul style="list-style-type: none"><li>• Business loss Income due to COVID-19 after 3/1/20</li><li>• Business did not receive more than \$10K in PPP</li><li>• Not-for-profits - \$_____</li><li>• 1-10 Employees - \$_____</li><li>• 11-24 Employees \$_____</li><li>• Home-based business \$_____</li><li>• 25-50 Employees-- \$_____ (if revenue is available after smaller businesses receive funding?)</li></ul>



## CARES Act Funding – Proposed Programs and Allocations

<b>Escambia County Rapid Testing Program</b> Remaining allocation: \$898,199	<b>\$1,250,000</b> 8.7% of Initial	<ul style="list-style-type: none"><li>• Ascension Sacred Heart Hospital</li><li>• Testing for non-symptomatic residents</li><li>• Testing for residents with no insurance</li><li>• 30,000 tests thru 12/30/2020</li><li>• Community Health - ID Now Rapid Test Kits – 20,000</li></ul>
<b>Escambia Serves - Food Assistance &amp; Relief Program, Childcare, Workforce Development Grants and Homelessness</b> Remaining Allocation: \$1,000,000	<b>\$1,500,000</b> 10.5% of Initial	<ul style="list-style-type: none"><li>• Food Delivery through non-profit partners and churches</li><li>• First Responder Childcare to help offset childcare expenses until December 2020</li><li>• Support COVID Impacted Training Students through Escarosa March to December 2020</li><li>• Community and Rural Broadband Connectivity</li><li>• Homelessness</li></ul>



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## CARES Act Funding – Proposed Programs and Allocations

**Escambia County Public  
Health and Safety  
Remaining Allocation:  
\$4,000,000**

**\$1,500,000  
10.5% of  
Initial**

- **First Responder Personnel expenses**
- **EMS Transport**
- **Personal Protective Equipment (PPE) and medical supplies for public health and safety workers**
- **Disinfecting of public areas and facilities**
- **Enhanced jail sanitizing, disinfecting and safety protocols**
- **Temporary medical facilities and hospital surge capacity i.e. Baptist needs**
- **Future COVID-19 health and safety mitigation**



## CARES Act Funding – Proposed Programs and Allocations

General Government - County, \$1,432,132  
Municipalities & 10% of  
Constitutionals Initial  
Remaining Allocation:  
\$7,000,000

- Public health and safety messaging
- Governmental entities to utilize FEMA PA Process first, and then seek 12.5% local match from CARES funding.
- Facility Safety - preparing public buildings to serve customers
- Telework: Electronic/Digital Technology - Establishment of permanent telework programs including equipment
- Enhanced sanitizing, disinfecting and safety protocols in public buildings and public venues
- Permanent safety improvements, reconfigurations, barriers, temperature scanners, hand sanitizing machines
- Modification to Air Handling Systems

FEMA Reimbursement \$378,530  
Remaining Allocation: 2.6% of  
\$1,000,000 Initial

- To reduce expenses in CARES



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## CARES Act Funding – Proposed Programs and Allocations

**COVID 19 Operations & Oversight**  
**Remaining Allocation:**  
**\$250,000**

**\$250,000**  
**1.7% of**  
**Initial**

- Grant Portal for Resident, Business & Rent Application
- Validation and processing of Applications
- Anti-fraud measures
- Anti-fraud training of staff administering the program
- Ongoing analyses and reporting—including Executive Dashboard
- Auditing & Accounting
- Staff overtime
- COVID-19 related unbudgeted legal fees

**Replenishment Account**  
**Remaining Allocation:**  
**\$6,300,000**

**\$850,000**  
**6% of**  
**Initial**

- To be utilized for future expenses or supplement when grant programs run low



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## CARES Act Funding

### CARES Act Implementation Schedule

#### ACTIVITY

BCC Approves CARES Conceptual Plan  
Begin Program Implementation  
Commence Sub-Recipient Agreements  
Provide Monthly/Status Updates to BOCC  
Close Programs for New Applications  
Complete Application Processing  
Submit Final Reimbursement Request to FDEM  
Provide Final Report to BCC  
Complete All Administrative Tasks

#### PROPOSED DATE

August 27 BCC Meeting  
September 8  
By September 8  
Starting September  
December 1  
December 15  
December 20  
December 30  
December 30

**Coronavirus Relief Fund  
Frequently Asked Questions  
Updated as of August 10, 2020<sup>1</sup>**

The following answers to frequently asked questions supplement Treasury’s Coronavirus Relief Fund (“Fund”) Guidance for State, Territorial, Local, and Tribal Governments, dated April 22, 2020, (“Guidance”).<sup>2</sup> Amounts paid from the Fund are subject to the restrictions outlined in the Guidance and set forth in section 601(d) of the Social Security Act, as added by section 5001 of the Coronavirus Aid, Relief, and Economic Security Act (“CARES Act”).

**A. Eligible Expenditures**

**1. *Are governments required to submit proposed expenditures to Treasury for approval?***

No. Governments are responsible for making determinations as to what expenditures are necessary due to the public health emergency with respect to COVID-19 and do not need to submit any proposed expenditures to Treasury.

**2. *The Guidance says that funding can be used to meet payroll expenses for public safety, public health, health care, human services, and similar employees whose services are substantially dedicated to mitigating or responding to the COVID-19 public health emergency. How does a government determine whether payroll expenses for a given employee satisfy the “substantially dedicated” condition?***

The Fund is designed to provide ready funding to address unforeseen financial needs and risks created by the COVID-19 public health emergency. For this reason, and as a matter of administrative convenience in light of the emergency nature of this program, a State, territorial, local, or Tribal government may presume that payroll costs for public health and public safety employees are payments for services substantially dedicated to mitigating or responding to the COVID-19 public health emergency, unless the chief executive (or equivalent) of the relevant government determines that specific circumstances indicate otherwise.

**3. *The Guidance says that a cost was not accounted for in the most recently approved budget if the cost is for a substantially different use from any expected use of funds in such a line item, allotment, or allocation. What would qualify as a “substantially different use” for purposes of the Fund eligibility?***

Costs incurred for a “substantially different use” include, but are not necessarily limited to, costs of personnel and services that were budgeted for in the most recently approved budget but which, due entirely to the COVID-19 public health emergency, have been diverted to substantially different functions. This would include, for example, the costs of redeploying corrections facility staff to enable compliance with COVID-19 public health precautions through work such as enhanced sanitation or enforcing social distancing measures; the costs of redeploying police to support management and enforcement of stay-at-home orders; or the costs of diverting educational support staff or faculty to develop online learning capabilities, such as through providing information technology support that is not part of the staff or faculty’s ordinary responsibilities.

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<sup>1</sup> On August 10, 2020, these Frequently Asked Questions were revised to add Questions 49–52. The previous revision was made on July 8.

<sup>2</sup> The Guidance is available at <https://home.treasury.gov/system/files/136/Coronavirus-Relief-Fund-Guidance-for-State-Territorial-Local-and-Tribal-Governments.pdf>.



Note that a public function does not become a “substantially different use” merely because it is provided from a different location or through a different manner. For example, although developing online instruction capabilities may be a substantially different use of funds, online instruction itself is not a substantially different use of public funds than classroom instruction.

**4. *May a State receiving a payment transfer funds to a local government?***

Yes, provided that the transfer qualifies as a necessary expenditure incurred due to the public health emergency and meets the other criteria of section 601(d) of the Social Security Act. Such funds would be subject to recoupment by the Treasury Department if they have not been used in a manner consistent with section 601(d) of the Social Security Act.

**5. *May a unit of local government receiving a Fund payment transfer funds to another unit of government?***

Yes. For example, a county may transfer funds to a city, town, or school district within the county and a county or city may transfer funds to its State, provided that the transfer qualifies as a necessary expenditure incurred due to the public health emergency and meets the other criteria of section 601(d) of the Social Security Act outlined in the Guidance. For example, a transfer from a county to a constituent city would not be permissible if the funds were intended to be used simply to fill shortfalls in government revenue to cover expenditures that would not otherwise qualify as an eligible expenditure.

**6. *Is a Fund payment recipient required to transfer funds to a smaller, constituent unit of government within its borders?***

No. For example, a county recipient is not required to transfer funds to smaller cities within the county’s borders.

**7. *Are recipients required to use other federal funds or seek reimbursement under other federal programs before using Fund payments to satisfy eligible expenses?***

No. Recipients may use Fund payments for any expenses eligible under section 601(d) of the Social Security Act outlined in the Guidance. Fund payments are not required to be used as the source of funding of last resort. However, as noted below, recipients may not use payments from the Fund to cover expenditures for which they will receive reimbursement.

**8. *Are there prohibitions on combining a transaction supported with Fund payments with other CARES Act funding or COVID-19 relief Federal funding?***

Recipients will need to consider the applicable restrictions and limitations of such other sources of funding. In addition, expenses that have been or will be reimbursed under any federal program, such as the reimbursement by the federal government pursuant to the CARES Act of contributions by States to State unemployment funds, are not eligible uses of Fund payments.

**9. *Are States permitted to use Fund payments to support state unemployment insurance funds generally?***

To the extent that the costs incurred by a state unemployment insurance fund are incurred due to the COVID-19 public health emergency, a State may use Fund payments to make payments to its respective state unemployment insurance fund, separate and apart from such State's obligation to the unemployment insurance fund as an employer. This will permit States to use Fund payments to prevent expenses related to the public health emergency from causing their state unemployment insurance funds to become insolvent.

**10. *Are recipients permitted to use Fund payments to pay for unemployment insurance costs incurred by the recipient as an employer?***

Yes, Fund payments may be used for unemployment insurance costs incurred by the recipient as an employer (for example, as a reimbursing employer) related to the COVID-19 public health emergency if such costs will not be reimbursed by the federal government pursuant to the CARES Act or otherwise.

**11. *The Guidance states that the Fund may support a "broad range of uses" including payroll expenses for several classes of employees whose services are "substantially dedicated to mitigating or responding to the COVID-19 public health emergency." What are some examples of types of covered employees?***

The Guidance provides examples of broad classes of employees whose payroll expenses would be eligible expenses under the Fund. These classes of employees include public safety, public health, health care, human services, and similar employees whose services are substantially dedicated to mitigating or responding to the COVID-19 public health emergency. Payroll and benefit costs associated with public employees who could have been furloughed or otherwise laid off but who were instead repurposed to perform previously unbudgeted functions substantially dedicated to mitigating or responding to the COVID-19 public health emergency are also covered. Other eligible expenditures include payroll and benefit costs of educational support staff or faculty responsible for developing online learning capabilities necessary to continue educational instruction in response to COVID-19-related school closures. Please see the Guidance for a discussion of what is meant by an expense that was not accounted for in the budget most recently approved as of March 27, 2020.

**12. *In some cases, first responders and critical health care workers that contract COVID-19 are eligible for workers' compensation coverage. Is the cost of this expanded workers compensation coverage eligible?***

Increased workers compensation cost to the government due to the COVID-19 public health emergency incurred during the period beginning March 1, 2020, and ending December 30, 2020, is an eligible expense.

**13. *If a recipient would have decommissioned equipment or not renewed a lease on particular office space or equipment but decides to continue to use the equipment or to renew the lease in order to respond to the public health emergency, are the costs associated with continuing to operate the equipment or the ongoing lease payments eligible expenses?***

Yes. To the extent the expenses were previously unbudgeted and are otherwise consistent with section 601(d) of the Social Security Act outlined in the Guidance, such expenses would be eligible.

14. ***May recipients provide stipends to employees for eligible expenses (for example, a stipend to employees to improve telework capabilities) rather than require employees to incur the eligible cost and submit for reimbursement?***

Expenditures paid for with payments from the Fund must be limited to those that are necessary due to the public health emergency. As such, unless the government were to determine that providing assistance in the form of a stipend is an administrative necessity, the government should provide such assistance on a reimbursement basis to ensure as much as possible that funds are used to cover only eligible expenses.

15. ***May Fund payments be used for COVID-19 public health emergency recovery planning?***

Yes. Expenses associated with conducting a recovery planning project or operating a recovery coordination office would be eligible, if the expenses otherwise meet the criteria set forth in section 601(d) of the Social Security Act outlined in the Guidance.

16. ***Are expenses associated with contact tracing eligible?***

Yes, expenses associated with contact tracing are eligible.

17. ***To what extent may a government use Fund payments to support the operations of private hospitals?***

Governments may use Fund payments to support public or private hospitals to the extent that the costs are necessary expenditures incurred due to the COVID-19 public health emergency, but the form such assistance would take may differ. In particular, financial assistance to private hospitals could take the form of a grant or a short-term loan.

18. ***May payments from the Fund be used to assist individuals with enrolling in a government benefit program for those who have been laid off due to COVID-19 and thereby lost health insurance?***

Yes. To the extent that the relevant government official determines that these expenses are necessary and they meet the other requirements set forth in section 601(d) of the Social Security Act outlined in the Guidance, these expenses are eligible.

19. ***May recipients use Fund payments to facilitate livestock depopulation incurred by producers due to supply chain disruptions?***

Yes, to the extent these efforts are deemed necessary for public health reasons or as a form of economic support as a result of the COVID-19 health emergency.

20. ***Would providing a consumer grant program to prevent eviction and assist in preventing homelessness be considered an eligible expense?***

Yes, assuming that the recipient considers the grants to be a necessary expense incurred due to the COVID-19 public health emergency and the grants meet the other requirements for the use of Fund payments under section 601(d) of the Social Security Act outlined in the Guidance. As a general matter, providing assistance to recipients to enable them to meet property tax requirements would not be an eligible use of funds, but exceptions may be made in the case of assistance designed to prevent foreclosures.

**21. *May recipients create a “payroll support program” for public employees?***

Use of payments from the Fund to cover payroll or benefits expenses of public employees are limited to those employees whose work duties are substantially dedicated to mitigating or responding to the COVID-19 public health emergency.

**22. *May recipients use Fund payments to cover employment and training programs for employees that have been furloughed due to the public health emergency?***

Yes, this would be an eligible expense if the government determined that the costs of such employment and training programs would be necessary due to the public health emergency.

**23. *May recipients use Fund payments to provide emergency financial assistance to individuals and families directly impacted by a loss of income due to the COVID-19 public health emergency?***

Yes, if a government determines such assistance to be a necessary expenditure. Such assistance could include, for example, a program to assist individuals with payment of overdue rent or mortgage payments to avoid eviction or foreclosure or unforeseen financial costs for funerals and other emergency individual needs. Such assistance should be structured in a manner to ensure as much as possible, within the realm of what is administratively feasible, that such assistance is necessary.

**24. *The Guidance provides that eligible expenditures may include expenditures related to the provision of grants to small businesses to reimburse the costs of business interruption caused by required closures. What is meant by a “small business,” and is the Guidance intended to refer only to expenditures to cover administrative expenses of such a grant program?***

Governments have discretion to determine what payments are necessary. A program that is aimed at assisting small businesses with the costs of business interruption caused by required closures should be tailored to assist those businesses in need of such assistance. The amount of a grant to a small business to reimburse the costs of business interruption caused by required closures would also be an eligible expenditure under section 601(d) of the Social Security Act, as outlined in the Guidance.

**25. *The Guidance provides that expenses associated with the provision of economic support in connection with the public health emergency, such as expenditures related to the provision of grants to small businesses to reimburse the costs of business interruption caused by required closures, would constitute eligible expenditures of Fund payments. Would such expenditures be eligible in the absence of a stay-at-home order?***

Fund payments may be used for economic support in the absence of a stay-at-home order if such expenditures are determined by the government to be necessary. This may include, for example, a grant program to benefit small businesses that close voluntarily to promote social distancing measures or that are affected by decreased customer demand as a result of the COVID-19 public health emergency.

**26. *May Fund payments be used to assist impacted property owners with the payment of their property taxes?***

Fund payments may not be used for government revenue replacement, including the provision of assistance to meet tax obligations.

**27. *May Fund payments be used to replace foregone utility fees? If not, can Fund payments be used as a direct subsidy payment to all utility account holders?***

Fund payments may not be used for government revenue replacement, including the replacement of unpaid utility fees. Fund payments may be used for subsidy payments to electricity account holders to the extent that the subsidy payments are deemed by the recipient to be necessary expenditures incurred due to the COVID-19 public health emergency and meet the other criteria of section 601(d) of the Social Security Act outlined in the Guidance. For example, if determined to be a necessary expenditure, a government could provide grants to individuals facing economic hardship to allow them to pay their utility fees and thereby continue to receive essential services.

**28. *Could Fund payments be used for capital improvement projects that broadly provide potential economic development in a community?***

In general, no. If capital improvement projects are not necessary expenditures incurred due to the COVID-19 public health emergency, then Fund payments may not be used for such projects.

However, Fund payments may be used for the expenses of, for example, establishing temporary public medical facilities and other measures to increase COVID-19 treatment capacity or improve mitigation measures, including related construction costs.

**29. *The Guidance includes workforce bonuses as an example of ineligible expenses but provides that hazard pay would be eligible if otherwise determined to be a necessary expense. Is there a specific definition of “hazard pay”?***

Hazard pay means additional pay for performing hazardous duty or work involving physical hardship, in each case that is related to COVID-19.

**30. *The Guidance provides that ineligible expenditures include “[p]ayroll or benefits expenses for employees whose work duties are not substantially dedicated to mitigating or responding to the COVID-19 public health emergency.” Is this intended to relate only to public employees?***

Yes. This particular nonexclusive example of an ineligible expenditure relates to public employees. A recipient would not be permitted to pay for payroll or benefit expenses of private employees and any financial assistance (such as grants or short-term loans) to private employers are not subject to the restriction that the private employers’ employees must be substantially dedicated to mitigating or responding to the COVID-19 public health emergency.

**31. *May counties pre-pay with CARES Act funds for expenses such as a one or two-year facility lease, such as to house staff hired in response to COVID-19?***

A government should not make prepayments on contracts using payments from the Fund to the extent that doing so would not be consistent with its ordinary course policies and procedures.

**32. *Must a stay-at-home order or other public health mandate be in effect in order for a government to provide assistance to small businesses using payments from the Fund?***

No. The Guidance provides, as an example of an eligible use of payments from the Fund, expenditures related to the provision of grants to small businesses to reimburse the costs of business interruption caused by required closures. Such assistance may be provided using amounts received from the Fund in the absence of a requirement to close businesses if the relevant government determines that such expenditures are necessary in response to the public health emergency.

**33. *Should States receiving a payment transfer funds to local governments that did not receive payments directly from Treasury?***

Yes, provided that the transferred funds are used by the local government for eligible expenditures under the statute. To facilitate prompt distribution of Title V funds, the CARES Act authorized Treasury to make direct payments to local governments with populations in excess of 500,000, in amounts equal to 45% of the local government's per capita share of the statewide allocation. This statutory structure was based on a recognition that it is more administratively feasible to rely on States, rather than the federal government, to manage the transfer of funds to smaller local governments. Consistent with the needs of all local governments for funding to address the public health emergency, States should transfer funds to local governments with populations of 500,000 or less, using as a benchmark the per capita allocation formula that governs payments to larger local governments. This approach will ensure equitable treatment among local governments of all sizes.

For example, a State received the minimum \$1.25 billion allocation and had one county with a population over 500,000 that received \$250 million directly. The State should distribute 45 percent of the \$1 billion it received, or \$450 million, to local governments within the State with a population of 500,000 or less.

**34. *May a State impose restrictions on transfers of funds to local governments?***

Yes, to the extent that the restrictions facilitate the State's compliance with the requirements set forth in section 601(d) of the Social Security Act outlined in the Guidance and other applicable requirements such as the Single Audit Act, discussed below. Other restrictions are not permissible.

**35. *If a recipient must issue tax anticipation notes (TANs) to make up for tax due date deferrals or revenue shortfalls, are the expenses associated with the issuance eligible uses of Fund payments?***

If a government determines that the issuance of TANs is necessary due to the COVID-19 public health emergency, the government may expend payments from the Fund on the interest expense payable on TANs by the borrower and unbudgeted administrative and transactional costs, such as necessary payments to advisors and underwriters, associated with the issuance of the TANs.

**36. *May recipients use Fund payments to expand rural broadband capacity to assist with distance learning and telework?***

Such expenditures would only be permissible if they are necessary for the public health emergency. The cost of projects that would not be expected to increase capacity to a significant extent until the need for distance learning and telework have passed due to this public health emergency would not be necessary due to the public health emergency and thus would not be eligible uses of Fund payments.

**37. *Are costs associated with increased solid waste capacity an eligible use of payments from the Fund?***

Yes, costs to address increase in solid waste as a result of the public health emergency, such as relates to the disposal of used personal protective equipment, would be an eligible expenditure.

**38. *May payments from the Fund be used to cover across-the-board hazard pay for employees working during a state of emergency?***

No. The Guidance says that funding may be used to meet payroll expenses for public safety, public health, health care, human services, and similar employees whose services are substantially dedicated to mitigating or responding to the COVID-19 public health emergency. Hazard pay is a form of payroll expense and is subject to this limitation, so Fund payments may only be used to cover hazard pay for such individuals.

**39. *May Fund payments be used for expenditures related to the administration of Fund payments by a State, territorial, local, or Tribal government?***

Yes, if the administrative expenses represent an increase over previously budgeted amounts and are limited to what is necessary. For example, a State may expend Fund payments on necessary administrative expenses incurred with respect to a new grant program established to disburse amounts received from the Fund.

**40. *May recipients use Fund payments to provide loans?***

Yes, if the loans otherwise qualify as eligible expenditures under section 601(d) of the Social Security Act as implemented by the Guidance. Any amounts repaid by the borrower before December 30, 2020, must be either returned to Treasury upon receipt by the unit of government providing the loan or used for another expense that qualifies as an eligible expenditure under section 601(d) of the Social Security Act. Any amounts not repaid by the borrower until after December 30, 2020, must be returned to Treasury upon receipt by the unit of government lending the funds.

**41. *May Fund payments be used for expenditures necessary to prepare for a future COVID-19 outbreak?***

Fund payments may be used only for expenditures necessary to address the current COVID-19 public health emergency. For example, a State may spend Fund payments to create a reserve of personal protective equipment or develop increased intensive care unit capacity to support regions in its jurisdiction not yet affected, but likely to be impacted by the current COVID-19 pandemic.

**42. *May funds be used to satisfy non-federal matching requirements under the Stafford Act?***

Yes, payments from the Fund may be used to meet the non-federal matching requirements for Stafford Act assistance to the extent such matching requirements entail COVID-19-related costs that otherwise satisfy the Fund's eligibility criteria and the Stafford Act. Regardless of the use of Fund payments for such purposes, FEMA funding is still dependent on FEMA's determination of eligibility under the Stafford Act.

**43. *Must a State, local, or tribal government require applications to be submitted by businesses or individuals before providing assistance using payments from the Fund?***

Governments have discretion to determine how to tailor assistance programs they establish in response to the COVID-19 public health emergency. However, such a program should be structured in such a manner as will ensure that such assistance is determined to be necessary in response to the COVID-19 public health emergency and otherwise satisfies the requirements of the CARES Act and other applicable law. For example, a per capita payment to residents of a particular jurisdiction without an assessment of individual need would not be an appropriate use of payments from the Fund.

**44. *May Fund payments be provided to non-profits for distribution to individuals in need of financial assistance, such as rent relief?***

Yes, non-profits may be used to distribute assistance. Regardless of how the assistance is structured, the financial assistance provided would have to be related to COVID-19.

**45. *May recipients use Fund payments to remarket the recipient's convention facilities and tourism industry?***

Yes, if the costs of such remarketing satisfy the requirements of the CARES Act. Expenses incurred to publicize the resumption of activities and steps taken to ensure a safe experience may be needed due to the public health emergency. Expenses related to developing a long-term plan to reposition a recipient's convention and tourism industry and infrastructure would not be incurred due to the public health emergency and therefore may not be covered using payments from the Fund.

**46. *May a State provide assistance to farmers and meat processors to expand capacity, such to cover overtime for USDA meat inspectors?***

If a State determines that expanding meat processing capacity, including by paying overtime to USDA meat inspectors, is a necessary expense incurred due to the public health emergency, such as if increased capacity is necessary to allow farmers and processors to donate meat to food banks, then such expenses are eligible expenses, provided that the expenses satisfy the other requirements set forth in section 601(d) of the Social Security Act outlined in the Guidance.

**47. *The guidance provides that funding may be used to meet payroll expenses for public safety, public health, health care, human services, and similar employees whose services are substantially dedicated to mitigating or responding to the COVID-19 public health emergency. May Fund payments be used to cover such an employee's entire payroll cost or just the portion of time spent on mitigating or responding to the COVID-19 public health emergency?***

As a matter of administrative convenience, the entire payroll cost of an employee whose time is substantially dedicated to mitigating or responding to the COVID-19 public health emergency is eligible, provided that such payroll costs are incurred by December 30, 2020. An employer may also track time spent by employees related to COVID-19 and apply Fund payments on that basis but would need to do so consistently within the relevant agency or department.

**48. *May Fund payments be used to cover increased administrative leave costs of public employees who could not telework in the event of a stay at home order or a case of COVID-19 in the workplace?***

The statute requires that payments be used only to cover costs that were not accounted for in the budget most recently approved as of March 27, 2020. As stated in the Guidance, a cost meets this requirement if either (a) the cost cannot lawfully be funded using a line item, allotment, or allocation within that budget or (b) the cost is for a substantially different use from any expected use of funds in such a line item, allotment, or allocation. If the cost of an employee was allocated to administrative leave to a greater extent than was expected, the cost of such administrative leave may be covered using payments from the Fund.



49. *Are States permitted to use Coronavirus Relief Fund payments to satisfy non-federal matching requirements under the Stafford Act, including “lost wages assistance” authorized by the Presidential Memorandum on Authorizing the Other Needs Assistance Program for Major Disaster Declarations Related to Coronavirus Disease 2019 (August 8, 2020)?*

Yes. As previous guidance has stated, payments from the Fund may be used to meet the non-federal matching requirements for Stafford Act assistance to the extent such matching requirements entail COVID-19-related costs that otherwise satisfy the Fund’s eligibility criteria and the Stafford Act. States are fully permitted to use payments from the Fund to satisfy 100% of their cost share for lost wages assistance recently made available under the Stafford Act.

50. *At what point would costs be considered to be incurred in the case of a grant made by a State, local, or tribal government to cover interest and principal amounts of a loan, such as might be provided as part of a small business assistance program in which the loan is made by a private institution?*

A grant made to cover interest and principal costs of a loan, including interest and principal due after the period that begins on March 1, 2020, and ends on December 30, 2020 (the “covered period”), will be considered to be incurred during the covered period if (i) the full amount of the loan is advanced to the borrower within the covered period and (ii) the proceeds of the loan are used by the borrower to cover expenses incurred during the covered period. In addition, if these conditions are met, the amount of the grant will be considered to have been used during the covered period for purposes of the requirement that expenses be incurred within the covered period. Such a grant would be analogous to a loan provided by the Fund recipient itself that incorporates similar loan forgiveness provisions. As with any other assistance provided by a Fund recipient, such a grant would need to be determined by the recipient to be necessary due to the public health emergency.

51. *If governments use Fund payments as described in the Guidance to establish a grant program to support businesses, would those funds be considered gross income taxable to a business receiving the grant under the Internal Revenue Code (Code)?*

Please see the answer provided by the Internal Revenue Service (IRS) available at <https://www.irs.gov/newsroom/cares-act-coronavirus-relief-fund-frequently-asked-questions>.

52. *If governments use Fund payments as described in the Guidance to establish a loan program to support businesses, would those funds be considered gross income taxable to a business receiving the loan under the Code?*

Please see the answer provided by the IRS available at <https://www.irs.gov/newsroom/cares-act-coronavirus-relief-fund-frequently-asked-questions>.

## **B. Questions Related to Administration of Fund Payments**

1. *Do governments have to return unspent funds to Treasury?*

Yes. Section 601(f)(2) of the Social Security Act, as added by section 5001(a) of the CARES Act, provides for recoupment by the Department of the Treasury of amounts received from the Fund that have not been used in a manner consistent with section 601(d) of the Social Security Act. If a government has not used funds it has received to cover costs that were incurred by December 30, 2020, as required by the statute, those funds must be returned to the Department of the Treasury.

**2. *What records must be kept by governments receiving payment?***

A government should keep records sufficient to demonstrate that the amount of Fund payments to the government has been used in accordance with section 601(d) of the Social Security Act.

**3. *May recipients deposit Fund payments into interest bearing accounts?***

Yes, provided that if recipients separately invest amounts received from the Fund, they must use the interest earned or other proceeds of these investments only to cover expenditures incurred in accordance with section 601(d) of the Social Security Act and the Guidance on eligible expenses. If a government deposits Fund payments in a government's general account, it may use those funds to meet immediate cash management needs provided that the full amount of the payment is used to cover necessary expenditures. Fund payments are not subject to the Cash Management Improvement Act of 1990, as amended.

**4. *May governments retain assets purchased with payments from the Fund?***

Yes, if the purchase of the asset was consistent with the limitations on the eligible use of funds provided by section 601(d) of the Social Security Act.

**5. *What rules apply to the proceeds of disposition or sale of assets acquired using payments from the Fund?***

If such assets are disposed of prior to December 30, 2020, the proceeds would be subject to the restrictions on the eligible use of payments from the Fund provided by section 601(d) of the Social Security Act.

**6. *Are Fund payments to State, territorial, local, and tribal governments considered grants?***

No. Fund payments made by Treasury to State, territorial, local, and Tribal governments are not considered to be grants but are "other financial assistance" under 2 C.F.R. § 200.40.

**7. *Are Fund payments considered federal financial assistance for purposes of the Single Audit Act?***

Yes, Fund payments are considered to be federal financial assistance subject to the Single Audit Act (31 U.S.C. §§ 7501-7507) and the related provisions of the Uniform Guidance, 2 C.F.R. § 200.303 regarding internal controls, §§ 200.330 through 200.332 regarding subrecipient monitoring and management, and subpart F regarding audit requirements.

**8. *Are Fund payments subject to other requirements of the Uniform Guidance?***

Fund payments are subject to the following requirements in the Uniform Guidance (2 C.F.R. Part 200): 2 C.F.R. § 200.303 regarding internal controls, 2 C.F.R. §§ 200.330 through 200.332 regarding subrecipient monitoring and management, and subpart F regarding audit requirements.

**9. *Is there a Catalog of Federal Domestic Assistance (CFDA) number assigned to the Fund?***

Yes. The CFDA number assigned to the Fund is 21.019.

- 10. *If a State transfers Fund payments to its political subdivisions, would the transferred funds count toward the subrecipients' total funding received from the federal government for purposes of the Single Audit Act?***

Yes. The Fund payments to subrecipients would count toward the threshold of the Single Audit Act and 2 C.F.R. part 200, subpart F re: audit requirements. Subrecipients are subject to a single audit or program-specific audit pursuant to 2 C.F.R. § 200.501(a) when the subrecipients spend \$750,000 or more in federal awards during their fiscal year.

- 11. *Are recipients permitted to use payments from the Fund to cover the expenses of an audit conducted under the Single Audit Act?***

Yes, such expenses would be eligible expenditures, subject to the limitations set forth in 2 C.F.R. § 200.425.

- 12. *If a government has transferred funds to another entity, from which entity would the Treasury Department seek to recoup the funds if they have not been used in a manner consistent with section 601(d) of the Social Security Act?***

The Treasury Department would seek to recoup the funds from the government that received the payment directly from the Treasury Department. State, territorial, local, and Tribal governments receiving funds from Treasury should ensure that funds transferred to other entities, whether pursuant to a grant program or otherwise, are used in accordance with section 601(d) of the Social Security Act as implemented in the Guidance.



**BOARD OF COUNTY COMMISSIONERS**  
Escambia County, Florida

**Special BCC Meeting**

6.

**Meeting Date:** 08/27/2020

**Issue:** Accenture's Report on the Strategic Organizational Assessment of Escambia County's Procurement Processes

**From:** Janice Gilley, County Administrator

**Organization:** County Administrator's Office

**CAO Approval:**

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**Information**

**RECOMMENDATION:**

Recommendation Concerning Accenture's Report on the Strategic Organizational Assessment of Escambia County's Procurement Processes - Janice P. Gilley, County Administrator

That the Board discuss Accenture's Report on the Strategic Organizational Assessment of Escambia County's Procurement Processes. Jim Bard, a Principal Director in Accenture's Public Service Industry in North America, will address the Board and provide an overview and summary of the Procurement Assessment for Escambia County.

**BACKGROUND:**

At the March 5, 2020, BCC Meeting, the Board authorized the County Administrator to sign a Contract with Accenture Consulting to perform a Strategic Organizational Assessment of County Procurement Processes.

Escambia County's Purchasing Department has been experiencing a heavy workload, they have had difficulty attracting and retaining experienced staff, and they have been challenged to maintain timeliness with the incoming requests for procurement services from other County Departments. As a result, the Purchasing Department's increased workload and backlog of services has slowed the desired timeline for many County projects. This Strategic Organizational Assessment of County Procurement Processes provides a complete analysis of procurement operations, policies and procedures, staff resources, eProcurement technology, Pcard systems, and Small Business and Minority/Woman Owned Business programs.

During Accenture's assessment process, the consultants:

- Analyzed 165,428 lines of payment data,
- Reviewed 178 vendor survey responses,
- Reviewed 187 project timelines,
- Reviewed 1,684 purchase orders, and
- Interviewed 20 County staff, one Commissioner, and one minority Chamber of Commerce representative.

The findings of this Assessment identified 110 opportunities for improvement across the people, process, technology, and policy dimensions, and categorized these opportunities

by estimated Size of Benefit and Level of Effort to Implement.

**BUDGETARY IMPACT:**

General Fund (001), 110201 (BCC Non-Departmental)

**LEGAL CONSIDERATIONS/SIGN-OFF:**

The County Attorney's Office reviewed and approved the Contract with Accenture.

**PERSONNEL:**

No additional impact to personnel with the Recommendation.

**POLICY/REQUIREMENT FOR BOARD ACTION:**

Board Policy II.A.

**IMPLEMENTATION/COORDINATION:**

County Administration will manage this project.

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**Attachments**

Escambia County Procurement Assessment

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Escambia County

# **PROCUREMENT ASSESSMENT**

**Overview Report**

August 2020

**accenture**consulting

# PURPOSE

## **PURPOSE OF THIS REPORT:**

- ➔ Provide Escambia County Board of County Commissioners an overview of recent assessment of the County's Procurement function

# KEY STATISTICS

Accenture was contracted to conduct a 4-week assessment of Escambia County's procurement function across the people, process, and technology dimensions to identify opportunities for improvement.

**2,478/178**

**VENDOR SURVEYS  
SENT / RECEIVED**

**187**

**PROJECT TIMELINES  
REVIEWED**

**11**

**CUSTOMERS  
INTERVIEWED**

**\$480 MILLION**

**SPEND ANALYZED**

**1**

**COMMISSIONER  
INTERVIEWED**

**4**

**PURCHASING OFFICE  
STAFF INTERVIEWED**

**165,428**

**LINES OF  
PAYMENT DATA  
ANALYZED**

**4**

**COUNTY ADMINISTRATORS  
INTERVIEWED**

**1**

**REPRESENTATIVE –  
MINORITY CHAMBER OF  
COMMERCE**

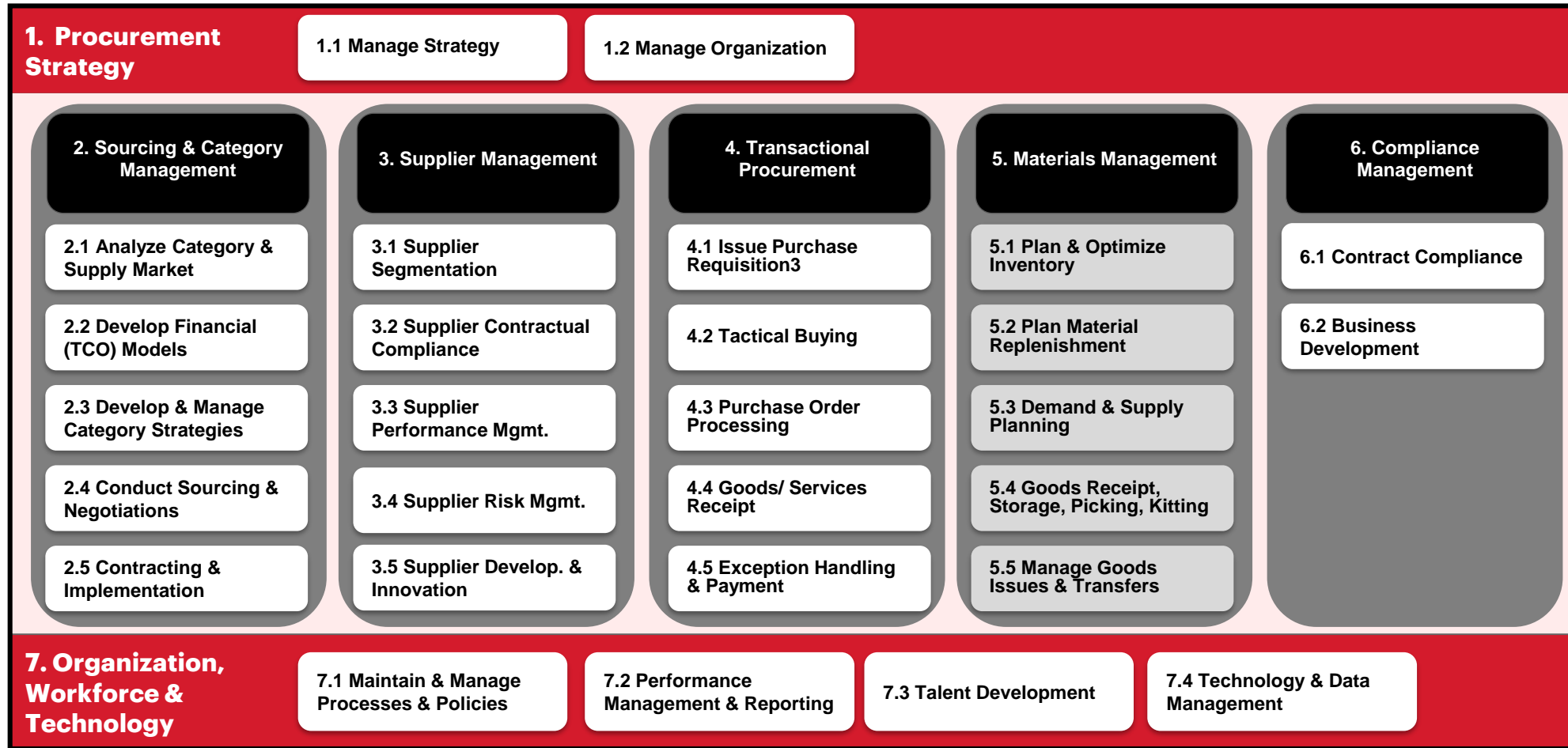
**1,684**

**PURCHASE ORDERS  
REVIEWED**

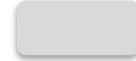


# PROCUREMENT ASSESSMENT METHODOLOGY

Accenture used its Procurement Logical Operating Model to structure its assessment of Escambia County's Procurement function across the 6 in-scope Capabilities.



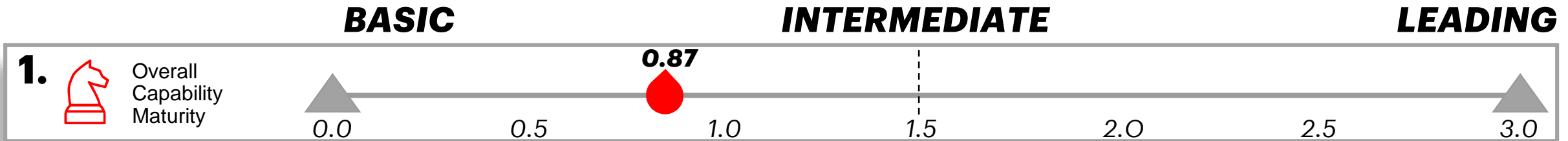
In scope for Assessment



Not in scope for Assessment

# EXECUTIVE SUMMARY

Accenture assesses Escambia County's procurement capability maturity between Basic and Intermediate due in part to its lack of leading practice Source-to-Pay technology and a Purchasing Office that is primarily focused on tactical activities.

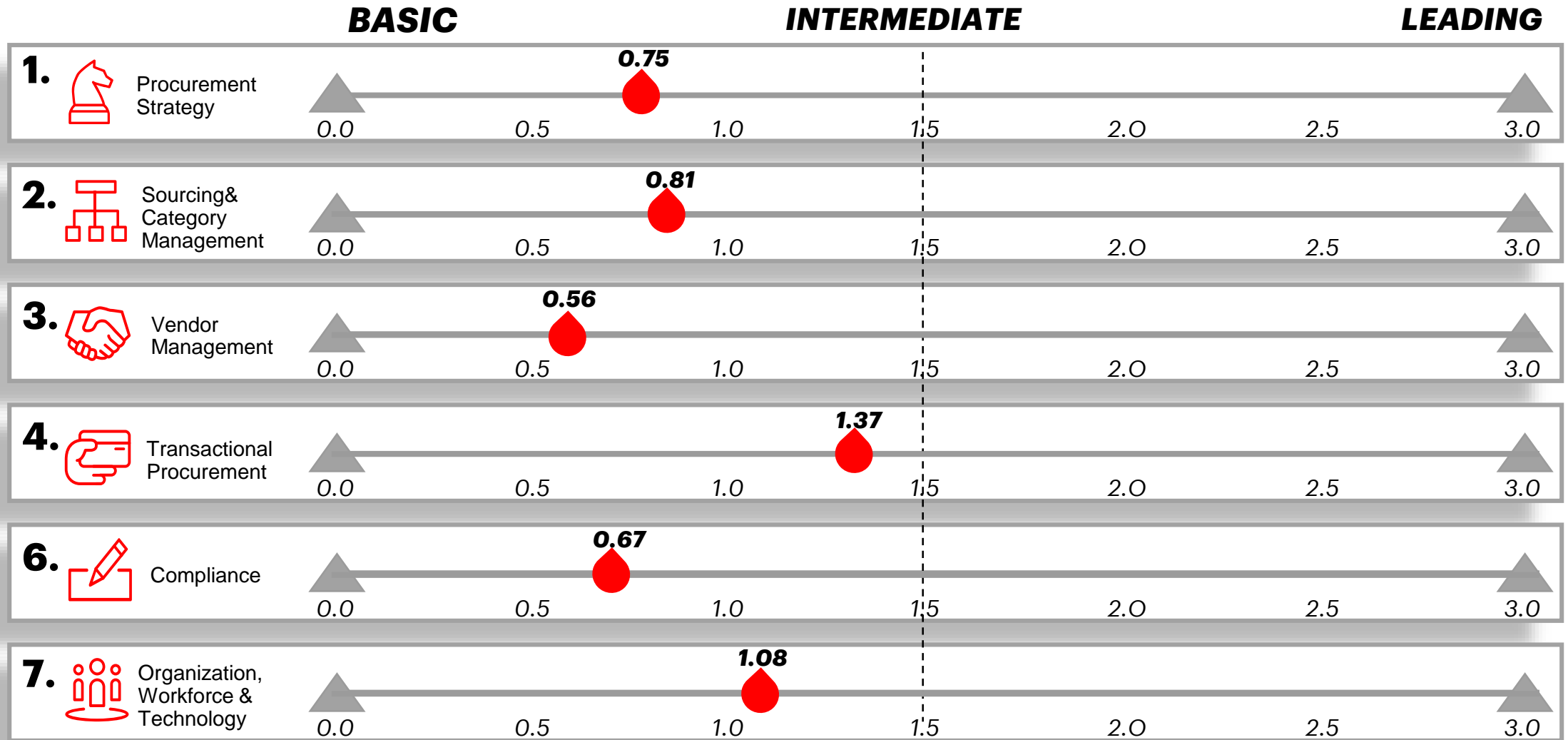


## KEY OBSERVATIONS

- There is a **lack of integrated technology applications** that cover the full Source-to-Pay spectrum, resulting in significant inefficiencies
- With Purchasing Office's staff focused on executing manual processes and tactical activities, there is **minimal time available for strategic planning** with Departments to drive efficiencies
- Purchasing process contains **many manual steps, duplicate data entry, and poor status tracking**
- Without a Director level position, **Purchasing Office does not have presence at leadership levels** to support decision making and strong engagement with Departments
- Manual approval process with **limited approval delegation creates significant workload** for Board of County Commissioners, County Administrators, Purchasing Office, and Departments

# CAPABILITY MATURITY SUMMARY

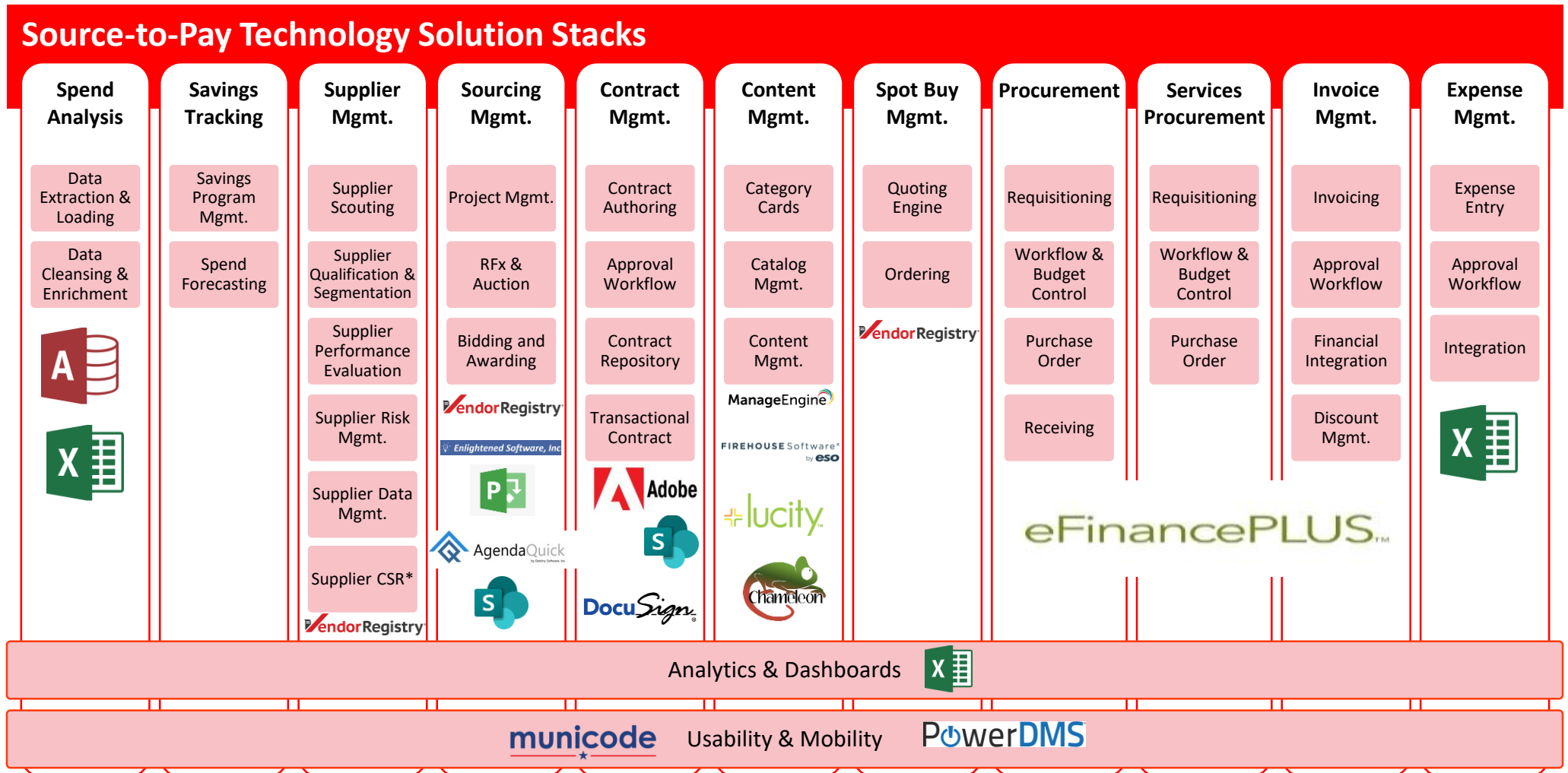
Escambia County fell between Basic and Intermediate across the 6 assessed Capabilities, with Transactional Procurement being the highest rated.



# TECHNOLOGY USED TODAY

During the assessment process, Accenture documented 16 non-integrated technology applications being used to support the Source-to-Pay process.

- Vendor Registry
- Manage Engine
- Firehouse
- Lucy
- Enlightened Software, Government Forms
- Chameleon
- MS Excel
- MS SharePoint
- MS PowerPoint
- MS Projects
- eFinancePLUS
- Adobe
- DocuSign
- PowerDMS
- Municode
- AgendaQuick



# WORK ALLOCATION ANALYSIS

Analysis of activities performed by each Purchasing Office staff member shows only 28% of overall time is spent on strategic activities, with Leadership spending almost 40% on tactical activities.

Capability	Sub-Capabilities	Work Type	Purchasing Manager	Deputy Purchasing Manager	Senior Purchasing Coordinator	Purchasing Coordinator	Purchasing Specialist	Purchasing Associate	Purchasing Associate	Purchasing Associate	Totals			
			% of Time (Monthly)	% of Time (Monthly)	% of Time (Monthly)	% of Time (Monthly)	% of Time (Monthly)	% of Time (Monthly)	% of Time (Monthly)	% of Time (Monthly)	All Staff	Leadership	Buyers	Assistants
1. Procurement Strategy	Manage Strategy	Strategic	18%	25%	0%	0%	0%	0%	0%	0%	18%	18%	0%	0%
	Manage Organization	Strategic									25%	25%	0%	0%
2. Sourcing & Category Management	Analyze Category & Supply Market	Strategic	20%	15%	30%	30%	90%	0%	10%	60%	1%	1%	0%	0%
	Develop Financial (TCO) Models	Strategic									0%	0%	0%	0%
	Develop & Manage Category Strategies	Strategic									1%	1%	0%	0%
	Conduct Sourcing & Negotiations	Strategic									25%	10%	15%	0%
	Creating, Implementing, and Managing Contracts	Tactical									228%	23%	135%	70%
3. Supplier Management	Supplier Segmentation	Strategic	5%	10%	0%	7%	10%	0%	0%	5%	3%	3%	0%	0%
	Supplier Contractual Compliance	Tactical									14%	7%	7%	0%
	Supplier Performance Management	Tactical									2%	2%	0%	0%
	Supplier Risk Management	Strategic									5%	0%	0%	5%
	Supplier Development & Innovation	Strategic									13%	3%	10%	0%
4. Transactional Procurement	Issue Purchase Requisition	Tactical	10%	0%	65%	10%	0%	90%	50%	0%	25%	0%	0%	25%
	Tactical Buying	Tactical									57%	2%	55%	0%
	Purchase Order Processing	Tactical									138%	8%	20%	110%
	Goods / Services Receipt	Tactical									5%	0%	0%	5%
	Exception Handling & Payment	Tactical									0%	0%	0%	0%
6. Compliance Management	Department Contract Compliance	Tactical	17%	25%	5%	1%	0%	10%	35%	35%	110%	35%	5%	70%
	Small Business / Local Vendor Development	Strategic									18%	7%	1%	10%
7. Organization, Workforce & Technology	Maintain & Manage Processes & Policies	Strategic	30%	25%	0%	52%	0%	0%	5%	0%	25%	15%	10%	0%
	Performance Management & Reporting	Strategic									28%	15%	13%	0%
	Talent Development	Strategic									30%	10%	15%	5%
	Technology & Data Management	Strategic									30%	15%	15%	0%

Work Type	All Staff	Leadership	Buyers	Assistants
Strategic	28%	61%	26%	7%
Tactical	72%	39%	74%	93%

# VOICE OF THE CUSTOMER

"Purchasing office is receptive to constructive feedback."

"It takes a lot of energy to push things through purchasing. It is exhausting!"

"We only try to do one solicitation at a time to keep it simple, even though we would like to do more than one." they do in this county is with a piece of paper."

"Everything they do in this county is with a piece of paper."

"No strategic plan. They don't think 3-5 years out"

"Communication is the biggest issue"

"Paul is doing the best he can, but does not have the staff needed to run a Purchasing Office of this size."

"A lot of paper, no electronic approval"

"Purchasing seems to be doing a lot of things manually"

"Effort to do board recommendation is significant"

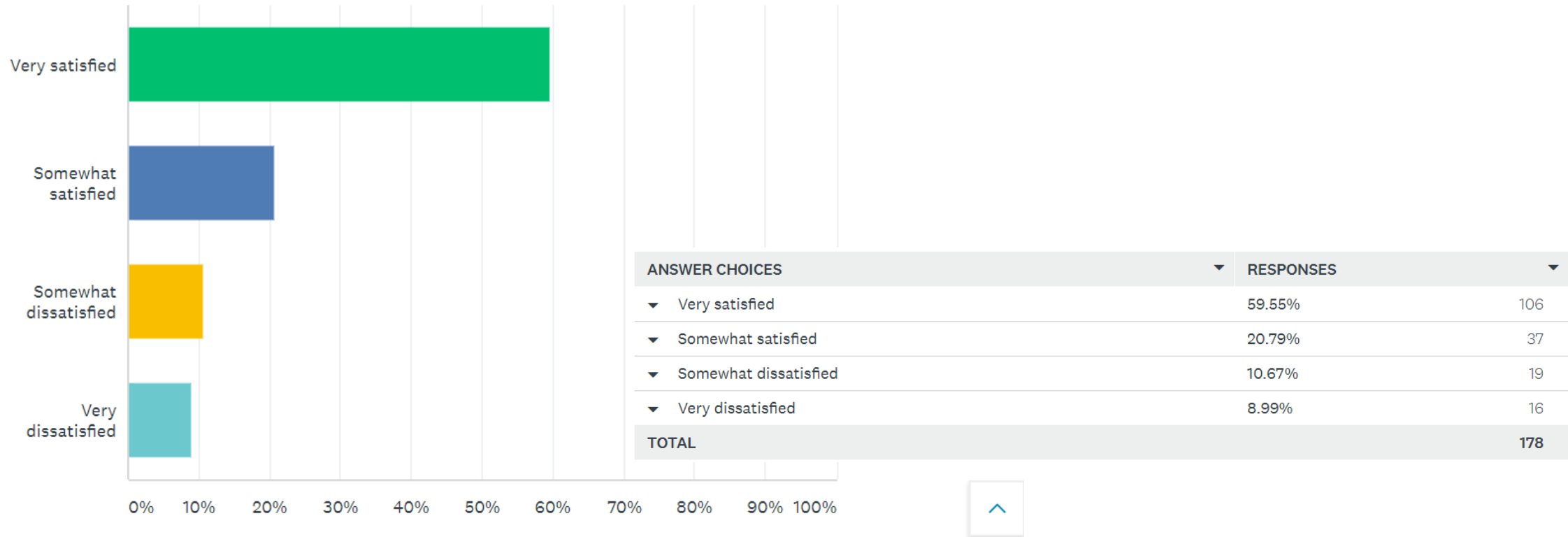
"It takes so long"

# VENDOR SURVEY RESULTS

Based on a survey of Escambia County's registered vendors, over 80% indicated they were satisfied in doing business with Escambia County.

Please rate your overall level of satisfaction regarding doing business with the County

Answered: 178 Skipped: 0



# VENDOR SURVEY RESULTS

Vendors had the highest dissatisfaction ratings for Bid Notification, Ongoing Relationship Management, Provision of Quality Specifications / Requirements, Bid Evaluation, and Communication of Contract Award Decisions.

	VERY SATISFIED	SOMEWHAT SATISFIED	SOMEWHAT DISSATISFIED	VERY DISSATISFIED	NO BASIS	TOTAL
▼ Bid Notification	54% 94	19% 33	9% 15	9% 16	9% 16	174
▼ Ongoing Relationship Management	52% 91	10% 18	4% 7	9% 15	26% 45	176
▼ Provision of Quality Specification / Requirements	46% 81	24% 42	7% 12	8% 14	15% 27	176
▼ Bid Evaluation	45% 79	17% 30	9% 15	8% 14	22% 38	176
▼ Communication of Contract Award Decisions	46% 81	16% 28	9% 16	8% 14	21% 36	175



# VOICE OF THE VENDOR

## Response to: What are some opportunities for improvements?

"Establish more personal outreach to contractors."

"This website often had inaccurate information; it was difficult to find the correct RFP/RFQ."

"I would prefer Escambia not include Vendor Registry because we function in a field that is low profit margins and all added costs can truly be a burden."

"Last payment takes months to receive because of CO process."

"It has been more than a year. Getting feedback on the training I provided, and getting paid my fee in a timely manner was a pain. I couldn't even get a return phone call. I would be hesitant to work with the county again without some assurances."

"Have more minority contractor for Commercial projects."

"More transparency around awarding contracts."

"The County is inflexible in considering new ideas and methods of sale. The County would rather keep the status quo than make the effort to listen to vendors who have better ideas and would bring more taxpayer money back to the county"

"I do not believe that the award process is fair. I have never before seen a situation where a local vendor is allowed to match another vendors price because they were located outside of the county that is advertising an item for purchase."

"Like most governments today, Escambia County never bothered to communicate with us after submission of our proposal. This is just plain rude. Vendors are required to put in a huge amount of effort -- not to mention cost -- to respond to RFPs. The LEAST the County could do is thank us for the submission and tell us we weren't selected, but Escambia County couldn't even bother to do THAT. Don't expect MY company ever again to bother to seek to assist Escambia County in any way."

# M/WBE SPEND

Escambia County spent an estimated \$1.5 million (.76%) in FY2019 across more than 20 M/WBE vendors, which was a 29% increase over FY2018 M/WBE estimated spend.

M/WBE Status	Sum of FY2018	Sum of FY2019	Count of Vendor Names	FY19 % of Total	FY19 over FY18 Change %
None	\$78,874,347	\$115,263,533	379	59%	46%
Not Found in Vendor Registry	\$47,677,535	\$71,892,198	131	37%	51%
Not Initially Found in Vendor Registry	\$15,161,925	\$8,229,922	1866	4%	-46%
Asian	\$853,687	\$846,265	6	0.43%	-1%
Hispanic	\$1,985	\$383,075	3	0.19%	19199%
Black	\$108,050	\$135,657	9	0.07%	26%
Native American	\$195,258	\$131,496	5	0.07%	-33%
Not Reported	\$29,450	\$29,450	1	0.01%	0%
<b>Grand Total</b>	<b>\$142,902,237</b>	<b>\$196,911,597</b>	<b>2400</b>	<b>100%</b>	<b>38%</b>
<b>Total M/WBE Spend</b>	<b>\$1,158,980</b>	<b>\$1,496,493</b>	<b>23</b>	<b>0.76%</b>	<b>29%</b>

Vendor Registry Vendor Name	M/WBE Status	FY19 Spend
SHI International	Asian	\$ 619,351
Kisinger Campo & Associates Corp.	Hispanic	\$ 358,085
PC Specialists Inc. DBA Technology Integration Group (	Asian	\$ 169,773
DKE Marine Services Inc	Native American	\$ 54,000
World Wide Technology	Black	\$ 46,327
Coastal Generators	Native American	\$ 45,175
Northwest Florida Cleaning Solutions	Black	\$ 35,000
vCloud Tech Inc.	Asian	\$ 28,671
PAUL PATRICK ELECTRIC INC.	Native American	\$ 24,721
Tech Advanced Computers	Asian	\$ 21,923
Vision Management Inc.	Black	\$ 20,393
Reasor Building Group	Hispanic	\$ 19,850
Christopher C.Bargaineer concrete construction inc	Black	\$ 11,385
Engineering & Planning Resources PC	Black	\$ 9,923
MCDELT LLC	Black	\$ 9,100
Software Information Resource Corp	Asian	\$ 6,167
Bill Smith Electric	Native American	\$ 5,200
Design Home Builders Inc.	Hispanic	\$ 5,140
Agathos Laboratories Inc.	Black	\$ 3,528
The NDN Companies	Native American	\$ 2,400
Innovative Label Technology Inc.	Asian	\$ 380

Source: Accenture analysis of vendor payment data from eFinancePLUS from October 1, 2017 through September 30 2019, and Vendor Registry data as of 6/29/2020

# PCARD SPEND

In FY2019, 50% of the \$1.5 million of goods and services purchased by 213 Escambia County employees via PCard were in 14 categories; the top 4 Departments made 49% of the purchases.

Merchant Category Code Description	Total	% of FY2019 Total	Cumul. % of Total
BOOK STORES	\$215,302	14%	14%
HOME SUPPLY WAREHOUSE STORES	\$68,642	5%	19%
COMPUTERS, COMPUTER PERIPHERAL EQUIPMENT,	\$65,360	4%	23%
MISCELLANEOUS AND RETAIL STORES	\$51,829	3%	27%
ELECTRONIC SALES	\$42,961	3%	30%
INDUSTRIAL SUPPLIES NOT ESLEWHERE CLASSI	\$42,767	3%	33%
HARDWARE STORES	\$36,195	2%	35%
GROCERY STORES, SUPERMARKETS	\$36,131	2%	37%
COMMERCIAL EQUIPMENT, NOT ELSEWHERE CLAS	\$33,744	2%	40%
ELECTRICAL PARTS AND EQUIPMENT	\$33,556	2%	42%
SCHOOLS AND EDUCATIONAL SERVICES NOT ELS	\$32,922	2%	44%
BUSINESS SERVICES NOT ELSEWHERE CLASSIFI	\$28,877	2%	46%
WHOLESALE CLUBS	\$28,625	2%	48%
CONSTRUCTION MATERIALS	\$27,114	2%	50%
Remaining MCCs	\$749,115	50%	100%
<b>Grand Total</b>	<b>\$1,493,139</b>		

Department Name	Total	% of FY2019 Total	Cumul. % of Total
BOCC/COUNTY/ADMINISTRATION	\$333,154	22%	22%
FACILITIES MANAGEMENT	\$146,480	10%	32%
DEPT OF COMMUNITY CORRECTIONS	\$126,907	8%	41%
INFORMATION RESOURCES	\$122,629	8%	49%
PUBLIC WORKS	\$121,380	8%	57%
PARKS AND RECREATION	\$111,900	7%	64%
PUBLIC SAFETY	\$99,804	7%	71%
NESD	\$79,536	5%	76%
ENGINEERING	\$68,626	5%	81%
PUBLIC SAFETY-FIRE SERVICES	\$58,455	4%	85%
SOLID WASTES MANAGEMENT	\$41,108	3%	88%
COMMUNITY AFFAIRS /ANIMAL SERVICES	\$40,822	3%	90%
BUILDING INSPECTIONS	\$31,065	2%	93%
HUMAN RESOURCES	\$22,097	1%	94%
ECAT - Escambia County Area Transit	\$14,895	1%	95%
EXTENSION SERVICES	\$13,292	1%	96%
COURT ADMINISTRATION	\$12,651	1%	97%
COMM SERVICES ADMINISTRATION	\$11,653	1%	98%
COMM SERVICES & ECONOMIC DEV	\$9,488	1%	98%
ATTORNEYS OFFICE	\$9,108	1%	99%
OFFICE OF PURCHASING	\$8,856	1%	99%
ADMINISTRATIVE SERVICES	\$5,924	0%	100%
RISK MANAGEMENT	\$3,308	0%	100%
<b>Grand Total</b>	<b>\$1,493,139</b>		

Source: Accenture analysis of Bank of America transactions from October 1, 2018 through September 30 2019

# PROCUREMENT CYCLE TIME

Analysis of selected completed procurements over the past two years indicate ITBs are completed in two months on average and RFPs take five months on average; there is significant variation in average cycle times by Department that may be due in part to differences in complexities of purchases.

Solicitation Type	Average Days Between Date received from User Department to Mailing Date	Average Days Between Mailing Date and Opening Date	Average Days Between Opening Date and BOCC Date	Average Total Cycle Time
ITB	10	21	31	62
RLI	34	25	72	131
RFP	71	31	52	154
<b>Grand Total</b>	<b>18</b>	<b>23</b>	<b>42</b>	<b>82</b>

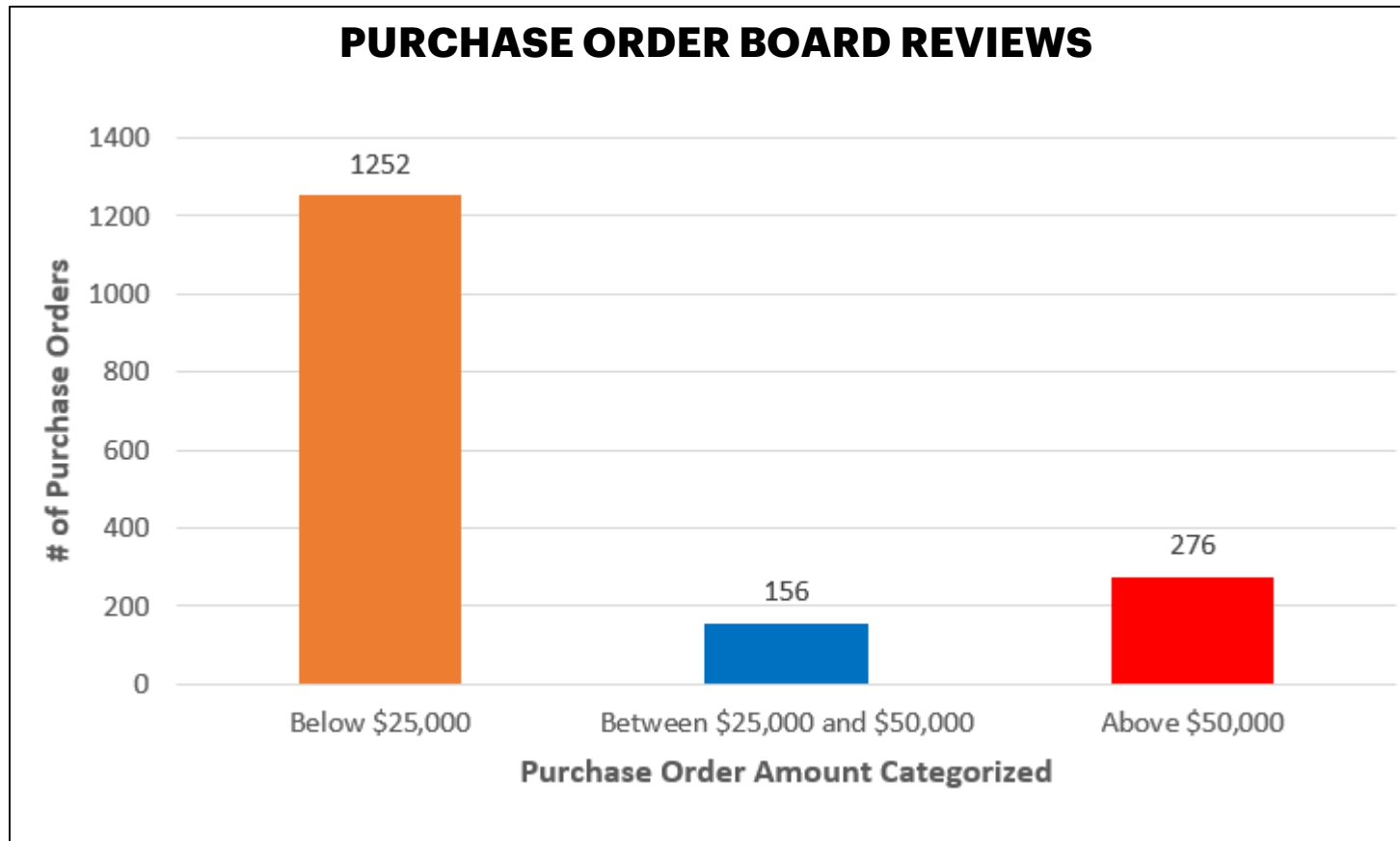
Department	Average Days Between Date received from User Department to Mailing Date	Average Days Between Mailing Date and Opening Date	Average Days Between Opening Date and BOCC Date	Average Total Cycle Time
Natural Resources Management	65	31	75	171
Waste Services	8	20	85	113
Solid Waste	15	24	42	81
Facilities Management	1	18	58	77
Neighborhood & Human Services	1	29	41	71
Management & Budget	10	26	30	65
Public Safety	18	15	30	62
Code Enforcement	3	15	41	59
Engineering	5	24	27	57
Water Quality	7	16	27	50
Extension	6	15	23	44
<b>Grand Total</b>	<b>18</b>	<b>23</b>	<b>42</b>	<b>82</b>

ITB – Invitation to Bid  
 RLI – Request for Letters of Interest  
 RFP – Request for Proposal

Source: Accenture analysis of procurement timelines provided by Purchasing Office via Contract Log [where dates for key milestones were available](#).

# PROCUREMENT APPROVAL ANALYSIS

A review of the FY2020 Purchase Orders to date indicates that moving the Board of County Commissioners approval threshold from \$50,000 to \$25,000 results in a potential 57% increase in the number of Board Recommendations.



Source: Accenture analysis of Escambia County issued Purchase Orders from October 1, 2019 through July 8, 2020 as listed on myEscambia website

The background is a solid red color. Overlaid on this are several sets of white, wavy, parallel lines that create a sense of motion and depth. These lines flow across the frame, with some sets curving upwards and others downwards, creating a dynamic, abstract pattern.

# OPPORTUNITIES

accentureconsulting

# KEY STATISTICS

Accenture identified 110 opportunities for improvement across the people, process, technology, and policy dimensions, and categorized them by estimated Size of Benefit and Level of Effort to Implement.

## 110 OPPORTUNITIES IDENTIFIED AND PRIORITIZED BASED ON ESTIMATED SIZE OF BENEFIT AND LEVEL OF EFFORT TO IMPLEMENT

SIZE OF BENEFIT	HIGH	<b>7</b> OPPORTUNITIES	<b>10</b> OPPORTUNITIES	<b>8</b> OPPORTUNITIES
	MEDIUM	<b>3</b> OPPORTUNITIES	<b>19</b> OPPORTUNITIES	<b>27</b> OPPORTUNITIES
	LOW	<b>0</b> OPPORTUNITIES	<b>17</b> OPPORTUNITIES	<b>19</b> OPPORTUNITIES
		HIGH	MEDIUM	LOW
		LEVEL OF EFFORT TO IMPLEMENT		

1.  Procurement Strategy **10** OPPORTUNITIES
2.  Sourcing & Category Management **36** OPPORTUNITIES
3.  Vendor Management **9** OPPORTUNITIES
4.  Transactional Procurement **9** OPPORTUNITIES
6.  Compliance **8** OPPORTUNITIES
7.  Organization, Workforce & Technology **38** OPPORTUNITIES

# TOP OPPORTUNITIES

The top opportunities for Escambia County to transform the procurement function range across the people, process, and technology dimensions.

## PEOPLE OPPORTUNITIES

- Restructure Purchasing Office organization
- Engage and deploy cross-functional teams to proactively develop and execute Sourcing Strategies for major categories

## PROCESS OPPORTUNITIES

- Develop master Sourcing Plan that covers 2 years
- Develop and publish Procurement Scorecard
- Use state term contracts, cooperative agreements, and available GSA Schedules
- Streamline Board Recommendation process and forms
- Implement and enforce process for Departments to provide minimum information required for new procurements
- Use Best Value evaluation approach in solicitations

## TECHNOLOGY OPPORTUNITIES

- Deploy integrated Source-to-Pay technology, including Sourcing, Contract Management, Requisition to PO, Accounts Payable, and Inventory Management modules
- Deploy integrated Buyer and Vendor portals

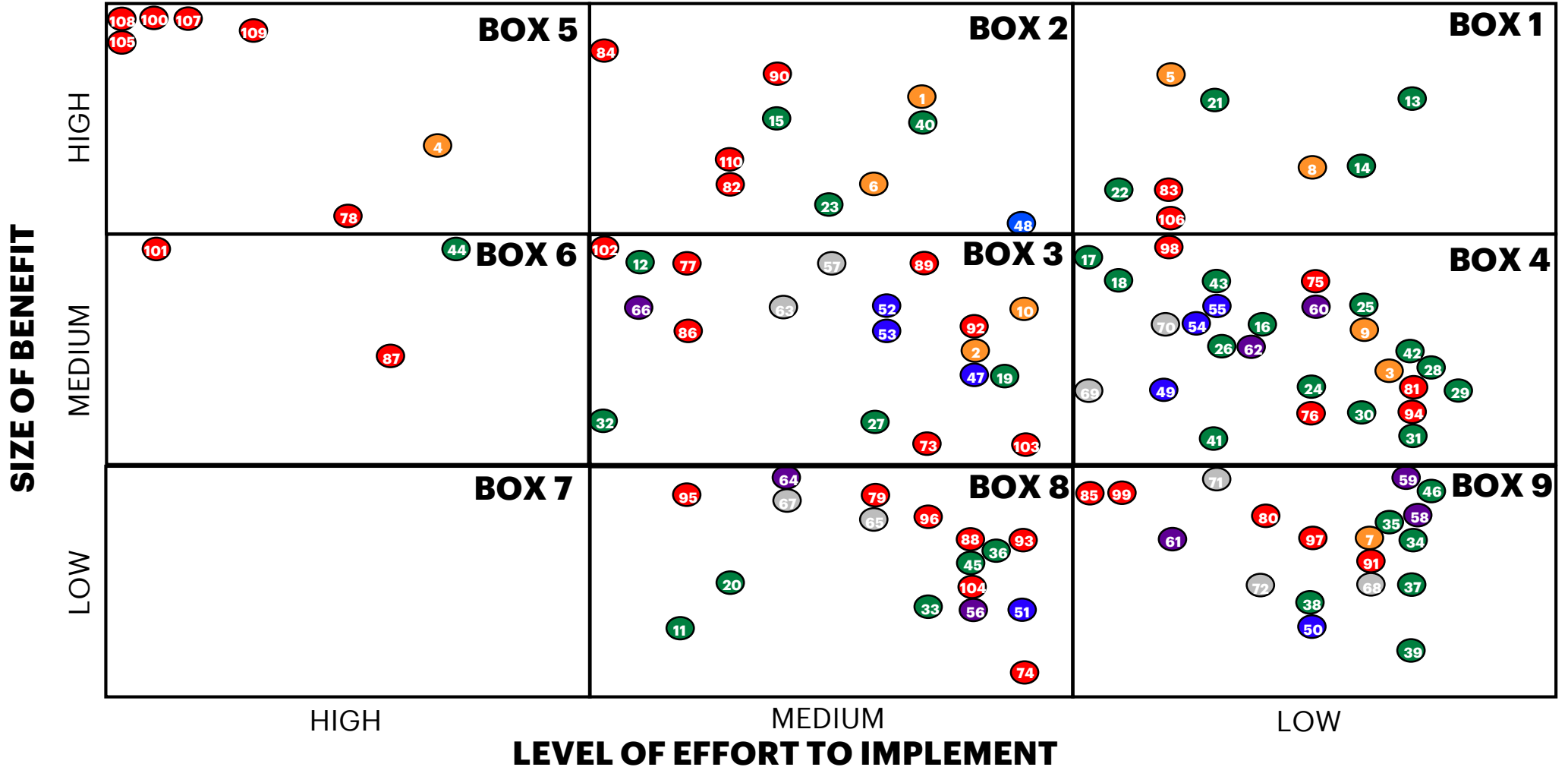


# OPPORTUNITY MATRIX

The 110 identified opportunities are plotted in the table below to help Escambia County prioritize pursuing the opportunities based on estimated Size of Benefit and the Level of Effort to Implement; additional details for each opportunity are provided in the Appendix.

**LEGEND**

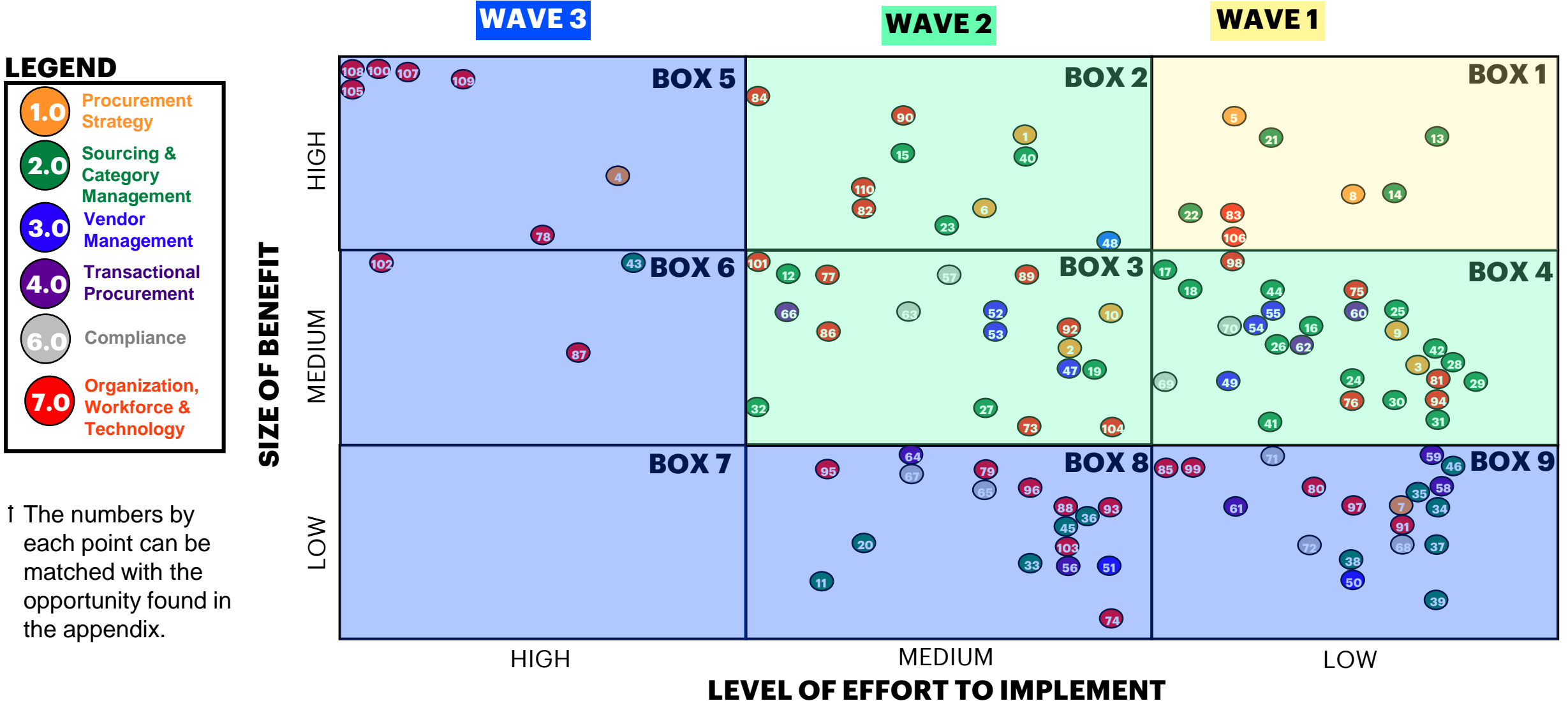
- 1.0 Procurement Strategy
- 2.0 Sourcing & Category Management
- 3.0 Vendor Management
- 4.0 Transactional Procurement
- 6.0 Compliance
- 7.0 Organization, Workforce & Technology



† The numbers by each point can be matched with the opportunity found in the appendix.

# TRANSFORMATION ROADMAP

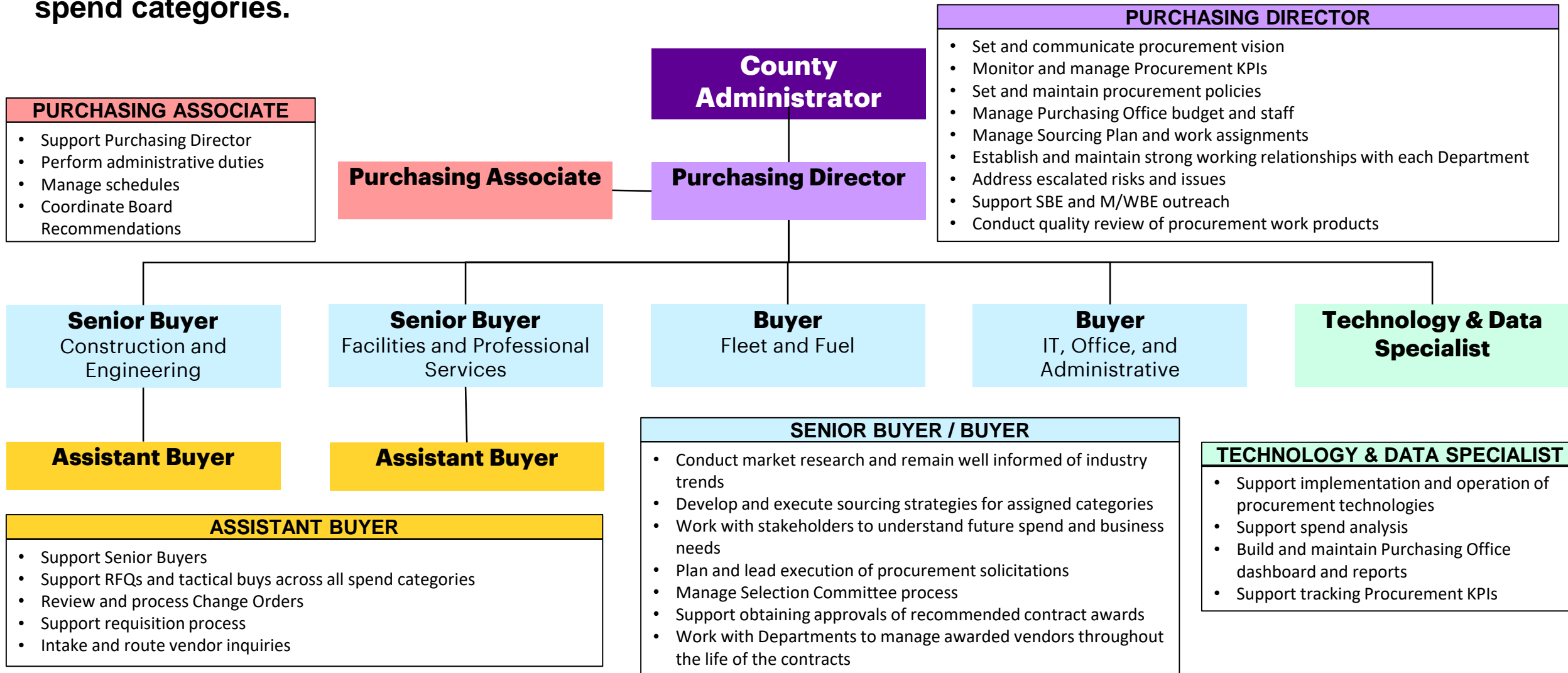
To optimize its return on investment and manage the transformation of its procurement function over time, Escambia County should consider pursuing the identified opportunities in three waves.



† The numbers by each point can be matched with the opportunity found in the appendix.











































# FUTURE STATE PURCHASING OFFICE STRUCTURE

The recommended future Purchasing Office organization structure would be led by a Purchasing Director, include a position that focuses on technology and data analytics, and have the Buyers aligned to major spend categories.



# COMPARISON OF SOURCE-TO-PAY 2P TECHNOLOGIES

Escambia County should consider established Source-to-Pay technology platforms as well as niche solutions to determine the best fit for its Source-to-Pay needs and budget.

Technology Provider	Overall Capability*	Ease of Use	Ease of Integration	Functionality	Range of Customization & Configuration	Product Innovation Roadmap	Key Differentiators
							<ul style="list-style-type: none"> <li>• Full end to end S2P and 3<sup>rd</sup> party risk solution, largest supplier network</li> <li>• Intuitive UI closest to an 'Amazon-like' buying experience</li> <li>• Leader in North America clients with 150+ global deployments</li> </ul>
							<ul style="list-style-type: none"> <li>• Full end to end S2P and 3<sup>rd</sup> party risk solution</li> <li>• Flexible configuration, allows single-instance customization</li> <li>• Client focused solution with high retention rate and user adoption</li> </ul>
							<ul style="list-style-type: none"> <li>• Full end to end S2P and 3<sup>rd</sup> party risk solution</li> <li>• Flexible customization, allows single-instance customization</li> </ul>
							<ul style="list-style-type: none"> <li>• Standard end to end S2P and 3<sup>rd</sup> party risk solution; strong contract and invoice solution</li> <li>• Native connection with Oracle ERP platform</li> </ul>
							<ul style="list-style-type: none"> <li>• Full end to end S2P and 3<sup>rd</sup> party risk solution, 2<sup>nd</sup> largest supplier network</li> <li>• Guided Buy delivers a centralized, intuitive buying portal</li> <li>• Native connection will full SAP ERP and S/4 HANA suite</li> <li>• Leader in North America clients with largest number of global deployments</li> </ul>
							<ul style="list-style-type: none"> <li>• Strong source to contract analytics solution</li> <li>• Integration with Salesforce for contracts; Dun &amp; Bradstreet for spend analysis</li> </ul>

 Very High 
  High 
  Medium 
  Low

**Note:** Ratings based on Accenture implementation experience; Technology providers are listed in alphabetical order