

Rutherford County, Tennessee **Recovery Plan**

America Rescue Plan Act Coronavirus Local Fiscal Recovery Funds July 31, 2025 Report

Please note that this report will be updated no less than annually to keep the public informed of the progress the County has made toward these projects.

Rutherford County, Tennessee Recovery Plan

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GENERAL OVERVIEW

Executive Summary

Congress has allocated \$65.1 billion to counties in the United States from the Coronavirus Local Fiscal Recovery Funds. Rutherford County, Tennessee was allocated \$64,542,466, of which \$32,271,233 was received June 22, 2021, and \$32,271,233 was received June 27, 2022. At the June 17, 2021, meeting of the Rutherford County Board of Commissioners, the Commission agreed to use the Coronavirus Local Fiscal Recovery Funds (CLFRF) for the following purposes:

CAPITAL INVESTMENTS in Public Facilities to meet pandemic operational needs.

1. Purchase of the State Farm Building to provide COVID-19 response, mitigation and prevention activities 2.1 FAQs *(This project was deleted).*
2. Construction of six buildings strategically placed in the rural areas on existing county properties to provide response, mitigation and prevention activities 2.1 FAQs. *(Additional local funds are needed to complete the last two building projects).*

PREMIUM PAY

3. On August 12, 2021, the Commission agreed to use a portion of the funds allocated to Rutherford County, Tennessee to provide Premium Pay for public sector employees. (5.1 FAQs) The Commission voted to send this through the Committee process for proper review and deliberation so that a formal recommendation may be presented to the Board of Commissioners. In November 2021 funds were allocated and premium pay to eligible employees were made.

Due to the evolving impacts that COVID-19 has had on our citizens and economy, this plan was designed to have the greatest impact for current as well as future needs.

REVENUE REPLACEMENT

4. On March 10, 2022, the County Finance Director reported to Rutherford County's Budget and Finance Committee that the University of Tennessee's County Technical Advisory Service had completed the revenue loss calculation for Rutherford County. With an average revenue growth rate of 6.06% determined between 6/30/2016 to 6/30/2019, it was determined Rutherford County's revenue loss for 6/30/2020 was \$5,904,651 and for 6/30/2021 the loss was \$17,885,772. The commission agreed to use the \$23,790,423 of the second tranche for revenue replacement.

Uses of Funds

The final rule identifies a non-exclusive list of eligible uses for responding to public health emergency. ***“COVID-19 Mitigation and Prevention.*** The pandemic has broadly

impacted Americans and recipients can provide services to prevent and mitigate COVID-19 to the public.... eligible uses include a broad range of services and programming are needed to contain COVID-19. Mitigation and prevention efforts for COVID-19 include vaccination sites; ...testing programs...medical and PPE/protective supplies, support for isolation or quarantine; support for prevention, mitigation or other services in congregate living facilities, public facilities...emergency operations centers & emergency response equipment....”

The following projects are in line with responding to the public health emergency.

Purchase of the State Farm Building – The planned purchase of the vacant State Farm building was presented in the Recovery plan dated August 31, 2021. However, the cost of the building was more than the commission was willing to pay. This project will not move forward.

Emergency Operations Building

The Public Safety Committee’s recommendation to assist in mitigating COVID-19 would be to construct six buildings located in the rural areas of the county to provide a multitude of services to our residents before, during and after the next pandemic. The Emergency Operations buildings will be used to distribute critical services daily to include life safety measures and incident scene stabilization. During the response and recovery phase of a disaster, the facilities will be utilized as temporary shelters, cooling and warming stations, and logistical sites to distribute food, water and other necessities such as personal protective equipment.

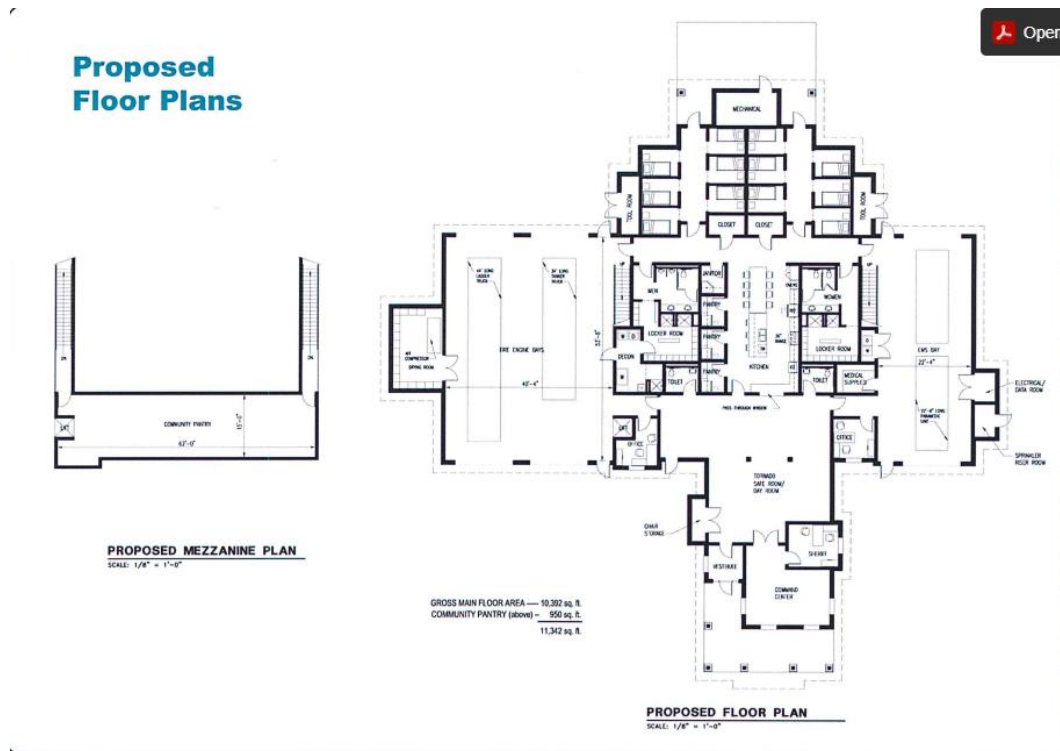


With recommendations from the University of Tennessee’s County Technical Advisory Service, the Public Safety Committee has identified sites owned by the county for placement of these

buildings: Kittrell, Rockvale, Walter Hill, Christiana/Plainview, Lascassas and Almadale. The proposed scope of the buildings will house community-needed infrastructure and will serve the rural areas within Rutherford County. These buildings will provide the area with continuous operation of critical government and business functions essential to human health and safety.

Each of the buildings will address the following needs:

- **Health and Medical**
 - Emergency Medical Services (EMS) station and support space
 - COVID-19 (or variant) testing in day room
 - COVID-19 vaccines distributed in day room
 - Contact tracing
 - Quarantine space for first responders
 - Distribution center for PPE
 - Citizen Outreach Programs (i.e., classes on exercise, nutrition, etc.)
 - Behavioral Health care center for area hotline for crisis intervention, overdose prevention & services, outreach to promote access to physical or behavioral health, primary care & preventative medicine.
 - Local community food pantry assistance when needed.
- **Safety and Security**
 - Fire Services –fire station and support space
 - Law Enforcement – dedicated Sheriff’s office
 - Search and Rescue – Community Command Post
- **Food Water and Shelter**
 - Community tornado safe room
 - Community pantry for dry goods and water
 - Community kitchen
- **Energy, Power and Fuel**
 - 300-gallon, above ground fuel tank
- **Incident command post** with access to 911 radio communication



Please note the individual sleeping quarters. During the pandemic, the county contemplated purchasing a hotel, which could initially serve as a place to quarantine our first responders who were suspected to have been exposed to the virus. That fell through but was still a problem left unsolved. With the availability of these six sites in the county, we could potentially commandeer one or more of these facilities as a place to quarantine our first responders.

In addition to the county's EMTs and Paramedics, many of our firefighters are also trained EMTs, who would be available to assist other medical professionals in distributing vaccines or assist in testing. These facilities will house fire trucks and ambulances to serve health and other emergencies in between and during the next pandemic or other crisis.

The County Commissioners had identified Rockvale as the first Emergency Operations Building to be constructed, followed by Kittrell, Walter Hill, Lascassas, and Christiana/Plainview. An agreement was reached with the County's Public Building Authority (PBA) for the oversight of all these projects. However, it should be noted that with the increased construction costs experienced with the first four buildings, additional funds may be needed to complete all six buildings. The same design will be used for all sites. As projects close, any unspent funds were transferred to the Christiana/Plainview Public Health & Safety Building project.

As of June 30, 2025, the following construction projects have been completed and all payments for construction and related expenditures have been made:

Kittrell Public Health & Safety Building
Rockvale Public Health & Safety Building

Lascassas Public Health & Safety Building
Walter Hill Public Health & Safety Building

As of the date of this report, only one project (Christiana/Plainview Public Health & Safety Building) remains incomplete but is expected to be completed by the end of August 2025.

One of the Commission's purposes of the buildings would be for them to serve the community as storm shelters. Shown below is a Rutherford County's Emergency Management Agency's facebook posting advertising the opening of the buildings for a recent weather event.



Premium Pay

Section 603(c) (1) of the American Rescue Plan Act (ARPA) states that “funds may be used “(b) to respond to workers performing essential work during the COVID-19 public health emergency by providing premium pay to eligible workers”.

The Fiscal Recovery Funds will help respond to the needs of essential workers by allowing recipients to remunerate essential workers for the elevated health risks they have faced and continue to face during the public health emergency. To ensure that premium pay is targeted to workers that had faced or face heightened risks due to the character of their work, the interim final rule defines essential work as work involving regular in-person interactions or regular physical handling of items that were also handled by others.

The County Mayor, serving as the chief executive officer of Rutherford County, determined the work sectors designated as critical to the health and well-being of residents. Through the committee process, recommendations from the various committees were sent to the Budget & Finance Committee who provided the recommendations to the Board of Commissioners.

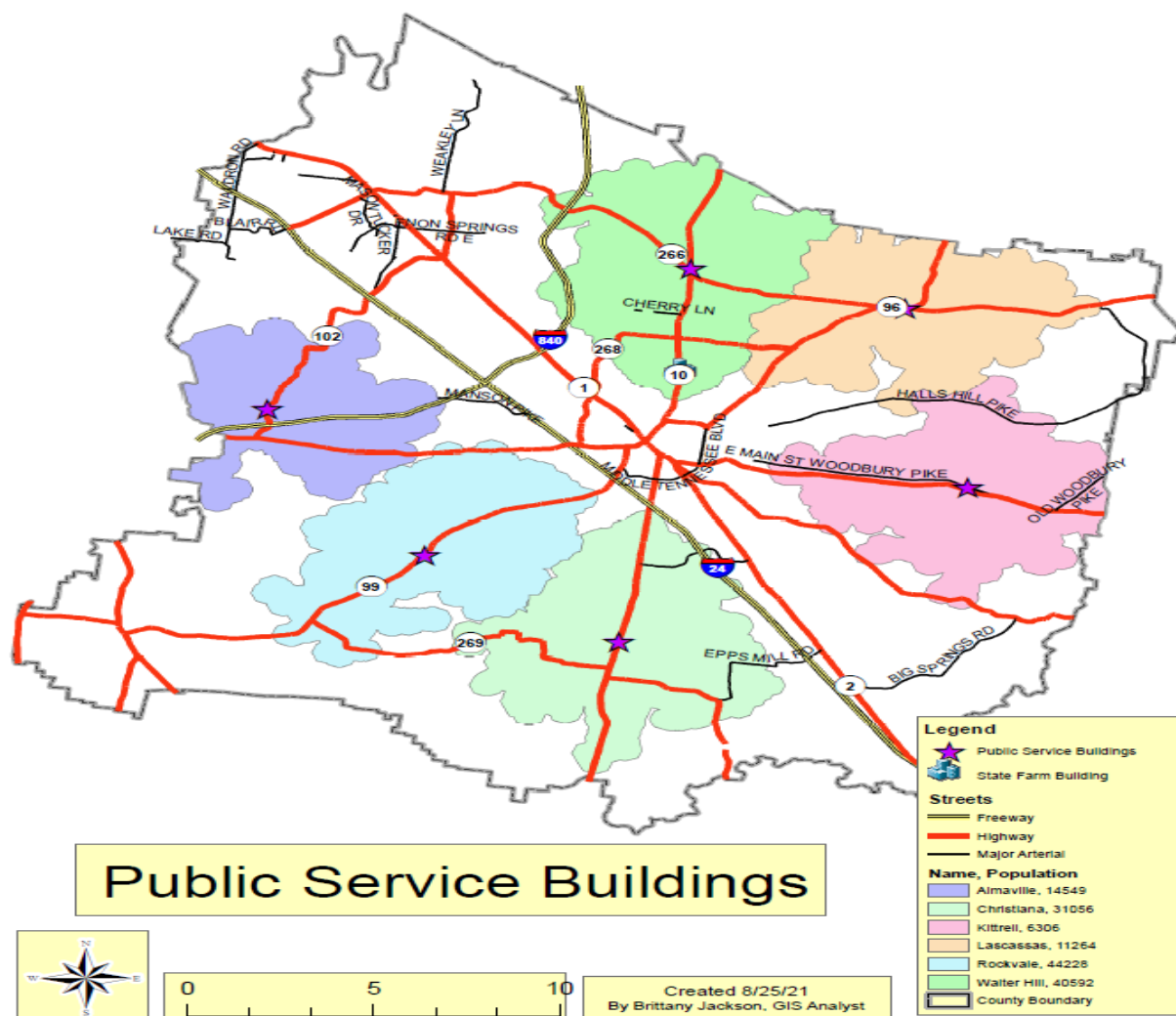
In November 2021, the Rutherford County Commission approved the use of the American Rescue Plan funds to be used for premium pay. The commission authorized premium pay of \$2,842.92 for full time employees and \$1,421.46 for part-time employees hired on or before

March 15, 2021. For those hired after March 15, 2021, the pay would be ½ of those amounts or \$1,421.46 for full time and \$710.74 for part time employees. One of the Federal regulations governing these funds requires that an employee cannot receive more than \$13 per hour for premium pay.

Revenue Replacement

On March 10, 2022, the County Finance Director reported to Rutherford County's Budget and Finance Committee that the University of Tennessee's County Technical Advisory Service (CTAS) had completed the revenue loss calculation for Rutherford County. With an average revenue growth rate of 6.06% between the fiscal years June 30, 2016, through June 30, 2019, it was determined that the counterfactual expected revenue for June 30, 2020, was \$622,821,299. Actual revenue for 2020 was \$616,916,648 resulting in a loss of \$5,904,651. The counterfactual expected revenue for June 30, 2021, was \$660,564,270 and actual revenue was \$642,678,498, resulting in loss of \$17,885,772. The commission agreed to use the \$23,790,423 of the second tranche for revenue replacement. The County requested CTAS to determine revenue loss for June 30, 2022, after the Comptroller's office completed their audit of the County's books and records.

Promoting equitable outcomes



The sites of the special operation facilities were selected to ensure services to areas identified as underserved within the county, which happen to be primarily located in the rural areas. The County requested assistance from the University of Tennessee's County Technical Advisory Service (CTAS) to determine the best locations. It is the hope that each of these buildings will create a synergy in the areas and respectively encourage the development of a sense of community. Based on the recommendation of the County's fire chief, the Public Safety Committee agreed on July 24, 2023, to move the Christiana location closer to a site near the Plainview schools.

Community Engagement

The projects listed above were discussed at many meetings of the Public Safety Committee and at the full Board of Commissioners meetings. All meetings are televised and housed at the following link. <https://www.youtube.com/user/RutherfordGovernment>. The Board of Commissioners always devotes a portion of their monthly meeting to accept public comments

Additionally, Rutherford County Mayor Bill Ketron has been a guest of the local radio station (WGNS)'s Action Line program on the following dates where he discussed the emergency operations building and the purchase of the State Farm Building: May 26, 2021, June 30, 2021, and July 28, 2021. The format of those shows encourages listeners to call into the station to share their comments, concerns and to ask questions.

Chairman Pettus Reed, Public Safety Committee, was the feature speaker at many community/ civic organizations explaining the need for the buildings and received favorable responses from those engagements.

Labor Practices

As of the date of this report, the Rutherford County Commission has not agreed to use the funds for projects related to water, sewer or broadband infrastructure. In addition, each project listed above was expected to be less than \$10 million each.

Use of Evidence

As of the date of this report, Rutherford County's allocation will not be used for projects requiring evidence-based interventions and/or for projects that are evaluated through rigorous program evaluations designed to build evidence.

Table of Expenses by Expenditure Category

Category		Cumulative expenditures to date (\$)	Amount spent since last Recovery Plan
1	Expenditure Category: Public Health		
1.4	Prevention in Congregate Settings	\$36,688,781	\$6,686,737
4	Expenditure Category: Premium Pay		
4.1	Public Sector Employees	\$3,990,433	\$0
6	Expenditure Category: Revenue Replacement		
6.4	Provision of Government Services	\$23,790,423	\$0
7	Administrative and Other		
7.1	Administrative Expenses	-	-

Project Inventory:

Purchase of State Farm Building

Project – CLFRF-001

Funding amount: Estimated at \$25,500,000

Project Expenditure Category: (Formerly 1.7 Capital Investments or Physical Plant Changes to Public Facilities that respond to the COVID-19 public health emergency.)

Project overview: *Purchase* of the State Farm Building to provide COVID-19 response, mitigation, and prevention activities in addition to communications and public safety activities.

Update: In November 2021 Mayor Ketron reported that the owners of the State Farm building were more interested in leasing the building and that the purchase would require about \$80-\$90 million instead of the combined approximately \$50 million that the County and State Farm were offering.

Construction of Emergency Operations Building – Rockvale – COMPLETED

Project – CLFRF-002

Funding amount: Originally estimated at \$5,500,000; revised to \$7,239,480.07.

Project Expenditure Category: 1.4 Prevention in Congregate Settings. (Formerly 1.7 Capital Investments or Physical Plant Changes to Public Facilities that respond to the COVID-19 public health emergency)

Project overview: **6550 State Highway 99, Rockvale, TN 37153.** The Emergency Operations Building will be used to distribute critical services daily to include, but is not limited to, life safety measures and incident scene stabilization in the Rockvale Community. With the latest addition of Rockvale High School in 2019, the population and needs of this community continue to be on the rise. Located on county school property adjacent to Rockvale Elementary School, Estimated area: 52.87 square miles. Cumulative spent to date - **\$7,239,480.07.**





Construction of Emergency Operations Building – Kittrell – COMPLETED

Project – CLFRF-003

Funding amount: Originally estimated at \$5,500,000; revised to \$6,842,364.45.

Project Expenditure Category: 1.4 Prevention in Congregate Settings. (Formerly 1.7 Capital Investments or Physical Plant Changes to Public Facilities that respond to the COVID-19 public health emergency)

Project overview: 8067 **Old Woodbury Pike, Readyville, TN 37149**. The Emergency Operations Building will be used to distribute critical services daily to include, but is not limited to, life safety measures and incident scene stabilization in the Kittrell Community. The current reported poverty rate in the area is 27.5%, making it one of the most impoverished areas of Rutherford County. With only \$33,581 as the median household income, Readyville faces unique challenges. Statistics detail that 17.9% of families, or 23.1% of the population, live below the poverty line among the 4,934 residents. The proposed building site is located on county-owned property. Estimated area: 55.87 square miles. Cumulative spent to date **-\$6,842,364.45**.



Construction of Emergency Operations Building – Lascassas-COMPLETED

Project – CLFRF-004

Funding amount: Originally estimated at \$5,500,000; revised to \$7,855,922.11.

Project Expenditure Category: 1.4 Prevention in Congregate Settings. (Formerly 1.7 Capital Investments or Physical Plant Changes to Public Facilities that respond to the COVID-19 public health emergency)

Project overview: 6531 **Lascassas Pike, Lascassas, TN 37085**. The Emergency Operations Building will be used to distribute critical services daily to include, but is not limited to, life safety measures and incident scene stabilization in the Lascassas Community. Cumulative spent to date **-\$7,855,922.11**.



Construction of Emergency Operations Building – Walter Hill – COMPLETED

Project – CLFRF-005

Funding amount: Originally estimated at \$5,500,000; revised to \$8,139,015.40.

Project Expenditure Category: 1.4 Prevention in Congregate Settings. (Formerly 1.7 Capital Investments or Physical Plant Changes to Public Facilities that respond to the COVID-19 public health emergency)

Project overview: **6309 Lebanon Pike, Murfreesboro, TN 37129.** The Emergency Operations Building will be used to distribute critical services daily to include, but is not limited to, life safety measures and incident scene stabilization in the Walter Hill Community. Lebanon Pike area is in the northeast portion of Rutherford County. The percentage of residents living in poverty is 15% within this area. With a trending increase in population, Lebanon Pike will have an increasing need of county resources. This area consists of 39% multi-family/rented dwellings with interests of constructing new apartment condominiums within the area. With almost 5,000 new residents expected within the next five years, this area will demand an increase in services. The proposed building site is located on county-owned property adjacent to Walter Hill Elementary. Estimated area: 57.83 square miles. Cumulative spent to date **-\$8,139,015.40.**



Construction of Emergency Operations Building – Almaville – *(this project to be funded 100% locally)*

Project – CLFRF-006

Funding amount: Originally estimated at \$5,500,000 – revised to \$0,

Project Expenditure Category: 1.4 Prevention in Congregate Settings. (Formerly 1.7 Capital Investments or Physical Plant Changes to Public Facilities that respond to the COVID-19 public health emergency)

Project overview: **7691 Almaville Road, Arrington, TN 37014.** The Emergency Operations Building will be used to distribute critical services daily to include, but is not limited to, life safety measures and incident scene stabilization in the Almaville community. With a 20-year population growth of 79%, the Arrington area currently boasts a population density of 105 people per mile in a rural zone. With nearly 80% of all homes as single-family homes, residents will have increasing county needs. The property is located on county-owned property adjacent to one of the County’s Convenience Center. Estimated area: 46.83 square miles.

Update: Because the cost of construction has increased dramatically since the preliminary estimates were determined, the County Commission will need to fund this project 100% with local funds.

Construction of Emergency Operations Building – Christiana/Plainview – *(Partially funded with local dollars.)*

Project – CLFRF-007

Funding amount: Originally estimated at \$5,500,000 has been revised to \$6,684,827.53. The available ARPA funding will be insufficient to cover all the cost of this project. The balance will be funded by local monies. The local portion of the project will be accounted for in the County's General Capital Project Fund.

Project Expenditure Category: 1.4 Prevention in Congregate Settings. (Formerly 1.7 Capital Investments or Physical Plant Changes to Public Facilities that respond to the COVID-19 public health emergency)

Project overview: 4950 **Sledge Rd, Christiana, TN 37037**. The Emergency Operations Building will be used to distribute critical services daily to include but is not limited to life safety measures and incident scene stabilization in the Christiana community. As the population and needs of this community continue to grow, so does the need for county services. The proposed site was originally located on county-owned property adjacent to Christiana Middle School at 4675 Shelbyville Pike, Christiana, TN. Estimated area: 56.2 square miles.



The County's Public Safety Committee met, discussed and approved moving this project nearer to the Plainview school sites on July 24, 2023, at the corner of Otter Pond Way and Sledge Road in Christiana. An official address has not been established for this site as of the date of this report. The previous site was determined to be too close to the existing Barfield fire station. Moving locations would provide better coverage for the Epps Mill area and would provide a faster response to the interstate. Cumulative spent to date **-\$6,611,998.58**. The balance of available funding should be spent by August 31, 2025.

Premium Pay

Project – CLFRF-008

Funding amount: Estimated at \$4,000,000, actual was \$3,990,433.44.

Project Expenditure Category: 1.9 Payroll Costs for Public Health, Safety, and Other Public Sector Staff Responding to COVID-19

Project overview:

It is the county's intent to provide premium pay for Rutherford County public service employees in compliance with regulations governing US Treasury Local Fiscal Recovery Funds.

Please note that this report will be updated no less than annually to keep the public informed of the progress the County has made toward these projects.